FUNDING LEADERSHIP AND OPPORTUNITIES FOR WOMEN

PROGRAM EVALUATION
FINAL REPORT

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INDEPENDENT EVALUATORS
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<th><strong>ACRONYMS</strong></th>
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<td><strong>ARB</strong></td>
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<td><strong>LGBTI</strong></td>
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<td>Nazareth Centre for Rehabilitation</td>
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<td><strong>MTR</strong></td>
<td>Mid Term Review</td>
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<td>Non-Government Organisation</td>
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<td><strong>OPS</strong></td>
<td>Organisational Planning Systems</td>
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<td><strong>PNG</strong></td>
<td>Papua New Guinea</td>
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<td><strong>PWSPD</strong></td>
<td>Pacific Women Shaping Pacific Development</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<td>PWYLA</td>
<td>Pacific Women’s Young Leadership Alliance</td>
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<td>Secretariat of the Pacific Community</td>
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<td>SSGM/ANU</td>
<td>State Society and Governance in Melanesia program at the Australian National University</td>
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<td>Soqosoqo Vakamarama i Taukei</td>
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1 EXECUTIVE SUMMARY

1.1 BACKGROUND

The Program

The Funding Leadership Opportunities for Women (FLOW) program managed by the International Women’s Development Agency (IWDA) is a four-year, multi-country and multi-partner program that commenced in January 2012. Funding is provided by the Ministry of Foreign Affairs, Government of the Netherlands, as part of a larger FLOW Program that aims to “contribute to structural poverty reduction by improving gender equality and the empowerment of women.”

The IWDA FLOW program is currently being implemented by the following IWDA partner organisations: ¹

In Papua New Guinea:
- Bougainville Women’s Federation (BWF)
- Voice for Change (VfC) and Jiwaka Women’s Human Rights Defenders (WHRD)
- Nazareth Centre for Rehabilitation (NCfR) and Bougainville Women’s Human Rights Defenders

In Fiji:
- Commonwealth Local Government Forum (CLGF), based in Fiji, which is working in PNG and the Solomon Islands
- femLINKPACIFIC
- Fiji Women’s Rights Movement (FWRM)
- Fiji Women’s Forum (FWF)

In Solomon Islands:
- Women’s Rights Action Movement (WRAM)

FLOW Objectives

The long-term objective of the IWDA FLOW program is: increased women’s representation and civil and political leadership across three Pacific Island countries (Fiji, Solomon Islands and PNG) in order to drive gender equality.

The specific objectives of the FLOW program are:

1. Increase capacity of women’s civil society in Fiji, Solomon Islands and PNG to advocate for increased coherence between national and regional commitments to gender equality.
2. Increase in young women’s participation and inclusion in formal and informal leadership roles.
3. Improved gender sensitivity of local government policy-making, programming and service delivery.
4. Increase in voter willingness and ability to support women candidates in local, provincial and national elections in Fiji, Solomon Islands and PNG
5. By 2015, women in Papua New Guinea will be supported to lead responses to violence against women (VAW).

¹ Note: Women’s Action for Change (WAC) was supported through FLOW during 2012-2013 but is not currently a partner.
1.2 THE EVALUATION APPROACH

The evaluation was framed to contribute to future work by IWDA and partner organisations on promotion of women’s leadership and women’s civic and political empowerment in the Pacific. The focus of the evaluation was formative, with a focus on program learning, strengths and areas for improvement, as well as increasing understanding of processes of change in bringing about women’s civil and political empowerment. The central purpose of the evaluation agreed with IWDA is: are we making progress, and how can we do better?

The evaluation used a qualitative design with participatory and learning-based approaches. This included interviews, small group discussions, workshops and reflections with staff and Board members of partner organisations and program participants. The evaluation approach aimed to:

- Draw out and understand the diversity of experiences and views of those who have been involved in the program (staff and participants);
- Draw on individual and collective knowledge; and
- Promote reflection and learning among key stakeholders to make sense of program achievements and processes.

The Rationale

The formative evaluation approach was guided by the nature of the current program, the intent of the FLOW program to bring about transformative change and to be responsive and learning oriented, and the literature related to women’s leadership development.

The international literature highlights the multi-faceted nature of change in making progress towards gender equality and the need for multiple strategies at multiple levels that are responsive and appropriate to the local context. Given the complexity of this work, it is generally recognised that program outputs may contribute to more than one objective and that the interconnected nature and level of objectives regarding women’s leadership mean that the work and success of one project or program is often reliant on the work and success of other programs.²

IWDA’s most recent annual report to the Netherlands Government in late 2014³ highlighted that FLOW has made substantial achievements against a backdrop of challenging contextual issues. Progress against outputs in the logframe is reported to be tracking well, with the expectation that these will be fully achieved by the end of the program in December 2015. With this progress in view, the formative evaluation, agreed with IWDA, provided scope to go beyond consideration of program outputs to examine the change processes that lead to the achievement of outcomes. This also opens up the potential to identify unexpected or unplanned outcomes.

It is acknowledged in the literature that monitoring and evaluation in relation to women’s leadership development is often limited. The evaluation provided the opportunity for IWDA and partners to reflect more deeply on understanding the change processes needed to consolidate and shape future work in this area. This potentially will enable IWDA and partners in future to make a valuable contribution to the knowledge base regarding transformative change in relation to women’s civil and political participation and empowerment.

Three Domains of Change

The evaluators reviewed FLOW program documents and scanned the international literature on women’s leadership, organisational capacity and movement building. This informed the development of a conceptual

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² FLOW Progress Report 2014 p. 5
³ FLOW Progress Report 2014
model which focussed on the interrelated nature of these three domains of change and their significance for advancing women’s political and civil empowerment. This conceptual model resonated with IWDA and partners. This model was seen to be applicable to the work of all FLOW partners, recognising different emphases in the work of various partners.

The tentative theory of change guiding the conceptual model is: transformative leadership development opportunities for women are expected to underpin the development of capable and effective women’s organisations, which in turn are important and necessary for collaboration and development of women’s and other movements for social change. Progress in one domain can facilitate positive contributions or enable further change in other domains. Likewise, limitations in one domain will provide further constraints in what is possible in other domains. By their nature and given their roles in promoting gender equality, these domains cannot be treated as discreet entities. Rather there is fluid movement and interrelationships among all three domains.

The Process

This approach enabled the evaluators to consider the change processes underpinning FLOW work, and its strengths and challenges at a whole of program level. This approach is intended to add a further dimension to the work already undertaken by IWDA and partners to report on the many achievements of FLOW against the specific program objectives to the funding organisation.

The key evaluation questions related to these three domains – leadership development, organisational capacity and movement building - of interest, plus monitoring and evaluation and the value of the FLOW program to IWDA and partners. The data collection processes involved hearing the perspectives of IWDA and partner staff, and women and men involved in FLOW funded activities regarding their successes and challenges. During this process the evaluators were listening for the logical connections and underlying assumptions that connected the activities and strategies used to the intended outcomes and desired changes.

The information gathered from discussions with partners and other stakeholders, though Most Significant Change (MSC) stories and other participatory processes, confirmed the evaluators assumptions, supported by the literature, that the dynamic interplay across the three domains - leadership development, organisational capacity development and movement building - is important to understand, in order to facilitate desired changes in women’s civil and political participation and leadership.

1.3 OVERVIEW OF THE KEY FINDINGS

Working With Complexity

Based on the findings of this evaluation it is clear that the FLOW program has strengthened the work of a cohort of women’s organisations in relation to the three domains explored. The partners share a common commitment to advancing and defending women’s rights. Through FLOW they have created spaces for women of all ages to develop their own sense of agency through leadership development processes, and to promote and advocate for the rights of women. Furthermore, they provide the opportunity to come together to take collective action to influence local, national and international policy and governance processes.

These achievements are particularly significant in light of the complexity of the program. This complexity is brought about by the focus on advancing women’s civil and political leadership, the significant factors that inhibit change in this arena and the operational challenges associated with a multi-partner, multi-country program.
It is widely acknowledged that social change processes, particularly those directed at the promotion of gender equality in challenging contexts, take time. It is important to be realistic about the length of time needed to see change. The FLOW program created by IWDA and partners has been in place since 2012. Some partners have been engaged in the program for the full four years while others have come on board in the last 2 years. This is a relatively short time frame in which to address the complex and deeply challenging process of advancing gender equality. For this reason, the program can be viewed as an emergent program or a “program in progress,” which is testing the pathways needed to bring about sustainable change.

The evaluation found that many positive outcomes have been achieved across the diverse activities supported by the FLOW program. IWDA and partners have worked hard to implement and manage an ambitious program, with multiple facets, in a relatively short time frame. Much of this work has involved fostering an enabling environment for the implementation of a diverse range of program activities. Some of this work is difficult to capture through identified results areas. The day-to-day support provided to partners who are undertaking complex and demanding work within their respective communities can be consuming but is not always formally counted. The overall findings support the considerable progress reported by IWDA and partners against the five program objectives in 2014.4

Working Through Partnership

The effective development of partnerships has been critical to the program’s success. IWDA has worked hard to ensure that partner relationships are respectful and reciprocal. As one partner remarked

“...if IWDA is asking me for something I am of the spirit that I want to do it, I don’t have this with other donors. IWDA is responsive and understands the situation of the work and family, staff and clients.”

The identification of partners with the FLOW program is an important aspect of strengthening potential program level synergies. Over the life of the program there have been sharing of approaches and staff exchanges, plus engagements of all partners at FLOW retreats. One partner indicated that in the last six months of the program there has been a “shift away from IWDA being a central point to being a network.” In other words, FLOW partners have begun to engage with each other, independently of IWDA as the central point of partnership. This illustrates that the investment in fostering partnerships, which are based on an understanding of feminist approaches, respect, trust and mutual accountability, has been valuable.

The Commitment of Partners

While the genesis and history of the FLOW partnerships vary, a defining characteristic has been the shared commitment amongst partners to advance gender equality through transformative change processes. Not all partners identify as feminist organisations, but all have been more than willing to collaborate with IWDA and with each other to promote change in women’s leadership and civil and political participation.

Partners’ Appreciation of FLOW

FLOW partners and participants expressed a high level of appreciation for the FLOW program and the value it has added to their work in enabling women’s leadership. FLOW enabled the establishment of new organisations, as well as supporting partners to continue existing work and implement new work that would not otherwise have been possible. It also enabled support for implementation of activities for emerging women’s networks and coalitions. The variety of ways in which the FLOW program has supported activities, including co-funding projects, could be said to have “accelerated” work in women’s leadership across the region.

4 FLOW Progress Report 2014 p. 5
The responsive way in which the program has been managed has allowed scope for partners to make multi-year plans and to trial new approaches in a way that is not always possible through grant-based funding. This has enabled the capacity to test and learn from new or innovative strategies that are important in bringing about long-term sustainable change.

FLOW partners have been supported to develop and consolidate organisational systems and processes. In some instances, this has enabled partners to leverage additional funding to support program work. Participants valued the opportunities to take part in FLOW training and other learning processes. This has enabled individuals to build their personal confidence and to more actively participate in the development of their own communities. The FLOW program has created spaces for young women and older women to engage in a process of reflection and development which enabled them to take up new roles and responsibilities in their communities, groups, organisations and networks.

**Flexible and Responsive Program Management**

One of the key factors that partners and IWDA value about FLOW has been the flexibility allowed in utilising foreign exchange gains. This has allowed increased resourcing to certain activities. FLOW has been delivered in a creative and flexible way to fund work that partners have prioritised, including continuation of existing approaches as well as new work for some partners. FLOW has also balanced funding gaps or added to funding from other sources.

**Building Solid Foundations for Positive Change**

There has been a variety of important work undertaken across the program to test the most effective pathways for strengthening women's civil and political empowerment. Building blocks previously developed by partners have been strengthened or further extended. Partners have also put down new foundations that can support their work into the post-FLOW period. FLOW has enabled the acceleration of the good work that has been undertaken by partners. Strengthening these foundations has seen positive changes for women, groups and communities, partner and other organisations, and movements. Learnings related to these experiences, including building on or adjusting the strategies and approaches used, would position IWDA and partners to shape and strengthen future work.

**Making Sense of Change Processes**

Participant perspectives on change in relation to women's leadership were many and varied. This is to be expected in a program which works with a diversity of participants and which is trialling numerous ways to bring about positive change in women’s participation and leadership. IWDA’s implicit theory of change concerns the development of women as confident individuals who can participate in decision-making. It is clear that significant progress has been made in creating the spaces for young and older women, and some men, to participate in leadership development processes which allow scope to deeply internalise learning as individuals. This has been highly valued by participants.

There has also been work undertaken by partners to develop leadership approaches, which take account of the family, group and community contexts in which individuals live. This is important in ensuring that individual change and empowerment can be fully realised. This work could valuably be expanded to continue to strengthen the structural changes required to promote gender equality in the household, community and institutional settings. In part a more explicit theory of change could enhance the capacity of the program to accelerate desired change even more. Such a theory should articulate the importance of feminist practice in leadership, a focus on the collective dimensions of power and the importance of working with men to change social norms, structures and gender relations. As Batliwala reminds us,
“...there is little point in leadership development programs, if they do not equip women to deal with the messy, frightening, dangerous but exhilarating business of feminist social transformation. For every great feminist leader we can think of from anywhere in the world, past and present has one thing in common: she is led by challenging and disturbing the status quo. Feminist leadership must make waves.”

Monitoring, Evaluation and Learning

The literature notes that there are limitations in monitoring and evaluation and building of a robust evidence base in relation to women’s leadership development. In future work the strengthening of program-wide and more systematic monitoring and evaluation will further enhance collective learning as well as program improvement. Future development in this area can potentially position IWDA in future work to make a significant contribution to the current evidence base regarding women’s civil and political empowerment.

The emphasis on implementation and monitoring of individual partner activities and projects by its nature tends to reinforce a partner and country-specific perspective. While this is important in terms of monitoring progress at a project level, it creates challenges in being able to easily draw out the learning, achievements and effectiveness of change processes over time across the program as a whole.

The importance of shared learning and reflection among partners has been emphasised through annual partner retreats. Much has been achieved in a relatively short period of time in bringing partners together from across the region. In part, this is addressing the perennial challenge facing large and diverse programs: to ensure that “the sum of the whole is greater than the individual parts.” Collaborative reflection and learning is a critical element of this process.

Irrespective of the shape of future programs, further positive gains will be made by involving ongoing cycles of inquiry in which longitudinal monitoring enables explicit assessment and testing of strategies, feeding back into program adjustments. The long term and complex nature of change in this arena lends itself to an approach which uses reflective spaces for facilitating conceptual clarity across the program and strengthening systematic monitoring data collection and use against intermediate outcomes. Continued development in this area will enrich both practice and insight in strengthening women’s civil and political empowerment.

1.4 STRENGTHENING FUTURE PRACTICE

Specific considerations for strengthening future practice have been outlined in detail in each section of the evaluation report. In summary the overarching considerations include:

Partnership

Continue to strengthen and articulate the IWDA feminist partnership approach including clarification of the principles, values and assumptions that underpin it and the processes and systems needed to effectively put it into practice in collaboration with partners.

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6 Kenway, Lokot & Bradley 2014 p.2
7 IWDA are currently progressing this work following the 2014 Partners Retreat
**Women’s Leadership**

Develop a strategic “whole of program” conception of transformative leadership (for both women and men) and what this means for advancing changes in women’s civil and political empowerment at individual, relational and structural levels, drawing on the collective perspectives and experiences of partners.

**Organisational Capacity Development**

Adopt a program wide organisational capacity development framework which enables flexible and responsive approaches to partners at the same time as guiding the identification and tracking of change processes needed to support and strengthen women’s organisations in advancing women’s leadership.

**Movement Building**

Continue to work with partners to strengthen collective understanding of the meaning and practice of movement building (and its links to leadership and organisational capacity development) and the implications for women organising and strategizing collectively to influence duty bearers and communities to bring about transformative change in gender equality.

**Monitoring Evaluation and Learning**

In future work, resource and embed ongoing cycles of inquiry across the program with IWDA and partners having a program-wide framework and some common monitoring and evaluation approaches to enable systematic monitoring of progress towards intermediate outcomes. This stronger monitoring and evaluation approach will contribute to reflection and learning processes by partners and with partners and IWDA, for strategic review of progress, improved documentation and learning about the processes of change in progress in the various contexts to advance women’s leadership, civic and political participation and gender equality.

**CONCLUSION**

As outlined in this report the FLOW program has made significant progress on a number of levels in a relatively short timeframe as a “program in progress.” Working with eight partners over multiple countries with diverse contexts to implement locally appropriate activities to advance women’s civil and political empowerment presents a level of complexity beyond usual program management. While there is scope to build more strategic program cohesion in the future, the developmental foundations that have been laid through the FLOW program to date are critically important for ongoing work in the Pacific, irrespective of the funding sources.
2 ABOUT THE FLOW PROGRAM

2.1 BACKGROUND

The FLOW Program

The Funding Leadership Opportunities for Women (FLOW) program is a four-year multi-country and multi-partner program that commenced in January 2012. The International Women’s Development Agency (IWDA) manages the FLOW program with funding from the Ministry of Foreign Affairs, Government of the Netherlands, as part of a larger FLOW Program that aims to “contribute to structural poverty reduction by improving gender equality and the empowerment of women.” The IWDA FLOW program was funded to a total of €3,956,503.

The long-term objective of the IWDA FLOW program is: increased women’s representation and civil and political leadership across three Pacific Island Countries (Fiji, Solomon Islands and PNG) in order to drive gender equality.

The specific objectives of the FLOW program are:

1. Increase capacity of women’s civil society in Fiji, Solomon Islands and PNG to advocate for increased coherence between national and regional commitments to gender equality.
2. Increase in young women’s participation and inclusion in formal and informal leadership roles.
3. Improved gender sensitivity of local government policy-making, programming and service delivery.
4. Increase in voter willingness and ability to support women candidates in local, provincial and national elections in Fiji, Solomon Islands and PNG.
5. By 2015, women in Papua New Guinea will be supported to lead responses to violence against women (VAW).

The IWDA FLOW program is currently being implemented by the following IWDA partner organisations:

In Papua New Guinea:
- Bougainville Women’s Federation (BWF)
- Voice for Change (VfC) and Jiwaka Women’s Human Rights Defenders (WHRD)
- Nazareth Centre for Rehabilitation (NCfR) and Bougainville Women’s Human Rights Defenders

In Fiji:
- Commonwealth Local Government Forum (CLGF), which is also working in PNG and the Solomon Islands
- femLINKPACIFIC
- Fiji Women’s Rights Movement (FWRM)
- Fiji Women’s Forum (FWF)

Women’s Action for Change (WAC) in Fiji was previously included in FLOW but is not currently a partner.

In Solomon Islands:
- Women’s Rights Action Movement (WRAM)

FLOW partners started activities with FLOW funding at different times: first in Fiji, then in PNG and most recently in the Solomon Islands, with dates for various partners as follows:

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8 From this point forward all references to the FLOW program mean the IWDA FLOW program
IWDA’s FLOW program seeks to enable women’s civil and political participation and leadership at several levels:

- At an organisational level: with women’s partner organisations to build their capacities and support their programs/services and policy engagement work.
- At the local community and local government level, to build the capacity of women to participate and take up leadership positions, and have women’s voices and priorities inform local government and community governance.
- At a national, regional and international level, to increase networking, learning and joint action among women’s civil society organisations to influence policies and create an enabling institutional and legal environment.

The Program Context

The FLOW program is complex and wide-ranging. Partners have come on board at different times over the course of the program. FLOW has sought to advance gender equality and women’s participation and leadership in civil and political spaces.

There is considerable diversity in the partners and their FLOW-supported activities. Some FLOW partners are relatively newly established organisations (BWF, WRAM) where FLOW funding has comprised the first or major grant funding. Other FLOW implementing organisations (FWRM and (femLINKPACIFIC) are well established organisations and long-standing IWDA partners with considerable experience in working for women’s rights and managing funding from a variety of sources and donors.

A range of activities has been supported over the life of the program, and there has been flexibility in annual funding allocations and activities supported. The flexibility of the program, resulting from foreign exchange gains, has enabled resourcing of additional activities relating to constitutional issues and elections in both Fiji and Bougainville as they were directly related to the program goals and objectives. Taking account of the diversity of the program locations, partners and activities supported, these factors provide significant challenges in terms of program planning, implementation, management, and monitoring and evaluation. The flexibility afforded by the foreign exchange gains from FLOW funding, the formative and dynamic nature of the work and the complexity of the development issues being addressed mean that it is can be viewed as an emergent program or a “program in progress.”

A logframe structured around five broad objectives (see 2.1 above) has been used consistently for reporting by partners to IWDA and IWDA to the Netherlands Government. IWDA reporting indicates that the outputs delivered to date are tracking well against the expected outputs and are expected to be met by December 2015.

Given the breadth and complexity of the FLOW program, there are clear limitations on the extent to which this program level evaluation can consider the experience and results shown to date by any one partner organisation in depth. For these reasons, this evaluation approach was designed to examine the FLOW
program from a strategic perspective with a view to how this might inform the ongoing development of IWDA’s and partners work in advancing women’s civil and political empowerment.

Decision and Action Context Related to Shaping of the Evaluation

The timeframe for the evaluation did not mesh with the timeframe for the FLOW 2 proposal submission at the end of August.

IWDA has applied for funding from the Netherlands Government (“FLOW 2” scheme) for a further four year grant (2016 onward) that would enable similar work to the current program areas of focus to continue in PNG, the Solomon Islands and potentially other countries in the Pacific (based on the Dutch Government list of eligible countries). Fiji is not included in the list of countries eligible for FLOW 2 funding but IWDA hopes to be able to continue to work with Fiji partners in future and is also assisting partners to apply for other funding. The Netherlands Government is expected to make a decision on IWDA’s FLOW 2 proposal, based on IWDA’s proposal and the track record of reporting to date on FLOW 1, through a competitive tender process.

IWDA program staff expect that the evaluation findings will be useful in informing the development of the FLOW 2 program in 2015.

The Mid Term Evaluation (MTR) of the FLOW program was undertaken in 2014. The focus of the MTR was on FLOW at the program level; IWDA and partners have since taken action in areas relating to the recommendations.

Consultation with partners in relation to the evaluation planning and draft schedules for field visits was largely undertaken by IWDA program managers. The views of IWDA program staff were key in shaping the evaluation approach and consequently IWDA is regarded as the key stakeholder in relation to potential use of the evaluation. It is hoped that IWDA will share the report and discuss implications for future work with partners.

Purpose of the FLOW Evaluation: Learning and Improvement

The evaluation aims to contribute to future work by IWDA and partner organisations on promotion of women’s leadership and women’s civic and political empowerment in the Pacific. The focus of the evaluation is formative, in the sense that the primary purpose is to improve future work by IWDA and partner organisations. The focus of the evaluation has thus been on program strengths and areas for improvement, as well as increasing understanding of processes of change. The central purpose of the evaluation agreed with IWDA is: are we making progress, and how can we do better?

2.2 THE LITERATURE – KEY OBSERVATIONS

A targeted review of literature on women’s leadership and civil and political participation, capacity building and partnership was undertaken to inform the evaluation approach and to develop a conceptual framework in which to locate the FLOW program.

Women’s Leadership

While there is a considerable body of literature on leadership development, there is less in relation to women’s leadership development, particularly in developing country settings.

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9 Prior to the finalisation of this evaluation report, IWDA was advised that its FLOW 2 proposal had been accepted for funding
The literature review identified the following issues relevant to the FLOW evaluation:

- A dearth of literature regarding “best practice” in women’s leadership based on evidence;
- A raft of factors influence women’s participation in leadership and in civil and political spaces (as acknowledged in the literature about promotion of gender equality and transformative change more generally);
- The importance of adopting multiple strategies across multiple dimensions and being responsive to context and changes over time;
- The often interchangeable use of terms - women’s leadership, empowerment and representation - complicates conceptual understanding and clarity;
- The purpose of leadership is a fundamental consideration;
- Women’s leadership is typically framed in simple terms in relation to number of women elected to national parliament, and assumes that women in office will be motivated and able to influence changes in laws, policies and allocation of resources to advance strategic gender interests. This is a very limited focus, which contains a number of assumptions; it also ignores the range of other spaces for active citizenship by women.

Of particular relevance to the framing of the evaluation is the literature relating to conceptions of leadership as a collective, transformational change-focussed process. Some elements used to define leadership (drawing on Social Change Model of Leadership10) include:

- Leadership is a collective process
- Leadership is a political process
- Leadership is about change and creating space for change, i.e. it is a means to an end, not an end in itself
- Leadership is based on values (clustered into individual, group and community values – the “7 Cs”11)
- Leadership is a process of group experience
- Leadership is contextual

Some writers make a distinction between transactional leadership (which seeks to operate within existing structures), and transformational leadership, which is concerned with promoting social change; within the transformative leadership categorisation, feminist transformational leadership seeks to achieve gender justice.

The following definition of women’s leadership was used to inform the design of the evaluation: “A political process of women mobilising people and resources in pursuit of shared and negotiated goals within government, private sector and civil society.”12

In addition to the review of literature on leadership development, the literature on capacity development, movement building and partnership practice was also scanned.

**Organisational Capacity**

The literature13 relating to gender equality and social change is very clear on the importance of women organising with other women to manifest and assert the collective power needed to bring about changes towards gender equality. The organisational capacity development literature acknowledges that changes in capacity occur as a result of multiple factors, which are both internal and external to the organisation. It is a dynamic process that cannot be considered in isolation from the relational elements, including potential power differences, which underpin it: “It is about creating some form of added value for the members and the outside world (perform), it is about staying alive and active (sustain), it is about adjusting and

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11 These are: individual values: consciousness of self, congruence between actions and values and beliefs, commitment to serve the group and its goals; group values: collaboration, common purpose, controversy with civility; community values: citizenship and change.
developing over time (self-renew) on the basis of external pressures and internal drivers.”¹⁴ Elements considered key in assessing changes in capacity development include: the capability to act, the capability to generate development results, the capability to relate, the capability to adapt and finally, the capability to integrate.¹⁵

Partnership

Partnership practice is key to the FLOW program approach. Given the relational nature of partnerships, they are often seen as the domain of strong individual connections. The individual competencies and resources needed for effective partnership development and management need to be considered with the deeper organisational and institutional values, norms and behaviours that inform and shape development approaches and practice.

While a partnership can be formally defined, this may not necessarily capture the essence of the relationship, or its value to the partners and the work that they do. Having a clear and agreed purpose for the partnership and a shared understanding of objectives may be more useful in examining the value of its outcomes.

It is apparent from the partnership literature¹⁶ that there is a limited evidence base to assess the “value-add” of partnerships. It is more common to assess the outcomes of collaborative work than the added value of the partnership itself. Assessing added value is made more complex by the fact that partnerships change over time both as a result of the interaction between the partners and because of other influences that might affect the relationship. This has implications for the type and extent of evaluative processes required to adequately assess the value of partnerships, beyond that of project outcomes.

2.3 THE EVALUATION APPROACH

Key considerations included: the FLOW program itself, resources for the evaluation (including time available for field work), availability of partner organisations and key stakeholders, and relevance and feasibility of the evaluation process.

A preliminary review of key literature relating to women’s leadership and participation in civil and political spheres, key FLOW documents and other literature relating to capacity development and partnership practice informed the evaluation approach. The complexity of the change processes involved in promoting gender equality through the civil and political empowerment of women was also considered in the design of this evaluation.

The evaluation was designed in consultation with IWDA program staff.

The evaluation approach agreed aimed to:

- Draw out and understand the diversity of experiences and views of those who have been involved in the program (staff and participants)
- Draw on individual and collective knowledge
- Promote reflection and learning among key stakeholders to make sense of program results and processes
- Use a qualitative design to enable in-depth consideration of key evaluation questions and to obtain diverse views from key stakeholders

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¹⁶ Kelly, L and C. Roche, Partnerships for Effective Development, ACFID, January 2014
The evaluation used participatory and learning-based approaches including one to one interviews, small group discussions, workshops and reflections with primary program participants.

**Key Evaluation Questions**

The consultants met with key program staff at IWDA for briefing and discussion of key issues on three occasions. This informed the development of the approach and iteration of the key evaluation questions used to guide data collection and analysis processes.

<table>
<thead>
<tr>
<th>Key Evaluation Questions</th>
<th>Related Sub Questions</th>
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| 1: What is the value of the FLOW program to partners and IWDA?                          | 1.1. What has FLOW contributed to partners in terms of programming or ways of working?  
1.2. What unexpected outcomes (positive or negative) have emerged through the FLOW program?  
1.3. What difference does the FLOW program make to partner organisations?                |
| 2: To what extent and how have women’s leadership development programs been effective in promoting transformative change? | 2.1. To what extent have women’s leadership development programs reflected holistic and transformative approaches?  
2.2 What informs or influences the shape of women’s leadership development programs, considering personal, organisational, social/cultural perspectives and contexts?  
2.3. To what extent have women’s leadership development programs contributed to organisational capacity of partner organisations? |
| 3: What have been the key changes in organisational capacity (the capability to act, the capability to generate development results, the capability to relate, the capability to adapt and the capability to integrate) related to FLOW program support? | 3.1. What internal and external factors have influenced organisational capacity development over the life of the FLOW program?  
3.2. What are the relationships between women’s leadership development and organisational capacity development?  
3.3. What changes in organisational capacities related to the FLOW program are most valued by partners and why? |
| 4: How are partnerships influencing the quality and effectiveness of the FLOW program?  | 4.1. What is valued by partners in the FLOW partnerships and why?  
4.2. What enables and inhibits these partnerships?  
4.3. What differences have FLOW partnerships made? |
| 5: To what extent has FLOW contributed to bringing women’s organisations and other civil society organisations together for collective action? | 5.1. How has FLOW contributed to creating spaces for women’s engagement in civil and political spaces?  
5.2. How has FLOW contributed to greater voice for women and diversity in participation? |
| 6: To what extent have Monitoring Evaluation and Learning (MEL) approaches deepened the understanding of change processes and outcomes in transforming women’s leadership and influence in civil and political spaces? | 6.1. What MEL approaches have supported ongoing improvement and quality of the FLOW program?  
6.2. What MEL activities undertaken through FLOW have enabled strategic learning by and among partners?  
6.3. What needs to be improved to strengthen collective understanding and tracking of changes in women’s leadership and civil and political influence in the future? |
The Evaluation Methods

Qualitative methods were used to collect data related to the key evaluation and sub-evaluation questions. The methods were selected in terms of their appropriateness to seek information on the perspectives and experiences of participants, the ease of administration and the suitability for intended participants. Depending on the context, the nature of the FLOW program, the experience of the partner and of the evaluation participants, some methods were emphasised over others to ensure that data collection processes were appropriate and relevant to the context. Methods included:

A Program Document Review: to develop a contextual understanding of the work of partners, the activities the FLOW program and the extent of monitoring data and other documentation (refer to Annex 2).

A Review of International Literature: relating to women’s leadership development and civil and political empowerment and the interrelationship with capacity development, partnership and movement building.

Interviews: including key informant interviews, group interviews and small group discussions (refer to Annex 3).

Workshops: three one-day workshops were conducted in Suva. The first workshop was designed to provide an overview of the evaluation, to seek input on key areas of interest by partner organisations, and to collectively explore issues relating to women’s leadership, organisational capacity and movement building. The remaining two workshops were used to conduct a Most Significant Change (MSC) process.

Most Significant Change (MSC): a workshop was held with staff of Fiji FLOW partners and a co-convenor of the FWF to enable staff to tell and document their stories of change relating to the FLOW program. Most of the members of this group met a second time to undertake a Most Significant Change Story Selection process, to draw out individual and collective views on what is most valued and why. Where appropriate other group discussions collected information on what participants considered most significant changes, but without the full MSC process.

Case Studies: Case studies have been developed based on the Most Significant Change stories and the development of the WHRD Leadership Training program in PNG.

Data Analysis

The data collected was analysed by key evaluation questions and sub-questions, plus content and thematic analysis. Quantitative analysis of qualitative data was undertaken in relation to a sample of leadership training participants in both Fiji and PNG to assess the participants’ perspectives on the most significant domains of change.

The Sample

Sampling was based on both purposive and opportunistic sampling methods. Sampling purposively involved choosing people and sites that were expected to be “information rich.” Key staff of partner organisations, board members and in some cases other stakeholders (government or other civil society organisations) were identified using purposive sampling, based on their jobs or volunteer governance roles. For other categories of intended participants, the evaluators in conjunction with IWDA program staff identified particular training courses or activities from which to draw participants for interviews and group discussions. In these cases, partner organisations used their discretion to invite particular people to participate. This opportunistic sampling was based on availability of particular people.
Initial selection regarding sample sizes was informed by practicalities of having sufficient “information rich” sites and people, while at the same time balancing the practicalities of time in the field. A total of 123 respondents (108 women and 15 men) participated in the evaluation across Fiji (38), PNG (70) Solomon Islands (2) and IWDA staff (5).

Ethical Considerations

The AES Guidelines for Ethical Conduct of Evaluations informed the overall evaluation approach and process including adherence to the principle that “An evaluation should be designed, conducted and reported in a manner that respects the rights, privacy, dignity and entitlements of those affected by and contributing to the evaluation.”

The evaluation approach undertook to ensure that these standards were met appropriately as noted. In line with these standards IWDA and partners will provide feedback on the report (draft) and case studies (draft) and will facilitate appropriate dissemination strategies to share the final report.

2.4 THE LIMITATIONS OF THE EVALUATION

Strategic choices have had to be made in relation to the scope of the evaluation, with a trade-off between depth and breadth to enable a deeper understanding of the FLOW program outcomes and processes of change. Information on the profile of participants in various activities, expenditure on particular activities by partners each year and across the life of the program was not readily available; this limited the analysis that could be undertaken at the program wide level by the evaluators within the time available. In some cases, FLOW funding contributes to activities that are also funded by other projects (from IWDA) and other donors. The evaluation has therefore focussed on understanding the contribution from FLOW to key changes seen by key stakeholders and participants, rather than seeking to establish attribution.

Reports to the Dutch government on the FLOW program and partner reports to IWDA have focused on quantitative reporting on outputs, against the log frame, in line with the FLOW Scheme reporting requirements. This provides information at the output level against program objectives. Given the wide range and number of activities undertaken across the program it was not practical or strategic within the time and resources available for the evaluation team to check this information.

Regular and systematic monitoring and evaluation across the program was found to be limited. Discussions were undertaken with partners in PNG and Fiji to seek to learn more about the monitoring and evaluation activities, which in most instances this work is in its formative stages.

For these reasons, the evaluation explored process issues and views on what changes have been observed by staff and participants in FLOW supported activities.

The evaluation approach endeavoured to use data collection processes that allow for diversity in perspectives. At the same time however, this diversity presents challenges in analysis of data at the program level.

Due to cost issues, a visit to the Solomon Islands was not included in the evaluation. Interviews were taken with a Board member and the coordinator of the Women’s Rights Action Movement. Thus a more limited investigation of the FLOW work in the Solomon Islands compared to Fiji and PNG.

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17 Australasian Evaluation Society Guidelines for the Ethical Conduct of Evaluations, July 2013

18 Steps taken to address ethical standards included: seeking written informed consent from participants; recognising the diversity of opinions and views being expressed by participants within their particular cultural and social context; de-identifying information to preserve confidentiality; working with participants over the age of 18 years in recognition that work with children requires a different set of consent and protection protocols; providing participants (in individual and group discussions) with a FLOW Evaluation Information Sheet; informing prospective interviewees (with variable literacy levels) of their rights to not participate or withdraw their participation at any time; and asking participants in the MSC story collection process to consider the risks of their participation and ask after completion of the interviews if they are willing for their stories and other identifying information to be shared, with or without their names.

19 IWDA and partners have put in place systems to enable consistent reporting against the logframe output targets, but there is a gap in terms of systematic monitoring of progress towards intermediate outcomes, which would provide information on progress towards change beyond the output level.
Workshops with the FLOW partners in Fiji were undertaken to focus more deeply on processes of change from a collective perspective, which was useful in promoting dialogue among partners and in setting the program level context for the evaluation. A similar process of collective reflection with partners in PNG was not feasible because of budget and other resource constraints. The evaluation process in PNG was undertaken in situ with each partner.

The program in PNG used a combination of individual and group interviews for each FLOW partner. These processes relied to an extent on who was available and local conditions, as well as the sampling criteria. Other challenges in the PNG data collection process included the loss of a day because of flight cancellations and some limitations with translation and note taking.

2.5 AN OVERVIEW OF THE EVALUATION PROCESS

Developing a Conceptual Perspective on the FLOW Program

FLOW program documentation and international literature about women’s voice and leadership in decision-making, political and social change and movement building were reviewed prior to development of the evaluation approach. This was the basis for developing a conceptual model focused on examination of three strongly interrelated domains of change: women’s leadership development, organisational capacity and movement building (see Annex 5 for the diagram developed).

IWDA and partners in Fiji and PNG found the diagram a helpful representation of the FLOW program that brought out the inter-connections among the three domains that had not necessarily been considered previously. The model provided a reference point for considering the interplay between change processes underpinning the FLOW program and what this means for the contribution of the FLOW program to women’s civil and political empowerment and future work of IWDA and partners.

Testing a Tentative FLOW Program Theory of Change

The tentative theory of change guiding this conceptual model is this:

Transformative leadership development opportunities for women are expected to underpin the development of capable and effective women’s organisations, which in turn are important and necessary for collaboration and development of women’s and other movements for social change.

While the three domains in our conceptual model are often talked about as separate entities, our model is based on the assumption that they are interconnected, and that progress in one area can have positive contributions or enable further change in other domains. Likewise, we speculate that limitations in, for example, one domain will provide further constraints on what is possible in other domains, given the interrelatedness of change processes, which do not move in necessarily linear ways.

In developing this theory of change, the hypothesis was that this model was applicable to all FLOW partners to a greater or lesser extent, given that there have been different emphases in the work of various partners funded through FLOW across the three domains (women’s leadership development, organisational capacity and movement building).

The information gained from discussions with partner and other stakeholders confirmed our hypotheses - supported by the literature- that: the dynamic interplay among the three domains of leadership development, organisational capacity development and movement building is important to understand in order to facilitate desired change in women’s civil and political empowerment.

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20 Noting that the partnership with CLGF was related to delivery of specific technical expertise in local government and did not include organisational capacity development
This model directs attention to areas that could further strengthen future work by IWDA and partners.

**Taking a Strategic View**

The evaluation focused at a strategic program level for several reasons including:

- The opportunity of taking a learning and improvement orientation to step back from the “busyness” of implementation at the partner level. This enabled examination and reflection on current strategies and possible improvements;
- Fostering synergies across the program and among partners is expected to provide the opportunity for IWDA and partners to take forward future collaborations towards even greater outcomes for women and gender equality.

In light of the strategic program approach taken, analysis and the suggestions for improvement are focused on the program as whole. Quotes from interviews, plus examples of particular activities undertaken by partners have been used to illustrate both the range of approaches and key points relevant to the program level.

The report is structured around the Key Evaluation Questions to reduce repetition and provide a narrative that makes sense of these interconnections, through discussion of key issues and findings in the following order:

- Value of FLOW
- Partnerships in FLOW
- Organisational capacity development
- Women’s leadership development
- Movement building
- Monitoring, evaluation and learning

### 2.6 OVERVIEW OF THE KEY FINDINGS

**Working with Complexity**

Based on the findings of this evaluation it is clear that the FLOW program has strengthened the work of a cohort of women’s organisations in relation to the three domains explored. The partners share a common commitment to advancing and defending women’s rights. Through FLOW they have created spaces for women of all ages to develop their own sense of agency through leadership development processes, and to promote and advocate for the rights of women. Furthermore, the FLOW program provided IWDA and partners with the opportunity to come together to take collective action to influence local, national and international policy and governance processes.

These achievements are particularly significant in light of the complexity of the program. This complexity is brought about by the focus on advancing women’s civil and political leadership, the significant factors that inhibit change in this arena and the operational challenges associated with a multi-partner, multi-country program.

It is widely acknowledged that social change processes, particularly those directed at the promotion of gender equality in challenging contexts, take time. It is important to be realistic about the length of time needed to see change. The FLOW program created by IWDA and partners has been in place since 2012.

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21 As indicated in our Evaluation Plan on a purely practical level, the resources available for the evaluation did not provide for in-depth examination of the work of partners

22 We note that while the work of all partners has contributed positively to this analysis it is not possible within the scope of the report to use illustrative examples from all partner for all points. This limitation should in no way diminish the positive work undertaken by all FLOW partners
Some partners have been engaged in the program for the full four years while others have come on board in the last two years. This is a relatively short time frame in which to address the complex and deeply challenging process of advancing gender equality. For this reason, the program can be viewed as an emergent program or a “program in progress,” which is testing the pathways needed to bring about sustainable change.

The evaluation found that many positive outcomes have been achieved across the diverse activities supported by the FLOW program. IWDA and partners have worked hard to implement and manage an ambitious program, with multiple facets, in a relatively short time frame. Much of this work has involved fostering an enabling environment for the implementation of a diverse range of program activities. Some of this work is difficult to capture through identified results areas. The day-to-day support provided by IWDA staff to partners who are undertaking complex and demanding work within their respective communities can be time consuming but is not always formally counted. The overall findings support the considerable progress reported by IWDA and partners against the five program objectives in 2014.23

Working Through Partnership

The effective development of partnerships has been critical to the program’s success. IWDA has worked hard to ensure that partner relationships are respectful and reciprocal. As one partner remarked

“…if IWDA is asking me for something I am of the spirit that I want to do it, I don’t have this with other donors. IWDA is responsive and understands the situation of the work and family, staff and clients.”

The identification of partners with the FLOW program is an important aspect of strengthening potential program level synergies. Over the life of the program there have been sharing of approaches and staff exchanges, plus engagements of all partners at FLOW retreats. One partner indicated that in the last six months of the program there has been a “shift away from IWDA being a central point to being a network.” In other words, FLOW partners have begun to engage with each other, independently of IWDA as the central point. This illustrates that the investment in fostering partnerships that are based on an understanding of feminist approaches, respect, trust and mutual accountability has been valuable.

The Commitment of Partners

While the genesis and history of the FLOW partnerships vary, a defining characteristic has been the shared commitment amongst partners to advance gender equality through transformative change processes. Not all partners identify as feminist organisations, but all have been more than willing to collaborate with IWDA and with each other to promote change in women’s leadership and civil and political participation.

Partners Appreciate of the Value of FLOW

FLOW partners and participants expressed a high level of appreciation for the FLOW program and the value it has added to their work in enabling women’s leadership. FLOW enabled the establishment of new organisations, as well as supporting partners to continue existing work and implement new work that would not otherwise have been possible. It also enabled support for implementation of activities for emerging women’s networks and coalitions. The variety of ways in which the FLOW program has supported activities, including co-funding projects, could be said to have “accelerated” work in women’s leadership across the region.

The responsive way in which the program has been managed has allowed scope for partners to make multi-year plans and to trial new approaches, which is not always possible through grant-based funding.

23 FLOW Progress Report 2014 p. 5
This has enabled the capacity to test and learn from new or innovative strategies that are important in bringing about long-term sustainable change.

FLOW partners have been supported to develop and consolidate organisational systems and processes. In some instances, this has enabled partners to leverage additional funding to support program work. Participants valued the opportunities to take part in FLOW training and other learning processes. This has enabled individuals to build their personal confidence and to more actively participate in the development of their own communities. The FLOW program has created spaces for young women and older women to engage in processes of reflection and development that enabled them to take up new roles and responsibilities in their communities, groups, organisations and networks.

Flexible and Responsive Program Management

One of the key factors that partners and IWDA value about FLOW has been the flexibility allowed in utilising foreign exchange gains. This has enabled increased resourcing to certain activities, including responsiveness to wider contextual events, such as elections. FLOW has been delivered in a creative and flexible way to fund work that partners have prioritised, including continuation of existing approaches as well as new work for some partners. FLOW has also balanced funding gaps or added to funding from other sources.

Building Solid Foundations for Positive Change

There has been a variety of important work undertaken across the program to test the most effective pathways for strengthening women’s civil and political empowerment. Building blocks previously developed by partners have been strengthened or further extended. Partners have also put down new foundations that can support their work into the post-FLOW period. FLOW has enabled the acceleration of the good work that has been undertaken by partners. Strengthening these foundations has seen positive changes for women, groups and communities, partner and other organisations, and movements. Learning related to these experiences, including building on or adjusting the strategies and approaches used, would position IWDA and partners to shape and strengthen future work.

Making Sense of Change Processes

Perspectives on change in relation to women’s leadership were many and varied among the people consulted in the evaluation process. This is to be expected in a program, which works in diverse contexts, with diverse participants, and which is trialling varied strategies to bring about positive change in women’s participation and leadership in civic and political spheres. IWDA’s implicit theory of change concerns the development of women as confident individuals who can participate in decision-making. It is clear that significant progress has been made in creating the spaces for young and older women, and some men, to participate in leadership development processes which allow scope to deeply internalise learning as individuals. This has been highly valued by participants.

There has also been work undertaken by partners to develop leadership approaches, which take account of the family, group and community contexts in which individuals live. This is important in ensuring that individual change and empowerment can be fully realised. This work should be expanded to continue to strengthen the structural changes required to promote gender equality in the household, community and institutional settings.

It is also suggested that a more explicit theory of change, which is extended to strengthen a focus on gender relations and structural changes, could enhance the capacity of the program to accelerate desired change even more. Such a theory should articulate the importance of feminist practice in leadership, a
focus on the collective dimensions of power and the importance of working with men to change social norms, structures and gender relations. As Batliwala reminds us,

“...there is little point in leadership development programs, if they do not equip women to deal with the messy, frightening, dangerous but exhilarating business of feminist social transformation. For every great feminist leader we can think of from anywhere in the world, past and present has one thing in common: she is led by challenging and disturbing the status quo. Feminist leadership must make waves.”

**Monitoring, Evaluation and Learning**

The literature notes that there are limitations in monitoring and evaluation and hence a robust evidence base in relation to the outcomes of women’s leadership development programs.

In the FLOW program, shared learning and reflection among partners has been fostered through annual FLOW partner retreats. Much has been achieved in a relatively short period of time in bringing partners together from across the region, identifying areas of common interest as well as areas where partners are interested in learning from each other. In part, this is addressing the perennial challenge facing large and diverse programs: to ensure that “the sum of the whole is greater than the individual parts.” Collaborative reflection and learning is a critical element of this process.

The emphasis on implementation and monitoring of outputs of individual partner activities, which are aggregated for reporting at the program level against the logframe outputs, has met the requirements of the Netherlands Government. More could have been undertaken to strengthen appropriate and systematic monitoring to track progress towards intermediate outcomes over time. This is important in terms of monitoring progress at a partner and project level, as well as being able to easily draw out the learning, achievements and effectiveness of change processes over time across the program as a whole.

Irrespective of the shape of future programs, further positive gains will be made by undertaking ongoing cycles of inquiry in which longitudinal monitoring enables explicit assessment and testing of strategies, feeding back into program adjustments. The long term and complex nature of change in this arena lends itself to an approach which uses reflective spaces for facilitating conceptual clarity across the program and strengthening systematic monitoring data collection, collation and analysis of progress towards intermediate outcomes. Continued development in this area will enrich practice, evidence and learning about strengthening women’s civil and political empowerment.

In future work the strengthening of program-wide and more systematic monitoring and evaluation can be expected to further enhance strategies and collective learning by partners and IWDA. Future developments in this area can potentially position IWDA and partners to make a significant contribution to the current limited evidence base and learning regarding women’s civil and political empowerment.

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25 Kenway, Lokot and Bradley (2014), p. 2
3 THE VALUE OF FLOW

Key Evaluation Question: What is the value of the FLOW program to partners (including IWDA)?

3.1 THE INTENTION

In exploring the value of the FLOW program to IWDA and partners the intention was to better understand how partners and participants appreciate the program and what that means for their work and experience of women’s civil and political empowerment.26 FLOW partners in Fiji, PNG and the Solomon Islands and evaluation participants expressed a high level of appreciation for the FLOW program and the value that it has added to their work in enabling women’s leadership and participation in decision-making. In some instances FLOW enabled the establishment of new organisations, in others it supported new work, and in other instances it supported existing work that required additional resources.

The diversity of contexts, the varied program approaches taken by partners and the differences in the length and nature of partner relationships with IWDA are indicative of the many challenges that are inherent in implementing a complex social change process across multiple sites. Irrespective of these challenges, the evaluation found that there is a high value placed on the FLOW program as a whole, by both partners and participants.

The key reasons given for this high value is that FLOW has enabled:

- Partners to have some funding continuity and security over multiple years. This has offered the opportunity for longer term planning and implementation (for example, FWRM and femLINKPACIFIC were involved in the program concept planning and funding in Year 1)
- IWDA partners to undertake work they wanted to do but otherwise lacked the necessary resources. In some instances this provided the opportunity for innovation in programs or for building on previous work (for example, FWRM was able to plan and implement for the first time a multi-year program working with adolescent girls)
- New and emerging partners to consolidate, expand and accelerate work which was already underway but which otherwise may have progressed more slowly (for example, NCfR, VfC)
- Enabled newly established organisations to access funding for core activities (for example, BWF, WRAM)
- Implementation of activities of emerging coalitions of women’s organisations, particularly in Fiji (e.g. FWF, FYWF) and across the Pacific (PYWLA).

3.2 WHAT HAS BEEN VALUED?

Flexibility

One of the elements of the FLOW program that has been most attractive to partners is the flexible and responsive way in which the program funding has been managed by IWDA. The combination of annual planning and budgeting cycles, plus the flexibility to fund different and often emerging activities from year to year brought about by foreign exchange gains, has allowed scope for partners to experiment.

This is particularly important in situations where change processes such as those required to advance women’s leadership and civil and political empowerment, are interacting with deeply embedded social, cultural, economic and political obstacles. If these structural forces are not addressed then changes for

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26 It is important to note that this exploration was not intended as a proxy for establishing value for money or as a measurement of effectiveness. It was intended to hear partner and participant perspectives on how they value the program.
women will not be sustainable. In these instances, the capacity to test and learn from new or innovative strategies to bring about long-term sustainable change, is highly desirable in the short term.

This flexibility to respond quickly to emerging issues is important in complex development environments where challenging governance processes, limited access to services and infrastructure and consistent blockages in institutional resource flows place high demands on the capacity of women’s and other civil society organisations to respond.

FLOW funding has also supported core staff positions and organisational capacity building activities, which are often difficult to resource through grants but which are central to sustaining organisational direction and program momentum. This opportunity to develop and consolidate operational systems and processes and to strengthen program planning and implementation has assisted some partners to leverage additional program funding (for example, NCfR has obtained Australian Government funding for GBV work).

Learning Opportunities

Importantly, the value ascribed to FLOW by many evaluation participants (women and men) is that they have been provided with the opportunity to participate in training and other learning processes. In many instances, the processes of awareness raising, conversation with others, and skills and knowledge development, have affirmed their own rights, responsibilities, identities and capacities. They have also positioned many to more actively participate in the development of their own communities, as indicated by the following examples:

“I came to realise my rights. Who I am myself in my community and in my nation. …what can I do to change the lifestyle after the conflict?” - WHRD respondent, PNG

“It has given me a lot of opportunity to share my ideas and also my voice or opinion being heard in my community and nationally. Participating in this network has empowered me a lot and I have learned new ideas.” - participant in femLINKPACIFIC’s rural women’s network meeting in Nausori, Fiji

While the motivation for participation in these training and other processes is as varied as the participants themselves, it is clear from the information gathered in the evaluation that the changes experienced at the individual level are often felt profoundly. For many, this is related to learning, including awareness of human rights and responsibilities, and to newfound personal confidence. The spaces provided by these types of activities allowed participants to be immersed in a process of self-reflection and development that may not have been possible through existing structures or through more “technical”, externally-driven leadership programs.

FLOW as an “Accelerator”

It is important to note that the value ascribed to FLOW by participants and partners is not necessarily bounded only by the specific activities that the FLOW program directly funds. The FLOW program could be described as providing an “accelerator effect” to existing and emerging work in women’s leadership development being undertaken by partners across the region. Co-funding partners existing work has been an effective way to support activities that are consistent with the outcomes being sought by the FLOW program. Where this approach has been used it has maximised the resources available to partners, minimised the risk of duplication in programming and supported partners to stay on track with their own strategic priorities. A FWRM staff member said that: “A strength of FLOW has been how well FLOW has been woven together with We-Rise.” While this strength is well recognised, it is important that funding is tracked in a way that allows the direct contribution made by FLOW and other funding to activities and outcomes to be easily followed and assessed.

27 Kenway, Lokot and Bradley (2014) p. 14
IWDA’s Perspectives

IWDA program staff also echoed this appreciation of the value of the FLOW program. IWDA’s acquisition of the FLOW grant provided an opportunity to use funds in a more programmatic way. FLOW funding extended IWDA funding beyond that accessed through the Australian aid program, and enabled considerable discretion (consistent with the funding guidelines) in the allocation of the funds. While the breadth of the program and the number of activities funded across the Pacific region present management challenges, FLOW funding has also provided some stability for IWDA. Further, it has afforded the opportunity to both consolidate existing partnerships and to forge new ones in areas which are consistent with IWDA’s mandate as a feminist, rights-based development organisation.

3.3 IMPLICATIONS FOR FUTURE PRACTICE

a. It is clear that the FLOW program has enabled some core programmatic building blocks to be put in place with partners, to further develop women’s civil and political empowerment across the region. A key future challenge lies in how best to strengthen and sustain these building blocks over time and in such diverse and dynamic development contexts. In addressing this challenge it is particularly important to reflect on and understand where and how change is happening within the FLOW program.

b. Given that this is a relatively new and not yet fully “settled” program characterised by diverse approaches, it is not possible to draw comparisons across specific activities. However, it is notable that participant responses regarding their experience of leadership programs identified that the most changes occurred at the individual level. In and of itself this is a positive development but is not sufficient to bring about or to sustain the level of change envisaged and desired in relation to women’s leadership, particularly in the long term. Interventions have been put in place to address change beyond individual agency, for example FWF; femLINKPACIFIC; BWF; CLGF. As the conceptual framework and the literature reflect, it is important to support multiple strategies that facilitate changes in gender and power relations. Strategies and approaches to promote individual agency need to be situated in the context of the complementary strategies to bring about transformative change in informal and formal structures at household, group, community, organisational, institutional and other levels.

c. It is essential to consolidate the work in leadership training, organisational capacity development and movement building as key entry points for advancing gender equality and women’s leadership over time.

28 Kenway, Lokot and Bradley (2014), p. 2
4 FLOW PARTNERSHIPS

Key Evaluation Question: How are partnerships influencing the quality and effectiveness of FLOW programs?

4.1 FLOW PARTNERSHIPS ARE MANY AND VARIED

The FLOW program has been delivered through a partnership approach between IWDA and eight partners in a region characterised by diverse social, cultural, economic, environmental and political contexts. While the genesis and history of the FLOW partnerships vary, one defining characteristic has been the shared commitment to advancing gender equality. Not all partners identify as feminist but all have been willing to work with IWDA through FLOW funding to promote change in women’s leadership and civil and political empowerment. The value of partnership was clear in the view of one partner who said, “if we don’t partner, we can’t survive…” (CLGF).

The challenges of partnership practice are well documented, including the difficulty of determining the added value that partnership might provide in a development context. Given time and resource limitations it was not possible to examine this aspect of the FLOW program in detail. However the value of the partnership to partners was explored with key staff across the program. It is also important to note that partnership is integral to all three domains of change examined in this evaluation and recurs as a theme throughout this report.

4.2 ENABLING GOOD PARTNERSHIP PRACTICE

It is notable that the FLOW Mid Term Review (MTR) in October 2014 delivered two recommendations about partnership at the program level: to continue to support the documentation and refinement of the feminist partnership approach and identify and support opportunities for exchange and sharing about FLOW partners. Actions have been taken since the MTR on these recommendations. For example, the IWDA partners workshop held in October 2014, with 26 representatives from IWDA partner organisations across Asia and the Pacific, including FLOW partners, explored effective partnerships that support and advance women’s empowerment. This informed the 2014 FLOW partner workshop, which offered space for partners to identify synergies and areas for joint work in Year 4. The joint work among partners was subsequently reflected in the 2015 FLOW funding orders.

Partners indicated that the FLOW partner retreats - hosted since 2012 - are valuable, particularly in learning about FLOW and where their work sits within that landscape compared to other partners. This identification with the FLOW program as a whole is an important aspect of recognising and strengthening potential program-level synergies. The retreats have been an opportunity for partners to build relationships, to learn from each other and to explore possible collaborations.

Given that the FLOW partner retreat is only happening for the third time in 2015 this work is still in a formative stage. Building the trust, understanding and relationships required to furnish an effective partnership takes time and resources. One partner indicated that it is only in the last six months of the program that there has been a "shift away from IWDA being the central point to being a network” (FWRM). This is an indication of the time it takes to establish partnerships founded on mutual trust and accountability. Partner organisations are running ambitious and complex programs, often in conjunction with local partners; in some instances this may limit their ability to engage beyond information exchange and partner meetings.

29 Kelly & Roche, 2014 p. 23
It was widely acknowledged by FLOW partners that IWDA has endeavoured to minimise the burden on partners at the same time as maintaining appropriate accountability and reporting requirements. IWDA has also worked hard to ensure that partner relations are respectful and reciprocal and are cognisant of the power dynamics that can come into play in partnership arrangements. As noted by Kelly and Roche\(^{30}\) agencies need to forge approaches to work with local partners rather than an approach that tries to change the ways local partners work. One partner described the relationship with IWDA as "warm and comfortable". It is a relationship marked by IWDA’s interest, in understanding of and belief about the work of partners:

"IWDA is interested in what we are doing – they believe in and value what we are doing … a feminist organisation with shared views. If IWDA is asking me for something I am of the spirit that I want to do it, I don’t have this with other donors. IWDA is responsive and understands the situation of the work and family, staff and clients…"

4.3 PARTNERSHIP WORK IN DEVELOPMENT

It is important to note that there are multiple relationships between IWDA and individual partners and among FLOW partners. FLOW partners affirmed the importance of sharing learning and experience and this is reflected in the exchange visits that have taken place between some partners, for example, BWF and FWRM Young Women’s Leadership Program staff. FWRM with FLOW support formally auspices the FWF, FYWF and ELFA. Other partners work with local organisations; for example VfC works with the Family Support Service in Jiwaka Province. During the evaluation workshop in Fiji, FLOW partners documented some of the collaborations that have taken place within and beyond FLOW (outlined below). This illustrates the many configurations that partnerships can take within the one program and the complexity of assessing the benefits or otherwise of these for program outcomes.

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\(^{30}\) Kelly and Roche, 2014 p. 27
<table>
<thead>
<tr>
<th>Year</th>
<th>Collaboration Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>Fiji Women’s Forum (FWF) established by four women’s organisations - FWRM, femLINKPACIFIC, NCW and SSVM - coming together as co-convening organisations; FWF 1, FWF 2 and FWF 3 held during the year. IWDA reconnection with FWRM through FLOW FLOW partners in Fiji had informal breakfast meetings when IWDA program manager was in Fiji. Fiji FLOW partners M&amp;E workshop (outcome mapping) late 2012 FWRM’s former Executive Director &amp; IWDA were in Canberra and heard about the PWSPD Advisory Board, which was the start of advocacy for a young woman representative on the Board.</td>
</tr>
<tr>
<td>2013</td>
<td>FLOW partners retreat (CLGF, femLINKPACIFIC, FWRM) Fiji Young Women’s Forum (FYWF) started – FWRM, DIVA andYWCA as co-convening organisations. IWDA provided a resource person for FWF 4, Women in Politics Training, Women Candidate Debrief and who also produced the Campaign Manual (2013-2014).</td>
</tr>
<tr>
<td>2014</td>
<td>IWDA arranged a Fiji &amp; Burma Exchange involving FWF &amp; FYWF; from the exchange came the catalyst for the idea of the Women Political HERSTORY FLOW partners retreat in November 2014 GIRLS and ELF programs covered on femLINKPACIFIC community radio; femLINKPACIFIC invited to have a session in the GIRLS and ELF Program sessions FWRM My Guide to Voting (MG2V) publication and outreach to FLOW network including femLINKPACIFIC &amp; FWF.</td>
</tr>
<tr>
<td>2015</td>
<td>CLGF and WRAM collaboration Timor Leste Women Candidate Exchange (UNDP, FWF, House of Parliament, APWLD) FWF 5 Note: over 2012 to 2015 IWDA’s international work (at CSW, Bangkok, Triennial) connected more FLOW partners</td>
</tr>
</tbody>
</table>

Note: these collaboration activities were identified by Fiji FLOW partners during the FLOW evaluation workshop in Fiji.31

### Forging Strong Partnerships

IWDA has a process in place to assess capacity of partners. Ensuring that partnerships evolve around a clearly articulated and shared purpose/s is key.32 In some instances the partnership may be transactional because that is what is required to execute the work in hand, while others will be developed to engage jointly in a long term transformational change process. Monitoring the nature, quality and added value of partnership over the life of the program is an important consideration for IWDA and the FLOW program, given the need to engage with multiple development actors and implementing partners to bring about women’s civil and political empowerment.

It is important to be able to negotiate partnerships on an organisation-to-organisation level. In one instance, Board representatives indicated that that they had not had direct engagement with IWDA regarding the development of the partnership and felt this did not recognise the governance role of the Board. This speaks to the importance of ensuring the match of each partners perspectives on the purpose, standing and mutual accountabilities of the partnership.

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31 IWDA also noted some additional collaboration activities including: WRAM and Fiji Women’s Forum Exchange to Solomon Islands;WRAM and Jiwaka Human Rights Defenders and Fiji Women’s Rights Movement exchange to Fiji; Bougainville Women’s Federation Youth Conference with Voice for Change and FWRM (planned to be undertaken by December 2015)  
Where partners - for example, BWF and WRAM - have a clear separation in decision-making between Boards and Secretariats, it is important for IWDA to discuss and make agreements on the partnership at the appropriate levels, recognising the important role of Boards.

Given the importance of partnering to achieving positive outcomes in this work, it would be helpful for IWDA program staff to further develop processes and clarity on their roles and the scope of the boundaries in which they can broker, negotiate and manage partnerships. This is particularly important given the long lead time needed to establish and consolidate partnerships, the many influences (sometimes unpredictable) which can shape relationships, the complexity of power dynamics inherent in partnerships and the considerable operational challenges entailed in working collaboratively. As one respondent (PNG) indicated, it is often difficult to formally connect as partners due to context, geography and resource constraints.

**Promoting Regular Mutual Review**

Equally important is the need to develop ways to mutually review partnerships and programmatic work. The example where this may have most application is in the case of IWDA and CLGF. This appears to have been a qualitatively different partnership compared to other FLOW partners. CLGF has bought to FLOW technical expertise and knowledge in relation to working with local governance structures but with a limited experience in gender analysis.\(^{33}\) While one of the intentions may have been to exchange learning about gender analysis and local governance through the process of partnership, this appears to have been limited.

It seems that this partnership and the expected outcomes from the programmatic work with the four councils may have benefitted from a more consistent engagement and review process between CLCF and IWDA. The twinning arrangements between Australian local government councils and councils in PNG and the Solomon Islands has not worked as effectively as anticipated, at least in one instance.\(^{34}\) While it is problematic to draw conclusions based on interaction with just one CLGF partner in situ,\(^{35}\) it seems reasonable to expect that with variations in both strategies and partnership approaches this work has potential for significant influence from a broader governance perspective.

Working with local governments to enable accountability to constituents, gender-aware and inclusive service delivery, engagement of women (and men) in elections as candidates and voters, and other processes involving elected representatives (to promote increased responsiveness to the priorities and perspectives of women in resource allocation and decision-making) presents a significant opportunity for advancing women’s civil and political empowerment. It is evident in Fiji that the focus of the Fiji Women’s Forum on learning about local government in FWF 5 (where CLGF was a resource) is not only an opportunity for women’s representation and participation in elections, but the development of strategies where women as citizens who can hold local government to account. It is clear that some very positive work has been undertaken through the partnership with CLGF as noted by Buka Urban Council where the partnership with CLGF has been seen to be supportive in facilitating changes in relation to some aspects of organisational policy and structures.\(^{36}\) Notwithstanding this, there is still scope to reflect on the preferred way of working with a “technical” partner organisation particularly where they do not have experience in feminist partnership practice or gender analysis.

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33 This limitation was noted during IWDA staff interviews
34 In 2015 CLGF made arrangements for BUC staff to make a visit to the Solomon Islands, as it was not possible to arrange for the Australian council to make a visit to BUC.
35 Plus interviews with CLGF staff in Fiji and review of program documents.
36 It is noteworthy that while policies have been developed by BUC staff (adapting policies shared by the Australian twinned council), these have not been passed by council. This highlights that achievement of outputs does not necessarily lead to higher level change, and also that increasing responsiveness of male elected representatives to gender equality considerations requires a variety of concerted strategies.
4.4 IMPLICATIONS FOR FUTURE PRACTICE

a. It is clear that IWDA’s approach to working with partners - particularly flexibility and responsiveness - is highly valued. Partners recognise the track record and commitment of IWDA to gender equality as an important added value. Working with multiple actors, in multiple places, over various timeframes to achieve change in women’s civil and political empowerment introduces a considerable degree of complexity to IWDA’s work. Clarity around the purposes and nature of partnerships and the practices that will guide developing and maintaining these organisational relationships is key. It would be of value to further articulate IWDA’s approach to feminist partnership practice and the principles, values and assumptions that underpin it.

b. The processes and approaches needed to effectively operationalise feminist partnership practice in a way that provides meaning and direction for IWDA and for all partners require further consideration and development. Further developing processes for regular mutual monitoring, review and reflection on partnerships and their successes and challenges beyond project activities, will contribute to better understanding of the value add they bring to programmatic work beyond FLOW. The annual IWDA partner retreat can continue to be used to strengthen and deepen partnerships through collective reflection and learning. In addition it would be beneficial for IWDA to establish annual reflection processes which enables a dialogue between each partner and IWDA to review project or program based interactions as well identifying the potential for other collaboration, learning and support opportunities. It is suggested that IWDA consider the nature of each partner’s organisational structure and – based on the advice of each partner - involve the Board Chair as well as Executive Director/Coordinator from partner organisations in bilateral partnership review processes with IWDA.
5 WOMEN’S LEADERSHIP

Key Evaluation Question: to what extent and how has women’s leadership development programs been effective in promoting transformative change?

“Leadership is a means, not an end. We build leadership capacity and skills for something, to do something or change something, and not because leadership is a product or service for consumption. This is especially true in social justice contexts. Without understanding clearly the concept and practice of leadership for feminist social transformation, and how the two are related to one another, we are walking down a blind alley. Worse, we are making assumptions about the links between the two that may or may not be valid.” – Batliwala

5.1 DEFINITIONAL AND CONCEPTUAL ISSUES RELATING TO WOMEN’S LEADERSHIP

As Batliwala outlines above, there needs to be a clear concept of leadership for social transformation to inform leadership development programs and practice. People, even in the same context, often use terms such as leadership and empowerment interchangeably or with different understandings.

The framing of the key evaluation question above explicitly sets the purpose of women’s leadership as contributing to transformative change, that is, promoting change that challenges existing structural inequalities, particularly gender inequalities in society. A helpful distinction is between transactional leadership that seeks to operate within the status quo and transformative leadership.

At the evaluation planning stage, the definition of women’s leadership selected was “a political process of women mobilising people and resources in pursuit of shared and negotiated goals with government, the private sector and civil society...” This appeared to be a useful definition for this study, given its emphasis on power, the focus on the collective in terms of mobilising and shared goals, and the various domains (government, private sector and civil society) women’s leadership could apply to.

Leadership development is often viewed as skills and knowledge developed through a training program. What is covered in a leadership development workshop or training program can be very varied; an example was given by one of the women interviewed in PNG of a leadership development program funded by the World Bank in PNG that was basically a project management course. Other training – in human rights, conflict resolution and peace building – can also cover areas that are directly relevant to the values, processes and practice of leadership.

As well as workshops, women and girls develop their understandings and practices of leadership through observation, modelling and mentoring experiences, with reflection and “learning by doing” being key aspects of practice. Social norms, gender relations, organisational cultures and formal institutions influence values and leadership practice.

The advancement of women (for example in MDG 3) is often framed in terms of increasing women’s political participation, particularly in terms of women’s election to national parliaments; a single statistic that on its own does not does not convey what actions these female (and male) elected representatives are taking – or not – in relation to policy, services and resource allocations redressing gender inequalities. This also directs focus away from considering contextual and informal sources of power and leadership which can either facilitate or inhibit women standing for election, being elected and, if elected, being active in supporting actions for gender equality. Women (and men) who become part of national parliaments can adopt prevailing power behaviour and maintain the status quo.


38 Kenway J, Lokot M, Bradley C, p. 1

39 MDG 3 - to promote gender equality and empower women – has one indicator for political progress: the number of women elected to central parliamentary office.
The focus on work to encourage women as candidates in national elections can also direct attention away from essential work to facilitate women’s participation in decision-making and leadership in their families, women’s and other community groups including churches, women’s organisations and communities. The international literature emphasises that a focus on women holding formal positions of power is not enough in itself to lead to transformative change, for example:

“Post-Beijing era efforts focused on enhancing women’s political representation but it is evident that there is no automatic connection between a critical mass of women in legislative bodies and the kind of critical acts that secure legislative change in favour of their rights. Claire Annersley (2010) notes that while feminists have placed great emphasis on electing more female representatives, it is access to power in the right places that drives changes in women’s rights. We need to focus attention on feminist actors with political power resources which Annersley calls “gate openers.”

5.2 FLOW STOCKTAKE ON WOMEN’S TRAINING AND DEVELOPMENT

FLOW has funded diverse activities of partners, including continuation of existing training and other work to develop women’s leadership, plus new work with particular groups of women (and men in PNG) in leadership development.

Through FLOW, spaces for women – including young women - to come together and learn and reflect on their experiences have been created or further extended.

FLOW has facilitated greater focus and outreach by partner organisations to girls aged 10 to 14 years (FWRM) and young women (BWF, FWRM, femLINKPACIFIC), plus fostering of intergenerational connections and dialogue through various initiatives (including the FWF, the FYWF and young women’s participation in regional and international forums).

Partners have initiated activities they have not undertaken previously. FWRM was able to move from short single sessions with girls, to conduct a program working with a group of girls aged between 10 and 14 years using interactive theatre, sports and discussion processes on weekends from March 2013 to March 2015. Through this process experiences of the girls relating to bullying and discrimination have been communicated to wider audiences including families, school and other communities through theatre performances.

BWF has undertaken an action research program with 13 young women who developed skills and knowledge in gender analysis and action research processes and engaged with other young women in their communities in 2014. This was a foundation for BWF to develop a pilot young women’s leadership training that commenced in 2015 with FLOW support.

Partners have been able to continue their existing training programs. FLOW in 2015 has fully funded FWRM to conduct the Emerging Leaders Forum (the sixth training of its kind conducted by FWRM), which is working with 29 young women with weekend workshops and retreats, covering topics including feminism and women’s participation in decision-making, human rights, SRH rights, VAW, women in the economy, conflict prevention and peace building, climate change and mining impacts and effects on women.

The training for Women’s Human Rights Defenders developed by Sr Lorraine at Nazareth Centre for Rehabilitation has been extended to BWF and Voice for Change. The WHRDS are trained to support peace

41 There is considerable variety in the age range used to identify “young women.” For example, in Fiji, FWRM uses the age range of 18 to 25 years for ELF, and 18 to 35 for ELFA; a young women’s officer on staff is expected to not be above 30 years of age. The FWF and the FYWF use a definition of 18 to 35 years. femLINKPACIFIC tries to have one third of women involved in various activities being young women. Volunteers in the media teams are young women; the cap is at about 35 years but no one has “aged out.” Elsewhere in Fiji, the age range (for example the National Youth Council) can use a range of up to 45 years. In terms of diverse community understandings, other factors such as marital status, children and other considerations can influence who is considered a young woman.
42 FWRM commissioned an evaluative study of the GIRLS program which was being finalised during this evaluation; see Bernklau and Tuluvanualevu 2015.
43 FWRM ELF 6 Activity Plan
- building processes, and provide support and trauma counselling to women experiencing violence. FLOW has partnered with NCR and Voice for Change to develop and implement responses to situations of violence in complex, challenging and often significantly under resourced circumstances.

FemLINKPACIFIC with FLOW support has continued to conduct annual media training workshops for young women; some young women are then invited to further develop their broadcasting skills as volunteer young women’s producers and broadcasters. FLOW has also supported the femLINKPACIFIC rural convenors who work with groups of women’s leaders as part of the femLINKPACIFIC 1325 monthly consultation meetings. While there is no formal training in these monthly meetings, femLINKPACIFIC involves members in reflections on what leadership means and the qualities of a good leader, which are broadcast and used in other femLINKPACIFIC materials, thus influencing how women – and others who listen to the broadcasts - think about leadership.

With elections held in Fiji and Bougainville in 2014 and 2015 respectively, FLOW funding has contributed to civic education, candidate training, post-election reflection and follow up, and in Fiji, resource materials. As other studies and follow up were in progress, the candidate training has not been examined in detail in this evaluation.

5.3 VARIED APPROACHES TO WOMEN’S LEADERSHIP DEVELOPMENT

The approaches of partner organisations to leadership training appears to varying extents to be informed by Frierian, feminist and experiential approaches to reflection, analysis and consciousness raising, as well as “technical” or issue-based knowledge and engagement.

There are a diverse range of purposes, format and duration, methods and target groups for leadership development supported through FLOW, particularly for women and young women. (Training provided to staff and Board members of partner organisations for organisational capacity development is considered in the following section on organisational capacity development.)

For some training courses, we were not able to sight training materials or written curriculum, as we understand that these currently do not exist. For example, the ELF program takes a series of current issues as the basis for workshops and retreats. While this makes for a varied and interesting program, with a variety of external guest facilitators with expertise in those areas, it may mean that some core perspectives – including material on women’s leadership, power analysis and gender analysis - may be overlooked or covered superficially by the presenters and the participants. The ELF Tracking Study recommended that FWRM strengthen the focus on gender relations, gender power dynamics, power and privilege in the content, and include training on personal leadership or how to apply the knowledge of the issues effectively in spheres of influence. A further recommendation was to adopt an approach to feminism that encourages various ways of being a feminist.

CLGF training has followed a gender analysis training approach with a manual produced (based on pre-existing materials) that has been used for training of local council staff and elected local government leaders. The duration of the training actually conducted appears to have been quite limited, with few councillors actually taking part in sessions or training, compared to the council staff. These factors may have affected the potential for facilitating changes in the way elected representatives think about gender equality issues in relation to their roles and responsibilities.

The Women Human Right Defenders Training (developed by Sr Lorraine Garasu) has a training manual and follows a popular education approach. This promotes the idea of learning as an active, participatory and potentially transformative process. As participants come to know their own situation through analysis they can then act to change it. This approach fosters the understanding that people know their own development needs and can take a lead in the process for bringing about positive change.

44 Lawenatabua (2015), p. 6
The candidate training provided in Bougainville and Fiji has been focused on training covering the mechanics of what is needed to run an election campaign, although in the process the particular barriers or issues that confront women were discussed.

5.4 INFLUENCES ON WOMEN’S LEADERSHIP DEVELOPMENT PROGRAMS

Women in FLOW partner organisations and wider networks have considerable experience in working for gender equality and varied training and leadership development experiences themselves. A transformative understanding of women’s leadership was evident in how many women, who were connected to partner organisations (staff, board members or partners), spoke about what women’s leadership means to them, as indicated by the following quotes:

“Women are agents of change, transparent and honest. With the kind of leadership that women hold they can change the region. During the conflict women led peace building. If women continue this we will have change leading to peaceful communities.” (NCR)

“In women’s space, women are leaders already, we are not about making them.” (femLINKPACIFIC)

“...women’s leadership development (is) supporting rural women’s leaders to connect to national processes...as an organisation we are building infrastructure for peace.” – (femLINKPACIFIC)

“For me, leadership is not authority, it's about being able to effect change.” – WRAM

“Women’s leadership is about taking up and putting down power.” – Key informant, DIVA

Experience in similar programs influences the shape of women’s leadership development programs. For example, Laweratabua notes that FWRM’s initial shaping of the ELF program format reflected that of the Fiji Leadership program; in turn FWRM’s ELF program has informed the BWF young women’s leadership training course being piloted this year.

This take up of models and approaches is positive in terms of being able to draw on and learn from other organisation’s practices, women’s own experiences and to make use of existing resources (including training materials and trainers). It is a concern where there is no documented core curriculum or content, as this makes it difficult to assess whether the content and the process of the training has been implemented with quality using adult education principles, appropriate to the participants. In future work IWDA and partners should support the development and documentation of core training curriculum and materials where they do not currently exist, and systematic monitoring which can assess the suitability and outcomes of the training, through tracking the experience of participants and the application of new knowledge and approaches over time.

Availability of funding influences the shape of leadership programs and training. Multi-year funding through FLOW has meant that partners can put in place plans and allocate resources to ensure that young women and women’s leadership is given resourcing and emphasis. This may involve consideration of other options and relative priorities, both in terms of the training and the participants, although this does not appear to be explicitly documented.

Learning about leadership development across the program would be strengthened through undertaking more regular and systematic monitoring after the end of a training or a group of trainings.

The insights of the staff and others involved in conducting training is important, but should be strengthened by post-training follow up monitoring by partners as well as additional studies which assess changes resulting from leadership training and other experiences. For example, external consultants conducted the GIRLS Impact Assessment with FLOW funding after the end of the two-year project; the ELFA Tracking
Study gathered information from participants who completed the various ELF training programs (ELF 1 to ELF 5, which were not funded by FLOW).

Such studies combined with on-going monitoring of intermediate outcomes (i.e. beyond the activity delivery level) can influence future adjustments and planning by FLOW partners. For example, these studies for FWRM have suggested that the ELF program should not continue to focus primarily on young women who live in Suva or nearby areas, and that there is a need to provide similar opportunities to young women in rural and more remote parts of Fiji. Recommendations have also been made to consider how the GIRLS program could have a larger impact, through working in conjunction with schools and involving boys in a similar program.

5.5 THE VALUE OF WOMEN’S LEADERSHIP DEVELOPMENT PROGRAMS TO PARTICIPANTS

Information on the value of the leadership programs to participants in some of the leadership development activities supported through FLOW was gathered from talking to a selection of participants during the visits to PNG and Fiji, and from the evaluative studies referred to above.

Overall, participants in leadership programs and activities have appreciated and valued the training. Participants say that the training has enabled them to have more confidence and enabled them to speak up and take actions in their own lives. Outcomes for girls, young women and the women typically involved included increased confidence, and changed perceptions about leadership and themselves as leaders.

For example, two of the current (2015) ELF course participants said:

“Before I felt leadership was a high position with power, I didn’t have the expectation that your peers could be leaders….We are our own leaders to our own communities.”

“I first knew people in our community are leaders; it was difficult to integrate (myself) with the concept. When we (the ELF participants) sat down to talk, I realised we were already young leaders and had potential to walk together and make a difference.”

The GIRLS study\(^45\) found that:

“All participants had positive experiences and felt that they were now more confident, had leadership skills… feeling positive about themselves, ‘stronger and more awesome’ and feeling that ‘I can do anything.’”

A woman who had participated in training provided by CLGF said:

“After all those trainings it really mentored me. I can say something, I can make changes. When there is something to discuss, my thoughts as a woman and the tone of my voice is strong. We should go out and tell more women about the women’s seat in councils.” (Buka Urban Council)

Participants in the leadership training in PNG said:

“I came to realise my rights. Who I am myself in my community and in my nation. What can I do to change the lifestyle after the conflict.” (NCfR)

“Through the training I realised I have the right to speak out. I changed myself, I have the right to move and speak.” (NCfR)

“The training makes you identify yourself to speak in front of a crowd… Now I can address challenging issues like violence.” (NCfR)

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45 Bernklau and Tuivanualevu (2015) p. 6
“We are taking responsibility as women, identifying as women, we can do it. Take responsibility as women not wives and daughters but as women...........We have come out and seen the sun rise.” (BWF)

In the evaluation we asked IWDA and partner staff and participants in FLOW funded activities and training programs about what they understood by women’s leadership and heard a range of responses reflecting, on the one hand, feminist and transformative understandings of women’s leadership to, on the other hand, transactional views of leadership. The fact that there are some women who continue to have transactional views of leadership or leadership conceptions based on individual characteristics may well reflect their individual experience or the influence of more widely held views about the nature of leadership. This suggests that there is more work to be undertaken in this area to support the alternative (feminist, transformative) view of leadership as a collective, change-focused process.

5.6 THE VALUE OF WOMEN’S LEADERSHIP DEVELOPMENT PROGRAMS TO COMMUNITIES

The women and men who have participated in the human right defenders training are volunteers who are providing services to women experiencing gender-based violence in their communities. This is a different focus to other leadership development programs, which have broader or less specific expectations of how participants will use their learning in a practical sense. For example, in the ELF program, participants are drawn from different ethnic backgrounds and networks, including LGBTI communities, primarily from Suva or adjacent areas.

In the evaluation interviews were undertaken with women in femLINKPACIFIC Nausori leaders group, BWF young women researchers and leadership training participants, and the Women Human Rights Defenders across two FLOW partner organisations in PNG. The data collected was collated and analysed to examine changes that participants had themselves experienced at a personal level, and changes in their lives in relation to household relationships, the women’s groups they are leaders in, and in their communities and beyond.

Based on initial analysis, there appears to be most change experienced by participants in the individual knowledge and confidence domain. Less change appears to be reported by participants in other domains, particularly in the household, in women’s groups, in the community and at other levels (see the monitoring and evaluation section for further detail on how interview data was used to undertake qualitative analysis). Discussions with staff and participants indicated that it was often assumed that the individual will be able to effect change in her own life, and that by affecting those around her more substantial changes will happen though a “ripple or diffusion model.”

Given the relatively short history of the program and the formative nature of more substantive program wide monitoring of leadership development, it is difficult at this time to adequately assess the nature of, and extent to which, women’s leadership development programs are leading to changes in women’s abilities to bring about further change in their communities. In some instances anecdotal information was offered which suggested that some participants are using their skills and knowledge to facilitate change beyond themselves in their own families and households.

As previously indicated tracking the effectiveness of leadership programs in bringing about transformative change over time for individual women, households, groups and communities is an area that warrants further consideration. As illustrated above, however, it is clear that many participants identify significant changes within themselves as a result of the training and development they experienced.

It is also important to note that men as well as women are trained to take on community service roles as WHRDs. This approach reflects good practice and highlights the importance of engaging men to support the rights of women, for example HRD training for men as well as women, and training of spouses. The work of CLGF with local councils also included men in training and other sessions conducted.
5.7 ADVANCING WOMEN AS POLITICAL CANDIDATES

There is limited evidence to suggest that women elected to formal representational roles will always act in the interests of advancing gender equality. As Kenway, Lokot and Bradley\(^{46}\) state:

“…. (It) is important to note that women in formal leadership positions may not necessarily act in the best interests of other women or marginalised groups. Further, women in positions of power may even reinforce inequalities: their personal views may not reflect a consideration for gender equality, or they may feel the need to limit the extent to which they voice their concerns to remain in power or to be respected by men in leadership positions.”

This is further supported by the work of McLeod (2015) who observes that candidate training alone is unlikely to affect change. It must be tailored to the local context, and is only useful if coordinated with a broader suite of initiatives aimed at facilitating individual, institutional and social change.

The work undertaken by FLOW partners to support women candidates was focused on individual women who for a variety of reasons wanted to contest political office. Candidates may or may not have had an affiliation with the partner organisation and in some instances would not have had prior exposure to gender analysis or perhaps even an interest in gender equality.

This raises questions for FLOW in how best to engage with women as potential political candidates and what this means for development of individual and organisational leadership styles which will contribute to long-term transformative change. As Batliwala notes, the style of leadership is critical.

“… since our concern is not merely with capacitating more women to play leadership roles, but to lead differently, with feminist values and ideology, and to advance the agenda of feminist social transformation in a way that other forms of leadership do not and cannot.”\(^{47}\)

5.8 WOMEN’S LEADERSHIP DEVELOPMENT IN A BROADER PERSPECTIVE

In the evaluation fieldwork, a lot of the discussions were about women’s leadership development through workshop training. Less was talked about mentoring and other approaches to developing women’s leadership at both an individual and collective levels.

It was obvious that for many women their engagement with partner organisations and involvement in social and gender change efforts were the result of a variety of opportunities, influences and experiences, with formal training only part of this. A combination of various experiences, opportunities and encouragement is evident in the following example, from a young woman who is involved in two of the organisations that co-convene the Fiji Young Women’s Forum. She has participated in all three Forums to date:

“I was one of two representatives from DIVA who attended the first Forum. I didn’t know what democratisation was…. At first, I found it hard to talk; now I find it hard to shut up! In the first FYWF, even though I was a co-convenor, I was at the back of the room. At the second Forum, I was thrown to the front to facilitate, as I was told “It’s now your turn.” This was a shared responsibility to facilitate, and with teamwork it was not difficult. At the last Forum, there were a big number of the LGBTI community represented.”

Over this period, the young woman has participated in a DIVA collective discussion forum “skool” to help young women who have dropped out of high school to develop their skills, confidence and knowledge in a range of areas. Since January 2015 she has been a volunteer broadcaster at femLINKPACIFIC and is currently producing “The other side of the rainbow” on LGBTI issues and another daily program.

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\(^{46}\) Kenway, Lokot and Bradley (2014) p. 20

\(^{47}\) Batliwala (2010) p. 13
There are clearly many examples that women could provide about their own leadership development path and what has influenced them, outside of formal training or leadership programs. It is important to understand these experiences and their value, alongside those that are drawn directly from specific leadership workshops or training programs. This is an area that warrants longitudinal systematic monitoring.

Greater familiarity with different leadership models and use of participatory approaches to reflection on gender relations and inter-personnel communications (such as that used in the Stepping Stones Training Package) can provide a basis for increasing emphasis in training on gender and power relations, personal and group reflections and explicitly engaging with more usual models of leadership (e.g. “big man” and the individual traits of a leader based on authority). This is an area that could be further taken up in future work by IWDA and partners.

5.9 CONTRIBUTION OF LEADERSHIP PROGRAMS TO PARTNER ORGANISATIONS

The contribution of women’s leadership development programs to organisational capacity is likely to take some time to be evident.

FWRM provides an interesting example, as its first ELF program started in 2003. By 2011, five ELF programs had been conducted, with 83 young women having completed the program and, as such, members of the ELF Alumni. The ELF tracking study (funded by FLOW) was conducted in late 2014 to 2015 and received information from 50% of the ELFAs. While those who were not involved in the study may well be those who are not active, of those who responded 12 were directly engaged with civil society organisations, and seven working in international development.

It is noteworthy at the time of the tracking study, six out of the 17 full time staff at FWRM were graduates of the ELF program. FWRM links ELF course participants to its own events and activities, and the connections and interests in women’s rights and social justice have informed the career development of a number of ELF participants.

FWRM staff also saw the GIRLS program as having extended FWRM’s connections with new people in terms of the families and school communities of the girls, plus members of the public who went to performances that the girls put on.

It was also evident that the young women broadcasters and producers involved as volunteers with femLINKPACIFIC provide a source of support to the organisation, whether they continued on to take up staff positions with femLINKPACIFIC in the Suva office, as rural network conveners, or Board members. The BWF young women’s leadership research project continues to influence the integration of young women into BWF’s organisational structures. It has been an entry point for young women to get to know the workings of the organisation and to participate in activities alongside older women members including active participation in the most recent Annual General meeting. The research experience has also enabled some young women to access employment opportunities through BWF which otherwise may not have been possible.

5.10 IMPLICATIONS FOR FUTURE PRACTICE

Strengthening women’s and girl’s participation in informal and informal leadership and influence on decision-making in various spheres from household to national is a complex and long-term change process. Women’s leadership and gender equality are two sides of the same coin. Advancing gender

48 A small session where participants are asked to share their ideas about qualities or characteristics of a good leader in a workshop does not on its own assist in challenging existing conceptions about leadership.
equality is a difficult and long-term process requiring work at various levels. This is also the case in developing young women’s and women’s leadership.

a. The FLOW program has supported good work to develop young women’s and women’s leadership in various contexts and through a variety of training and other programs. What has been supported to date is a good entry point but it is not the end point. This is to be expected given that the four-year period of the FLOW program is a short time horizon for significant changes in gender equality.

b. The FLOW program documentation does not set out a clear explicit framework of what is understood by women’s leadership in practice. The program reports against a range of indicators that implicitly reflect the notion of women’s leadership that is desired. A more explicit conception of women’s leadership at the whole of program level, including identification of the assumptions and principles underpinning it, would strengthen both messages and content in leadership and other programs as well inform monitoring and assessment of the progress being made towards intended outcomes.

c. The documentation of training materials and on-going monitoring are areas for future improvement by IWDA and partners. These are basic ingredients to assess both the quality of the inputs and the actual outcomes of the training for the participants, their communities and partner organisations.

d. More thought is needed about how women grounded in transformative leadership and women’s work for gender equality can influence those women and men who are political candidates and office holders. Depending on the focus of the work, partners may need to support women and women’s groups with additional or revised strategies to influence men and duty bearers (including women in positions of power who would not identify as feminist) and to undertake a systems analysis of how change towards women’s rights and gender equality comes about.

e. There is potential to further examine the many pathways through which women’s leadership is developed, other than through formal training programs. That is, for example, through women’s groups, learning through mentoring and participation in collective events such as the FWF and FYWF, and other experiences.

f. There is a need to nest women’s leadership development programs that are relevant and appropriate to the partner context within a coherent program-wide approach. Promoting women’s participation in decision-making and leadership in informal settings (community, Church and other spaces) and formal spaces and roles (women in representative positions) is equally important. This approach would aim to foster transformative change across informal and formal, individual and collective domains of change. This approach should consider monitoring changes using the Gender at Work framework.

g. Monitoring needs to be systematic at the partner and program wide level and to go beyond delivery of activities and outputs; framing monitoring as the basis for reflection that enables partners and IWDA to identify what else could be strengthened or improved, to make further progress towards desired changes is an important area for IWDA to develop in its future work.

h. It is encouraging that there have been efforts to promote inclusion of diverse women and young women in leadership programs and other FLOW work, particularly with regard to ethnic background and LGBTI groups in Fiji. However there is more that could be done, particularly in relation to girls and women with disability. This means going beyond selection that is based on advertised “open” calls to using networks of women with disabilities and disabled peoples organisations. More attention could be given to involving women who have had less education or are more marginalised
for other reasons. It is difficult to know from current data the extent to which training opportunities have been given to girls and women of all ages who are more educated or better connected, or considered to have already demonstrated “leadership experience.”
6 STRENGTHENING ORGANISATIONAL CAPACITY

Key Evaluation Question: What have been the key changes in organisational capacity (the capacity to act, the capacity to generate development results, the capacity to relate, to adapt and to integrate) related to the FLOW program support?

6.1 BUILDING A FLEXIBLE AND RESPONSIVE APPROACH

The FLOW program has directly supported and strengthened the capacities of six partner organisations (NCfR, VfC, BWF, FWRM, Fem LINKPACIFIC, and WRAM). In addition, other women’s organisations and networks (particularly the ELF Alumni, the FWF and FYWF) and four urban local governments (Buka and Arawa in PNG and Honiara and Guadalcanal in the Solomon Islands) have been supported and strengthened through the partnership with CLGF.49

The focus on organisational capacity development is consistent with the international evidence; that is, the key influence on bringing about change in women’s rights and gender equality locally, nationally and internationally relates to the development of strong and capable women’s organisations.50 It is important to put the development of organisational capacity into the context of the long-term investment required to effect transformative change. The FLOW program is just at the beginning of a long-term change process. It is evident that different partners are at different stages along this journey.

Feedback from FLOW partners indicates that IWDA has supported organisational capacity development activities which matched partners’ priorities and which were beneficial to their organisations. Various capacity development activities have been supported with individual partners. The flexibility in funding and annual planning processes for FLOW have meant that capacity development approaches and supports have been able to be adjusted from year to year and tailored to each partner’s needs.

At the same time, there have been some common elements supporting capacity strengthening. These elements are: administrative and financial skills and systems development; strategic planning and review; assistance with organisational costs; and targeted engagement in advocacy opportunities for advancing gender equality. Given the diversity of FLOW partners, by necessity, the style and extent of this support varied from that required by new and emerging organisations (for example BWF and WRAM) and other established organisations.

As IWDA and partners are aware, in smaller organisations it is difficult to have full time positions for financial management. While the intention in capacity development is to support organisations to do what they do best, this is often in tension with the need to meet accountability and other functional requirements. The issue is how to support activism and community service delivery without requiring organisations to become “mini” NGOs. The approach taken by IWDA has been one of targeted and adaptive support, rather than a “one size fits all” strategy. In turn this requires time and resources to respond in a timely and appropriate way.

6.2 CLARIFYING THE PURPOSE OF ORGANISATIONAL CAPACITY BUILDING

Organisational capacity building can be seen as a means (to implement defined activities), as a process (to promote adaption and congruence between an organisation’s mission, structure and operations), and as an end in itself (to survive and strengthen the organisation).51 Framing the purpose of capacity building influences the capabilities on which it is focused.

49 CLGF as a technical organisation was not itself a direct target for capacity building activities but provided technical support and capacity development to four local governments
50 See Domingo et al (2015)
51 Eade (1997)
The IWDA staff interviewed for this evaluation had diverse views on the purposes of capacity development through the FLOW program. This diversity in views may well demonstrate the desire to be responsive to partners and their priorities. However, it also presents a challenge in framing an approach that encapsulates the full suite of strategies required to strengthen women’s organisations in the context of their pursuit of gender justice. Given that the FLOW program has been in place a relatively short time and is supporting new and emerging organisations to develop systems and processes, it is clear that to some extent the approach has been more instrumental than transformational in nature. There has been a focus on functional and operational capacity development, with some inputs into wider strategic areas for some partners. This focus on the development of more technical capabilities tends to fit with the “means to an end” rationale.

Other aspects of capacity have developed over the life of the FLOW program but these are less well documented and “top of mind” for both IWDA and partners. As indicated in the literature52 a focus on more “generative capabilities” such as reflection and learning, self-organisation and linking with others, is required if organisations are to be sustained over time. The annual FLOW Partner Retreats have introduced an opportunity for program-wide reflection and learning that partners appreciate. While this is still in its formative stages it is an important element of strengthening organisational capacity. It is also important to recognise that capacity development is largely an internally driven and continuous process within organisations. This presents considerable challenges in evaluating the contribution made by external supporters.

6.3 ORGANISATIONAL CAPACITY: THE APPROACHES

Core Staff Funding

Funding of core staff, particularly program staff who are implementing women’s leadership and other programs funded through FLOW, has enabled organisations to carry out work that would not have been otherwise possible. Partners in Fiji, included in the FLOW program from its start in 2012, were able to undertake longer term planning for program development and continuity in activities over a four-year period.

“Having a Young Women’s Team added a boost or added capacity in undertaking their activities.” (FWRM)

“Multi-year funding makes it much easier to plan. We have been able to invest in human capacity in the media centre and in the rural centres, with the rural convenors and correspondents…” (femLINKPACIFIC)

Partners in PNG and the Solomon Islands felt the benefits of FLOW funding of staff, even with the shorter timeframe they have been involved in the program:

“NCfR has increased “manpower” to implement programs. Now they are more and better trained and better prepared which has raised the level of the sisters.” (Key Informant, PNG)

“If it wasn’t for the FLOW program, WRAM wouldn’t have existed.” (WRAM)

“With BWF in two years there is an office, access to training which has empowered us to be able to seek funding outside. Mobilising women is a change. People can see this at forums. BWF is a lead in advocating for issues for women. BWF’s development as an organisation has enabled this.” (BWF)

52 Ubels, Acquaye-Baddoo and Fowler (2010) p. 4
Development of Financial Systems

Through FLOW, IWDA has provided support to partners to strengthen and improve their financial systems, recognising that this is a key element in securing and retaining grant funds (for both IWDA FLOW funding and for other external donors). In addition to funding salaries of finance staff, support for financial strengthening has been provided through:

- Work with partners via face to face and remote support by IWDA finance and program staff.
- Staff participation in financial management courses delivered by MANGO.
- Contracting local, tailored assistance for specific administrative and financial needs of partner organisations in PNG.
- Conducting financial monitoring and audits to strengthen partner financial and operational systems.

For some partners, the requirements to develop and manage the systems needed for financial accountability and transparency were new. These organisations did not have specialist personnel to pick up the work required but rather have had staff and Board members with skills and interests in other areas to learn the basics. For others it was a matter of building on existing experience, skills and knowledge. FLOW partners reported a range of changes through this process including “catching up” on organisational audits, increased knowledge among staff and improved internal process.

“.. We are becoming accountants and can pass what we have learned on to new staff.” (WRAM)

“Administration and finance people hardly knew about programs and therefore it was difficult to report. They often have to acquit quickly and finance would just follow. Now this is teaching them to question and to ask for justification. They need to know about activities.” (Key Informant, PNG)

Governance and Strategic Planning

FLOW has contributed support for some partners’ governance and strategic planning work, through funding Board retreats and organisational and program reviews. For example, IWDA supported a joint action planning and partnership workshop with VfC and local partners in July 2014.

In the interviews conducted in the evaluation, governance training and support was identified by some partners as needing further attention and support. As organisations grow and change this will become an increasingly important element in building the capacity of partners. In part, this approach has been tested with BWF, which has undertaken Organisational Planning System (OPS) training with district level BWF office bearers across the three regions of Bougainville. This development has had some varied results across the districts. Nonetheless, it is recognised as an important part of the ongoing strategic development of BWF as a membership based organisation.

“Targeted training has made a big difference to BWF. Through the years we have been silent. Now women are coming out as part of forums. Our voice is being heard.” (BWF)

Programming and Technical Support

FLOW funding has enabled IWDA to grow its program management team and to increase the frequency of visits to partners. In the FLOW program IWDA has also piloted use of partner organisational assessments formats and processes. IWDA staff felt that this has contributed to IWDA learning about good processes but that this could be further strengthened. (This is discussed in more detail in the partnership section above.)

Programming support has been provided by IWDA Program Managers, through regular visits to partners and through remote means. A primary focus of this work has been the program management aspects
related to funding orders, financial and narrative reporting and other more operational aspects with partners. However a pivotal element has been the importance of listening, understanding and responding to the work of partners, their priorities and negotiating how the FLOW program can best support this work. IWDA has shared human resource policies and formats for job descriptions and organisational planning with partners. IWDA recognises that this also requires further work over time.

IWDA has also sourced Australian resource people and organisations to work with partners on specific activities. For example, the BWF young women’s leadership development research was supported by ANU’s SSGM. In addition to local training activities in Fiji and Bougainville, candidate training was supported by Australian women who had extensive experience in supporting women in politics in Australia (We Rise in Fiji; FLOW in PNG through BWF).

Professional Development, Organisational Learning and Linking

Participation of partner staff in regional and international meetings is considered an important part of influencing policy at national, regional and international levels and as professional development. For example, WRAM participated in the presentation of the Solomon Islands CEDAW NGO Shadow Report in Geneva; a PYWLA representative attended CSW. While the focus has been on providing opportunities for individual women to participate in these fora for their own development, this is also seen as an important building block for future collective work promoting and advocating for women’s civil and political empowerment within the region and internationally.

Through FLOW and other funding, IWDA has provided opportunities for partners to meet together including through FLOW and other partner workshops. This has resulted in planning exchange and learning visits among partners to be undertaken in the remaining months of 2015. FLOW partners have been informally sharing learning and practice experience through further communication, exchange of materials or development of programs. The FLOW partner retreats have provided a space for development of these relationships and the opportunistic sharing of issues, practice and plans for future work. However, it is early days in terms of understanding the benefits that might evolve from these exchanges as they become more systematic, and what this might mean for enabling more strategic collective action across the region.

As women’s organisations are seen as becoming more capable, or more active in advocating for change, this can lead to increased engagement with funders and other stakeholders, potentially opening up other grant opportunities. IWDA finance and program staff referred to this as a potential outcome of the financial systems strengthening support provided to some partners through FLOW. As a key informant in PNG said, building organisational capacity:

“...is a sign of progress and growth, and of the integrity and credibility of the organisation. This is attractive to donors and can mean the organisation has the capacity to leverage other resources and to deliver services.”

For example, NCfR securing DFAT funding for the implementation of a GBV project, an opportunity to consolidate NCR as a leader in this field in PNG.

However, rapid growth can place additional duress on an organisation’s capacity. Absorbing significantly higher levels of funding can be as much of a challenge as not having sufficient funding. As NCfR noted, the increase in project funding needs to be matched by the capacity of the organisation to manage it. This points to the need for ongoing review and adaption of capacity development strategies over time, recognising that over the life of an organisation, capacities in different areas may become new priorities.

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53 Given that these election-related activities were subject to other evaluation and follow-up processes, this evaluation did not examine them in detail. The resource material developed for the Candidate Capacity Strengthening Workshop organised by the FWF in June 2014 was subsequently developed into FWF Women in Politics Campaign Handbook written by Leonie Morgan and Lesley Clark.
6.4 INFLUENCES ON ORGANISATIONAL CAPACITY DEVELOPMENT

“... Capacity development is literally, therefore, changes in capacity over time. It is important to recognise that capacity development is in that sense an endogenous and continuous/spontaneous process. Because no context is static, the capacity of any entity will always evolve in interaction with its environment, for good or ill.” - Ubels, Acquaye-Baddoo and Fowler

The literature review suggests that there are varied influences on organisational capacity. These include changes in the operating context, donor priorities and internal factors such as changes in personnel at staff and Board level. All these seem to have influenced partners in the three countries over the duration of their involvement in the FLOW program.

In an adverse or rapidly changing context, merely sustaining the organisation may be an achievement. During the evaluation, staff of partner organisations in Fiji collectively developed a timeline of the national events over the life of the FLOW program, which highlighted the significant political events in the period, from 2012 when the Constitutional Commission was set up, to September 2014 when the elections were held. Over this period, women’s organisations, civil society and in particular the FWF were responding to a rapidly changing and often unpredictable context. When the timeline was completed, a staff member of one of the FLOW partners made the comment “no wonder I was so exhausted at the end of 2014 – looking at the timeline makes me feel the same way!”

An obvious factor affecting organisational capacity is balancing the resources available to carry out priority work. FLOW provided funding commitments over two to four year timeframes to partners to plan with; this resourcing created some relief from the search for funding. Nonetheless, partners have had to balance other funding requirements over the life of FLOW, with varying effects on organisations programming. It is hard to assess what the situation would have been for partners without FLOW support. Partners variously said that without FLOW support their work pace would have been slower, perhaps would have been more constrained in scope or have taken longer to initiate. In the absence of core or recurrent funding, it is likely that the necessity of developing project proposals, which respond to external funder priorities and guidelines, may have influenced organisational priorities. Where there are gaps and delays in securing funding, this may also adversely affect organisational capacity as staffing is reduced, leading to disruptive stop, start and stop cycles.

6.5 A “SPECIALISED” APPROACH TO CAPACITY DEVELOPMENT

CLGF has been a partner providing technical expertise in local government capacity development. CLGF was not a recipient of formal capacity development support, however the CLGF staff interviewed suggested that CLGF has developed a greater organisational focus on addressing gender inequalities, within its core work with local governments, as a result of its work in the FLOW funded activities. This was seen to be helpful in securing other funding as well as addressing an area that is increasingly seen as critical for local government.

While the capacity development offered by CLGF was appreciated by local government partners, the power to make changes that might influence more gender transformative leadership does not sit directly with CLGF. Taking an approach to mainstream gender equality in local government requires multiple capacity development strategies, including working with relevant local civil society organisations. This initiative is

54 Ubels, Acquaye-Baddoo and Fowler (2010) p. 4
55 Key CLGF activities included: profiling women in local government; enabling women in local government to network; training trainers on gender in local government; delivery of gender awareness training to local government officers and elected councillors; conduct of organisational strengthening reviews; development of council specific Gender Action Plans (GAPS); and establishment of council twinning arrangements with two local government counterparts in Victoria: Buka Urban Council with City of Whittlesea and Honiara City Council Guadalcanal Provincial Government with Maribyrnong City Council.

The list of activities sounds impressive, however the small number of women and men involved, the limited “dose” of gender training, and questions about the extent to which the activities built on each other highlight the importance of monitoring change beyond the delivery of activities.
reported to have made progress in enhancing the gender awareness of local governments. In the case of Buka Urban Council, this resulted in changes to the organisation to enable increased attention to gender equality through recruitment processes, workplace policies within the realm of council management related to sexual violence and workplace harassment, and working more proactively with women’s organisations. It was also clear, in this instance that at the time of the evaluation the Council had not yet formally approved the draft Gender Action Plan. While twinning arrangements were seen as vital for learning and as instrumental in developing new perspectives and policies, this process had stalled for BUC because of changes in personnel at the Australian council end. An exchange with Honiara City Council was due to take place in the days following the discussions with BUC staff during the evaluation in Buka.

These examples are not intended to reflect negatively on the efforts being made by local government partners. Rather they illustrate the challenge of managing complex organisational change processes over multiple sites in a relatively short timeframe. Participating council staff reported becoming more gender aware but it appeared that there had been less progress influencing the actual elected representatives who have the decision-making power; it was unclear if there has been any influence on women and the wider community who are the citizens that the council is supposed to serve.

The significant potential for local government to advance gender equality in the local government governance, services and resource allocation and thereby in communities relies on a leadership approach which models progressive and well-articulated organisational and community development strategies. It would be of value to further consider the ongoing strategies required to effectively engage duty bearers in local and other levels of government in this work. Systematic monitoring of change processes is required to assess - if and to what extent - activities undertaken are leading to greater gender responsiveness and the promotion of equality in influential decision-making levels.

This approach requires further examination to determine whether it is an effective use of resources within the FLOW context.

6.6 RELATIONSHIPS BETWEEN WOMEN’S LEADERSHIP DEVELOPMENT AND ORGANISATIONAL CAPACITY DEVELOPMENT

As noted in our conceptual model there are permeable boundaries between women’s leadership, organisational capacity development and movement building. The interplay between all three domains can be strategically managed and adapted to facilitate positive change. Understanding the power dynamics that underpin organisational structures and their implications for gender equality is key to transformation change.

".. The most overriding goal of feminist leadership is not creating well-managed organisations that maintain the social status quo, but working to transform the relations of power in society, and to create alternate models of power within their own structures." - Batliwala 56

Given the importance of women’s organisations in bringing about changes in gender equality, it is important for them to make the link between these elements. This connection between changes in organisational practice and its relationship to transformational leadership development received little mention by FLOW partner staff. While this may not be expected in the short term, particularly for new and emerging organisations, it is important that this interrelationship between organisational development and transformative change processes is further monitored and explored with partners over time. Staff from several partners in Fiji and PNG spoke about how their work on leadership development with young women has in turn influenced their organisational practices to provide more space for young women in their activities:

56 Batliwala (2010) p. 35
“There are links between young women’s leadership and the organisational structures of BWF... a space for young women. The constitution was reviewed and as a result of the AGM young women will be included... if young women are not exposed to organisations they do not learn how to work with them.” (BWF)

While the focus on strengthening women’s leadership is a necessary strategy in building strong women’s organisations it is by no means a straightforward or linear process. As noted by Morgan “Capacity building is a risky, murky, messy business, with unpredictable and unquantifiable outcomes, uncertain methodologies, contested objectives, many unintended consequences, little credit to champions and long-time lags.” - Morgan57

As noted in the discussion of women’s leadership and political candidacy, the strength of the relationship between women’s leadership and organisational capacity development in effecting transformative change, is contingent on a commitment in all areas and by all concerned, to the realisation of gender equality.

6.7 IMPLICATIONS FOR FUTURE PRACTICE

a. Given the dynamic nature of capacity and the range of external and internal influences that shape it over time, it is challenging to arrive at a conclusive assessment of what have been the overall outcomes for partner organisations at a particular point in time. It is clear however from partner and IWDA reports that considerable progress has been made in facilitating a range of changes in relation to program work, development of organisational processes and systems, and in creating the spaces needed for women to come together to share experiences and to advocate for their rights and the rights of others.

b. An instrumental approach to capacity development has a legitimate and important place, particularly for new and emerging organisations. This also needs to be supported by an approach that systematically strengthens the other less tangible capabilities required to survive as an effective organisation, such as the reflection and learning opportunities that are currently in train. It is critical for IWDA and partners to continue to shape capacity development approaches which are flexible and responsive and which sit inside a broader program capacity development framework that clearly identifies and tracks key changes over time.

c. There are important links between the partnership approach and the organisational capacity development approach. The rationale for IWDA supporting organisational capacity is to build strong women’s organisations. Understandably there has been a focus on getting the systems and processes in place. However other aspects of organisational development could be considered for future development. For example, these could include: how to model women’s leadership through organisational practices, continuing to strengthen “care of the caregiver” approaches which support the difficult and often high risk work undertaken by community volunteers, and monitoring, learning and reflection spaces and capacities of partners.

d. There is scope for more explicit discussions at the program level about the strategic support needed to further develop organisational capacity. Intra-country and inter-country approaches, which optimise the use of organisational resources, would be valuable to consider as the program grows. For example, sharing infrastructure roles and resources across partner organisations.

e. Capacity building on governance issues for new and emerging organisations is an important consideration. Some organisations have skilled and active Board members that are able to contribute and support the work of paid staff, however other partners interviewed highlighted

57 Morgan (1998)
58 Ubels, Acquaye-Baddoo and Fowler (2010)
this as an area where further support would be welcome in the future. This support could involve a combination of approaches including: training from local and other resource people for local Boards; joint staff and Board training; continued workshops with program partners, which consider organisational issues from both operational and strategic perspectives (see also the section on FLOW Partnerships).

f. IWDA staff are already mindful of the organisational power relationships, but the implication of this for future work and for transformative change is that this should be explicit in guiding capacity building approaches, beyond a focus on the organisational functions systems. IWDA and partners could consider different approaches and sources of support for capacity development that enables organisations to retain their autonomy. This might best done by a third party organisation.

g. Monitoring capacity building is acknowledged to be a difficult area. While IWDA has some processes in place to assess partner capacity, there may be scope to develop joint partnership dialogue further. It is suggested that each partner organisation has an annual internal reflection process which enables assessment of its own organisational capacity and explicit mapping of capacity development priorities and outcomes for monitoring. Support for this process may be best provided by an external resource person (that is, by a third party, for example, as with FWRM under We-Rise). This would provide material for discussion with IWDA as a separate process, to inform development and agreement on the support for a partner capacity development plan that specifies the expected outcomes and monitoring process for the next year.
7 MOVEMENT BUILDING

Key Evaluation Question: To what extent has FLOW contributed to bringing women’s organisations and other civil society organisations together for collective action?

“The evidence is unequivocal that women organising with other women is instrumental to their politicisation and solidarity, as well as for their ability to exert the collective power and influence necessary to shift entrenched legal and social norms that marginalise women. Successful organisations are often those that start by addressing the immediate and practical concerns of women, which then supports addressing longer-term strategic goals. Care needs to be taken not to essentialize women and their interests and to allow local women to drive their own causes – with space left for them to frame those causes in culturally resonant ways. This may require donors and other external agents to shift their own thinking and allow for not just ‘a’ women’s movement but for multiple women’s movements.” - Domingo, et al 59

7.1 DEFINITIONAL ISSUES

The term “movement building” can refer to a variety of collective work across a broad spectrum from:
- Information exchange through informal networking, to
- Coordinated and longer-term collective action by women’s and civil society organisations to shift power and change structures, policies and laws.

A continuum of collaboration60 is a useful way to conceptualise the differences among networks, campaigns and alliances, for example:

The Continuum of Collaboration

| Networks of individuals and organisations (low intensity, low risk and limited potential to effect change) | >>> | Campaign-based coalitions | >>> | Strategic alliances (deeper trust among organisations and individuals, higher stakes and higher potential benefits) |
|---|---|---|---|
| <<< |

Movement building can be understood to refer to feminist movement building61 as well as building feminist movements,62 and to other social movements, such as those addressing climate change.

60 JASS (2012) p. 13
61 Characterised by inclusive and egalitarian processes designed to foster both individual agency and a common agenda as the basis for collective political action, which is not limited to a single issue and can focus on bringing women from diverse social movements and agendas together – see JASS 2012: 14
62 A process of mobilising women and women’s organisations for specific struggles whose goals are specific to gender equality outcomes – see JASS 2012: 14
Eight Characteristics of Movements

1. An organised set of constituents part of the organised core of a movement
2. A clear political agenda with common analysis, goals and targets for change
3. Leadership from the constituency at multiple levels
4. Collective or joint actions in pursuing common goals (i.e. not based on only providing services to members)
5. Some continuity over time (i.e. it is more than a campaign, or a one-time struggle over a specific issue)
6. Strategies combine contestation, for example marches and protests, with critical cooperation forms such as advocacy and lobbying.
7. Pursuing a common political agenda of change through collective action
8. A membership or constituency base (individuals or communities) vested in the change
9. Some degree of formal or informal organisation; networks and member collectives are

Movement building is a key strategy and process for feminist, human rights-based and other transformative social change work by civil society actors. The literature suggests that movement building directed to addressing women’s rights develops from critical consciousness, transformative women’s leadership and effective leaders in active women’s organisations.

Often as a result of frustrations and “stuckness” or times of change in the external environment, women’s organisations and civil society groups reframe their strategies and come together to develop coalitions, to have greater collective voice, share resources and expertise and harness their constituencies in order to influence the state and other power holders.

7.2 FLOW PARTNERS NETWORKING AND MOVEMENT BUILDING

The FLOW logframe (2015) includes references under outcomes 1 and 2 to “increased capacity of women’s civil society” and “the Pacific FLOW network,” representation of FLOW partners at international and national decision-making fora (outcome 1) and regional Women in Local Government (WiLG) Network (outcome 3). This implies a commitment to networking, and feminist movement building and building of feminist movements.

IWDA staff talk about the building of strong women’s organisations, as that is important for movement building. There is also support for networking, which can be defined as loose, flexible associations of people and groups who share information and ideas. The FLOW partners are currently a loose network overall (as outlined in the section above relating to partnerships).

FLOW partners have their own constituencies in their own countries, national and regional partners (beyond FLOW), and are also part of, or are leading other networks, from regional to international. These can be long standing, varied and substantial. There is likely to be overlap among the people and organisations involved in various networks and associations.

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63 JASS (2013) p. 13
femLINKPACIFIC’s Networks

FemLINKPACIFIC coordinates a rural women’s leaders 1325 network and a rural community media network in Fiji. In its radio and television work in Fiji femLINKPACIFIC works with DIVA, Haus of Khameleon and the Fiji Disabled Peoples Federation as broadcast partners and other CSOs.64 FemLINKPACIFIC is a coordinator of a Pacific regional network involving partners in PNG, Solomon Islands and Vanuatu65, a feminist media network, and a Pacific member of the World Association of Community Radio Broadcasters (AMARC). FemLINKPACIFIC is the Pacific Secretariat for the Global Partnership for the Prevention of Armed Conflict (GPPAC) and Convenor of the Pacific Regional Media and Policy Network on UNSCR1325. These responsibilities involve participation of the Executive Director in international and regional meetings and events, together with other staff and young women broadcasters.

Movement building is catalysed by women’s organisations, driven by a need to reframe and re-strategise in relation to external conditions. Funders can therefore only be responsive to supporting movements through resourcing activities and the secretariat. As movements are catalysed and built - in part at least - in response to external environments, and are therefore unpredictable, it is positive that the FLOW program has been able to support activities through partners which enable movements to function and develop. FLOW is supporting partners, members of women’s organisations and young women to come together for networking; to participate in national, regional and international events; and collective action of various kinds. This has included getting women – particularly young women – into spaces they have not been included in previously, plus creating new spaces for organisations and networks of young women and older women to come together to develop joint plans and coordinate local to national level work.

Specific funding is provided through FLOW to FWRM for its young women’s regional program, where FWRM has collaborated with national and regional Pacific organisations – particularly through the Pacific Young Women’s Leadership Alliance (PWYLA) - to develop young women as leaders. In 2015, FWRM has also received FLOW funds to support regional exchange visits among FLOW partners (VfC, NCfR and BWF and FWRM) to share about their work with young women. BWF and WRAM are also being supported through FLOW funding to engage in capacity development exchanges with FWRM. These prospective exchanges are important for nurturing emerging collaborative spaces between partners.

Fiji Women’s Forum and Fiji Young Women’s Forum

Movement building has been seen to the greatest extent over the life of the FLOW program in Fiji, where support for the Fiji Women’s Forum and the Fiji Young Women’s Forum have been significant initiatives in feminist movement building.

The Fiji Women’s Forum and the Fiji Young Women’s Forum have developed over the life of the FLOW program and involve two FLOW partners: FWRM and femLINKPACIFIC as co-convenors, working with two other co-convenor organisations. FLOW (as well as other sources) has provided funding to support key gatherings and other activities.66

The FWF has brought together four established women’s organisations with diverse and complementary expertise, constituencies and perspectives. FLOW funding as well as funding from other sources has contributed resources to the FWF to keep moving and to have a secretariat to run it. The Fifth Forum held in 2015 and the FWF Coordinator salary for this year is being funded by FLOW.

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64 Including Rethinking Democracy Network, Social Empowerment Education Program, FWRM, Live and Learn, ELF and ELFA, Development Alternatives with Women for a New Era (DAWN), National Youth Council and Fiji Solidarity Movement for West Papua’s Freedom, as outlined in the femLINKPACIFIC January to June 20'15 Program Strategy Implementation Report
65 Vanuatu Young Women for Change, Leitana Nehan Women’s Development Agency, Vois Blong Mere Solomons and the Talitha Project.
66 FLOW has contributed participants including funding towards the costs of all three FYWFs, together with We Rise (DFAT funding through IWDA), and EU/Youth Coalition Resources. FLOW is fully funding the PWF in 2015; funding in previous years included funds from We Rise and in 2012 IWDA ANCP funding.
The FWF has both conscientised and organised women and amplified women’s collective voices and proposals regarding the Constitution, elections and politics at national level. The four themes of the first Forum were: respect for human rights; defining the role of the Security Forces; promotion of women’s participation in decision-making and democratisation processes, including Temporary Special Measures (TSM); and a rights-based, respectful, open and participatory constitution-making process. The 2015 Forum focused on women’s participation in local government as a new area for collective work by the Forum.

Timeline of Activities of the Fiji Women’s Forum and the Fiji Young Women’s Forum

<table>
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<th>Date</th>
<th>Fiji Women’s Forum</th>
<th>Fiji Young Women’s Forum</th>
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| 2012 | FWRM, femLINKPACIFIC, National Council of Women and Sokosoko Vakarmarama came together as co-convenors of the Fiji Women’s Forum  
First Fiji Women’s Forum: April 2012  
Second Fiji Women’s Forum: June 2012 (62 participants)  
Third Fiji Women’s Forum: November 2012 (52 participants) | (Fiji Young Women’s Forum not yet initiated) |
| 2013 | Fourth Fiji Women’s Forum: April 2013  
IWDA provided a resource person for FWF 4, Women in Politics Training, Women Candidate debrief & co-authored the Campaign Manual (2013-2014) | FWRM, femLINKPACIFIC, DIVA and YWCA come together as co-conveners of the Fiji Young Women’s Forum  
First FYWF: November 2013 |
| 2014 | Civic education by FWF and FYWF (including femLINKPACIFIC & FWRM) | Second FYWF: March 2014  
FWRM My Guide to Voting (MG2V) publication  
Third FYWF: November 2014 (58 participants) |
| 2015 | Fifth Fiji Women’s Forum: April 2015  
(60 participants including 10 young women) | FYWF training workshop on Role of the Fiji Parliament and Local Government (60 young women) |

The establishment and continuation of the Fiji Women’s Forum has been not been easy, for the Co-convenors and others closely involved:

“Leadership can’t be exercised in a vacuum or on your own. It is important to be part of coalitions. It is a very difficult, messy, painful experience but the only way to make change happen.” (FWRM)

“The formation of the FWF has very many narratives…. In 2012 it was a huge step to convene (the FWF). Through peace and security work, I knew we didn’t have to agree on everything. We had consensus on two or three issues and that strengthened collaboration, while at the same time having a sense of fluidity.” (femLINKPACIFIC)

As the current FWF Coordinator outlines in the MSC story “Agree to Disagree”:

“FLOW support came in for the Fiji Women’s Forum retreat at Pacific Harbour... For me that event was the most significant event because FWF was formed in 2012; because of the work that needed to be done they continued, but it was never formalised. Our first retreat (in 2014) was focused on relationship strengthening because we were being met with challenges – there were strong personalities and the values that they brought were different. We wanted to work in solidarity but it was a challenge because of our differences; we wanted to get to a place where we could work together despite our differences. At the retreat we talked about personal challenges, we challenged each other with our personal views, the functions of each
organisation, we needed to understand. It was an opportunity for everyone to talk about what they needed to bring to the table. We went through the MOU to see if it fitted everybody’s expectations. It turned out to be very successful because all of the Co-convenors signed.”

The FWF co-convening organisations have been able to share information with their constituents and enable members to have a voice in the national level debates. FemLINKPACIFIC expertise in radio and other media production has meant that the perspectives of women have been communicated and amplified across Fiji.

Our tentative theory of change model posits that there are interrelationships and recursive loops between and across the three domains of change – women’s leadership, women’s organisations and movements. Two of the most significant change stories (Agree to Disagree and Untitled) note that participation in the FWF has benefits for the co-convening organisations:

"We have two organisations as the co-conveners that are particularly strong. One staged a walk out and in 2015 they didn’t attend. But they still want to be part of the FWF Co-convenors, because they see that it adds a lot of value to their organisation."

"The involvement with the FWF has enabled me to raise the standard of knowledge of the Sososoqo Vakamarama I Taukei… More women are able to be part of the forums and raise and disseminate information to their various provinces and districts with regards to women’s issues and development. It has triggered interest amongst members to do more and has enabled me as General Secretary to consolidate SSVM as a movement… The platform that FWF has provided has enabled us to contribute to various national and regional policies and commitments including the Green Growth Framework and the Red Plus Policy." (SSVM key informant)

FWF and FYWF: Diversity in Participation

Women involved in both the FWF and FYWF that the evaluator met with spoke of how there has been conscious efforts over time to expand diversity in the participation of young women and older women, considering ethnic background, age, rural/urban locations, sexual orientation/identity and differently abled in their Forum meetings and other activities.

Fiji Young Women’s Forum and Diversity:

“We represent Fijian Young Women Leaders, women with disabilities, women of religious and nonreligious beliefs, Lesbian, Gay, Bisexual, Transgender, Intersex, Queer women, sex workers, rural women, psychiatric survivors and in all our diversities, affirm our power as implementers and contributors of positive change, decision makers, partners and leaders of today. Our strength is in our numbers and in our diversity."

It is difficult to know how many women overall have been participants in the FWF and FYWF activities, as quantitative data on participation sighted gave only the total number of participants in each activity; not broken down into new participants and participants in previous activities. There has also been some overlap among the women under 30 who have been participants in both the FWF and the FYWF. As noted in the earlier sections, number of participants is only one aspect to consider in assessing the extent to which participants with particular characteristics (for example, young women, or rural young women or young women with disabilities) are actually active participants in particular events. Anecdotal information suggests that there have been continuing efforts to promote young women’s including LGBTI community members in the FWF.

67 The Green Growth Framework: Restoring the Balance in Development that is sustainable for our Future (2014); Samoa Pathways – SIDS Conference 2014; Red Plus Policy, Fiji – Mitigate Factors of Climate Change (reducing emission, degradation and deforestation).
Young Women’s Involvement in Regional Issues and Fora

Advances towards gender equality by governments at national level can be leveraged from commitments made at international and regional meetings. The work of CSO representatives at these meetings can be influential in a range of ways, as well as building a network of women of diverse ages who are able to put forward the same messages and advocate for the same issues and actions with their government representatives.

FLOW through the FWRM young women’s regional leadership program has supported participation of young women in regional and international events. A particular success during the life of the FLOW program was organising a group of 26 young women from 13 countries to participate in the 12 Triennial Conference of Pacific Women in 2013 in the Cook Islands.

The Pacific Young Women’s Leadership Alliance (PYWLA) brings together a range of organisations – IWDA, FWRM (the current PYWLA Secretariat) and femLINKPACIFIC with regional and United Nations organisations – working in the area of young women’s leadership. Through collaboration among women in these organisations, planning was undertaken to pool expertise, resources and connections to get young women into regional spaces.

Substantial work was undertaken prior to the event. An on-line dialogue between June and October 2013 with nearly 100 young women identified key common themes, as well as young women interested in participating in the meeting in the Cook Islands. A team of 10 facilitators from various organisations developed an interactive and participatory dialogue meeting over three days which prepared the young women to be able to interact and present their issues to government representatives at the Triennial meeting. As one of the facilitators remarked:

“It was one of the best efforts I’ve ever been involved in….it was a transformational experience – building their leadership and skills to engage…. It was transformational for young women and for us too…” - Key informant, Fiji

“FLOW was part of a diverse pot of funds which enabled a cadre of young women who are part of regional and international networks to participate. They are now part of different networks.” (FWRM)

The MSC story “Young Women’s Pacific Wave” links the work at the Triennial to a FLOW-funded Sexual Reproductive Health Rights strategic meeting in Nadi in February 2013. As the story teller notes:

“….its so expensive and time-consuming to bring people together. Having this kind of consistent engagement through the various meetings, the on-line dialogue, the email list and other informal connections has really changed the individual young women’s sense of being part of a group of like-minded young women, who are part of the women’s movement. The way they see themselves as no longer isolated but able to tap into networks of young women that have similar experiences to them. This meeting has helped young women to deepen their analysis of their lived experiences, learning from each other as well as the PWYLA co-conveners.”

7.3 IMPLICATIONS FOR FUTURE PRACTICE

As the examples above indicate, transformational leadership including individual and organisational abilities to identify common purposes and work together despite other differences is an important ingredient for movement building, maintenance and continuation. This applies equally to PNG and the Solomon Islands as to Fiji, albeit on different scales.

68 Including Commonwealth Youth Programme South Pacific Centre, International Planned Parenthood Federation, Pacific Youth Council, Secretariat of the Pacific Community, YWCA, UNFPA, UNICEF and UN Women
a. As suggested in the women's leadership section, various models of transformative leadership, such as the 7 Cs Model that includes “controversy with civility” as well as peace-building approaches could be further strengthened in women’s leadership training and organisational practices.

b. Training on leadership, experiential learning and mentoring in future work by IWDA and partners could place greater emphasis on working across difference, together with a focus on organisational capacity development. For example, creating spaces for women to come together to debate and discuss different views and perspectives is important, as that enables greater clarity about positions; over time there may be some changes in perspectives. At the same time, working across difference involves being able to develop a common position and plan for collaborative work on particular issues.

c. Understanding processes of change in networks and movement building, including changes over time, is an important area for further analysis, reflection and documentation.

d. For key participants, it may be sensible to think about monitoring changes in a retrospective way, over the last year, in the same way that there can be reflection of policy influence work. This could be through an annual M&E retreat, for example, for the FWF and FYWF Co-convenors and coordinators. No doubt there is already significant reflection and discussion about some of these elements by those active in the FWF and FYWF. However, focused discussion, reflection and documentation of these aspects will improve the body of data available for longer term studies as well as feeding into the annual planning process for the next year.

e. Feminist movement building is a key area of interest regionally and internationally; the literature indicates that there are gaps in understanding how these processes can develop and what helps or hinders. More monitoring, real time action research and evaluative studies could assist the FWF and FYWF to develop their work as well as enable contributions to the feminist literature.

f. As suggested in the section on women’s leadership, it would be useful to start to do some longitudinal tracking of young women and older women to understand more about what have been key motivators, enablers and supports in their involvement in women’s networks, organisations and collective work over time. Currently, there are claims about the benefits but little documented evidence to draw on.

g. There is a temptation to focus on the outstanding individuals or “shining stars”. However, given the importance of an inclusive approach to gender equality, it would also be illuminating to examine the experiences of a diversity of women, to understand what constraints or difficulties they may encounter in engaging in movement building, and what strategies should be considered to address these.

h. The assumption is that benefits flow from the representatives who participate in Forum activities to others in their organisation, through organisational structures and networks, linking the national to the local. This would be a fruitful area to examine, with a view to strengthening how sharing of experience, expertise and approaches can influence other co-convening organisations.

i. Together these investigations could provide some useful information for reflection and possible changes or development of women’s leadership training courses or more structured approaches to supporting women’s leadership development that can feed into organisational capacity and movement building.

j. Likewise, the assessment of changes through collective action needs to take account of movement building aspects as well as responses by the state and targeted duty bearers at national, regional and international levels. This needs to go beyond, for example, counting the number of civic education sessions conducted, or the number of women candidates trained and subsequently elected.
k. Using a qualitative systematic approach such as the Most Significant Change technique could provide rich evidence of both process and outcomes in movement building at a variety of levels, as well as enable discussions about what is valued and why by co-conveners and wider constituents.
8 MONITORING, EVALUATION AND LEARNING

Key Evaluation Question: To what extent have Monitoring, Evaluation and Learning (MEL) approaches deepened the understanding of change processes and outcomes in transforming women’s leadership and influence in civil and political spaces?

“Our research and conversations with both donors and women’s organisations reveal that monitoring and evaluation is most useful and relevant as a learning process, rather than a reporting or fundraising requirement…The challenge, therefore, is to make monitoring and evaluation a central part of the way we learn and strengthen our work at every level, a vibrant expression of organisational and individual learning and growth, and a critical collective learning of women’s movements worldwide.” – Batliwala 69

The range of approaches and activities - relating to women’s leadership development, capacity development of key organisations and movement building - undertaken through FLOW have great potential to increase understanding of change processes and outcomes for particular women, groups of women and other stakeholders in a variety of contexts. However this potential has only been partially realised to date. It is suggested that with development of an appropriate program-wide MEL framework and tools, plus more systematic collection of data over time, there is great scope to test various approaches about “what works, for who, and how” in different contexts. MEL development could contribute to IWDA and partners future work: to program improvement through staged analysis and reflection; feeding back into adjustments to strategies and plans, including MEL; and to wider learning about the change processes for women’s participation in political and social spaces and influence at various levels of decision-making.

8.1 STOCKTAKE OF FLOW MONITORING AND EVALUATION PRACTICE

IWDA’s FLOW proposal to the Netherlands Government referred to IWDA’s 10 principles of practice for MEL and indicated that the IWDA MEL framework70 would be used to “…collect, share, analyse and use information across all implementation levels - team level, project and partnership level, country program and regional level. A set of key questions and supporting indicators has been developed with partners. They strengthen the links between monitoring, evaluation and learning and organisational decision making and bring evidence and legitimacy to joint advocacy work.”

Developing appropriate useful program-wide approaches to monitoring, evaluation and learning has been a challenge for the FLOW program. While the intent to follow good practices in MEL is evident in the quote above, the reporting requirements to the Netherlands Government have in practice appeared to significantly shape what has actually been undertaken. The focus has been on monitoring of the logframe outputs by IWDA and partners in relation to the numerical targets specified in the output indicators. This has been a complex process involving the aggregation of numbers from various partners. This has provided the information needed for reporting to the funding organisation, but does not easily facilitate retrospective analysis of outputs for the purpose of understanding partner contributions, progress towards intermediate outcomes or learning about what has bought about change.

While the FLOW partner’s 2013 retreat report refers to a FLOW M&E framework, approved in July 2013, the current approach to MEL primarily comprises partner workshops for reflection and reporting against the program logframe.

FLOW partners recognise the importance of monitoring, evaluation and learning processes but do not necessarily have the resources or specific capacities needed to fully develop and operationalise their processes. MEL tools, approaches and capacities vary across FLOW partners. In practice, partners use limited tools and approaches. In some cases, there has been action research, research or evaluative

69 Batliwala S, Strengthening Monitoring & Evaluation for Women’s Rights: 13 Insights for Women’s Organisations, AWID, 2011 p. 4
70 IWDA MEL Framework p. 26 -27
studies involving external advisors and consultants commissioned and funded through FLOW which has filled gaps. Beyond the FLOW partner workshops, there has been little input provided for developing the MEL capacities of partner organisations, which has been a missed opportunity.

IWDA organised an outcome-mapping workshop in 2012 for FLOW partners in Fiji, and FLOW partners in PNG participated with other IWDA partners in a two-day workshop to discuss M&E in April 2015. While these development opportunities were valued it is not clear how this has influenced partner M&E on their FLOW funded activities. Some partners in PNG have just commenced monitoring visits to the communities they work with, but this is in the early stages, with further work to do to ensure that the learning from this process actively informs program planning and implementation.

FLOW partner workshops have been important for helping FLOW partners understand the logframe and the various activities undertaken by partners under each objective and outputs. It would be of value to consider joint approaches to monitoring which assist in unearthing assumptions and in exploring change processes at a deeper level than may otherwise be possible at an individual partner level. This would provide a focus for learning on areas that have strategic applicability across the whole program. For example, monitoring the effectiveness of leadership development strategies and activities in bringing about change in community setting.

IWDA staff have been in close contact with FLOW partners and made frequent visits to meet with partners and participate in events or activities during their visits. Based on the monitoring reports viewed and the interviews with IWDA Program Managers (PMs), it is evident that joint “formal” monitoring data collection work with partners, either to pilot new approaches or to fill in gaps and assist in analysis of information is still limited.

Overall the key M&E activities undertaken by partners have varied. FWRM has an organisational M&E Framework (2014 to 2016)\(^71\) while other partners are relying on existing organisational planning and reporting requirements to monitor at the output level.

At a program level the monitoring data documented includes: baseline studies or documents\(^72\), activity reports on workshops and events, workshop proceedings (such as the partner workshops), visit reports (e.g. CLGF consultant and staff), monitoring visit reports (IWDA staff), stories of change (in various formats, lengths and for various purposes including radio broadcast), progress reports to IWDA for FLOW reporting, and partner organisational program progress reports (as a basis for reporting to various funders).

Partners have varied practices in relation to regular staff reflection on progress (for example, FWRM has a six monthly M&E meeting) as well as creating reflective spaces for community volunteers and other stakeholders.

Action research (which has included training for the young women involved) has been undertaken by BWF with the support of ANU on young women’s leadership to inform a pilot program for young women which commenced in 2015.

Through FLOW funding FWRM has contracted independent consultants to undertake evaluative studies on their two leadership programs for young women and girls respectively: the ELF Tracking Study\(^73\)\(^74\) and the GIRLS program Impact Assessment.\(^75\) An Impact Assessment of the FWF is to be undertaken prior to the end of this year.

\(^71\) The FWRM framework serves as a strategic plan framework for clustering activities under outcome areas, rather than a guide to tools and data collection to guide monitoring and evaluation

\(^72\) In some instances these are produced some time after actual implementation has begun; in other cases monitoring does not refer back to these.

\(^73\) A. Laqeretabua, FWRM Emerging Leaders Forum Tracking Study, August 2015

\(^74\) Note that the ELF Tracking Study involved follow up on 50% of the graduates of the ELF program cohorts 1 to 5 (not funded through FLOW); the current participants in the ELF6 program funded through FLOW were not included in the study.

\(^75\) S. Bernklau and F. Tuivanualevu, Girls Grow, Inspire, Relate, Lead, Succeed: Impact Assessment for FWRM, July-August 2015
8.2 APPROACH TO MONITORING AND EVALUATION

A number of partners acknowledged that more could be done in terms of monitoring, for example:

“Monitoring is an issue. It needs resources. We have testimonies and stories and I am confident about the program, but we still need data and documentation.” (VfC).

Discussions with IWDA program staff during the course of the evaluation indicated that the idea of developing program-wide monitoring was seen by some as an imposition on partners. In the same way that women’s organisations need to have functional governance and financial systems, so too monitoring, evaluation and learning capacities are important for organisational learning and development. They can also be important for program effectiveness, access to resources for program work and as a basis for making contributions on learning about what works where, for who and why that can inform work by other civil society and women’s organisations on important work for gender equality and gender justice.

The international literature on empowerment and governance programming and monitoring and evaluation is full of contemporary approaches to monitoring, evaluation and learning that can assist implementing organisations to improve their programming and adaptive management. A variety of participatory approaches can be used to learn from the experiences and perspectives of women and other groups that an intervention has sought to benefit, rather than privileging so called “objective” external evidence.

Batliwala has identified 13 insights on how women’s rights organisations and movements can strengthen capacity to track and assess the contribution of their work and interventions:76

1. Make M&E a key ingredient in our learning and accountability
2. Develop M&E capacity
3. One size does not fit all
4. Track reversals or holding the line
5. Balance quantitative and qualitative assessment
6. Prioritise approaches that assess our contribution to change, not those that demand attribution
7. Less is more (i.e. collect data that is used!)
8. Flexibility and adaptability
9. M&E systems must be appropriate to organisational architecture
10. Negotiate M&E systems with donors
11. Tailor indicators and results to the timeframes
12. Create baselines
13. M&E that works for us will work for others.

These insights provide practical advice that could assist IWDA and partners in their future programmatic work.

Some of these points raised by Batliwala are taken up in the following sections regarding areas for improvement in existing FLOW practices and examples of work undertaken with data collection and analysis during the evaluation.

8.3 DATA ON PARTICIPANTS

While partners have been providing IWDA with numbers of participants in various activities, it seems that there is scope to further develop systems to collect information on participants that can be used to explore pertinent questions, including:

- Who is being reached (and who is not) in a particular activity (considering age, disability status, educational level, ethnic group, other aspects of diversity that are considered important by

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(And how do we increase outreach to include more young women with disability or more young women with disability from rural areas?)

- Does training as a WHRD and training in peace building contribute to greater confidence and ability to resolve conflict in communities by these WHRDs compared to those who have only been trained as WHRD?
- What difference has participating in the FYWF made to young women: for example, what differences are seen in young women’s activism if they have been involved in two or more young women’s forums (rather than one or none)?
- Does participation in femLINKPACIFIC monthly meetings and participation in the FWF lead to changes in practices of those women, compared to women who are only participating in the femLINKPACIFIC monthly meetings?

At present, it does not seem that there are systems in place to record how many are new participants or how many are young women, women or men who have previously participated in the same event or a related training program. For example, a document was sighted which included the total number of participants in the Fiji Young Women’s Forum by totalling the number of participants in each Forum meeting, despite the fact that there would have been some young women who have participated in two or more of the young women’s Forums.

Without systems in place, there is the danger that the same women are double counted (for example as participants in training workshop ‘X’ and in training workshop ‘Y’) in activity reporting. For meaningful analysis of who is participating in particular activities, setting up more nuanced ways of recording information by the implementing organisations can assist in greater clarity about targeting and informing further data collection and analysis.

### 8.4 CONTRIBUTION AND ATTRIBUTION ISSUES

Given the multiplicity of influences on changes in women’s political and social participation and decision-making, it is also important to avoid a “program-centric” or “organisation-centric” view, and take into account other influences and factors which may also be enabling change. For example, these other factors and influences may include training provided by other organisations in the past or concurrently with work supported by FLOW, women’s involvement in spaces with other women such as in Church or other groupings, and family and community contexts. Asking “who or what else helped?” can provide fruitful information and considerations from possibly diverse perspectives, including individual women, groups and organisations, men as family members and leaders, as well as implementing partner staff.

It is also important to explicitly take account of other funding that is contributing to work funded through FLOW, such as: the FLOW funds supplementing the Voice for Change work with the UN Trust Fund; the other funding received by femLINKPACIFIC for the community radio broadcasts to which FLOW contributes; the WE RISE funding which has supported FWRM organisational capacity development and other activities with the Fiji Women’s Forum.

In the interests of transparency as well as internal reflection about what works and why (or why not), it is important not to report all outcomes and achievements from co-funded work to both/all funding sources, without explicit mention of other funding that has also contributed to the achievements. It was problematic in this evaluation to easily track the funding for particular activities from FLOW and other sources to FLOW partners. This is an area that requires further consideration and development of documentation.
8.5 PILOTING THE MOST SIGNIFICANT CHANGE TECHNIQUE IN FIJI

Most FLOW partners are collecting stories and stories of change, using a variety of approaches. The stories and vignettes are used in reporting to IWDA/FLOW and for other purposes including radio programs, written materials and publications, and material to support lobbying and advocacy activities. One of the limitations of these approaches is that it is not clear how many women were asked for their stories (was it the only woman who was quoted?), and where a brief quote is used, it is difficult to know without further information if the change reported was directly linked to the activities supported by the FLOW program or wider partner work.

In order to collect data for the evaluation as well as to provide an opportunity for IWDA and FLOW partners in Fiji to gain experience in the Use of the Most Significant Change technique as a monitoring and evaluation approach, piloting of MSC was undertaken in Suva during the evaluation.

Two one-day workshops with representatives from organisations involved in the FLOW program in Suva (including three FLOW partners - FWRM, femLINKPACIFIC, CLGF and SSVM, Co-convenor of the FWF) enabled piloting of the Most Significant Change technique.

The workshop process provided an opportunity for staff from FLOW partners to enter into a dialogue about the FLOW program intention, events in context and both expected and unexpected outcomes. Most importantly it enabled stories of women involved closely in FLOW funded activities to tell their stories of change, which are in themselves an important source of qualitative and process information.

The use of a MSC story format with guiding questions (see attached annex) enabled additional contextual and other meaning related questions to be asked that are not always present in current story formats used by partners.

While it takes some people more than one time to gain experience in documenting stories well, there was a good batch of stories generated through the process. The stories varied in length, but were often longer than those obtained through other approaches used by partners. This approach contributes more detailed and contextual stories, which also were more likely to bring out the contribution of FLOW to the changes described.

The MSC technique is valuable because it making explicit the values of the storytellers and the people involved in selection processes. The selection process that was undertaken with staff involved reflection on the processes and areas of change outlined in the stories, as well as individual and group discussions on what was valued and why. A total of 7 stories were used in the selection process, first with two groups considering two stories each, and then all the participants discussing three stories.

Most Significant Change Story Titled: “In the Beginning She Was Bottled Up”

This story touched both our hearts.
The issues that are dramatized (by the girls in the program) are real issues that they have experienced.
The program made young girls more aware of their rights. The program became a safe space for the young girls where they were comfortable sharing their stories.

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77 In some cases, such as the CLGF publications of stories from women in Bougainville and the Solomon Islands, these are informative stories that give rich perspectives on the experiences of individual women over their lives, but are informative for contextual understanding, rather than relating to stories of change related to FLOW activities themselves.
78 A number of partners are using short quotes in reports and other documents. While these vignettes can be illuminating as examples, it is not clear how many women – or men – provided responses and how typical or unusual a response quoted is overall.
79 ‘Most Significant Change’ (MSC) is a qualitative and participatory technique involving the collection of stories of significant change. MSC enables collection of participants’ stories, which include their perspectives on valued changes, and encourages and makes use of a diversity of views (from different story tellers). The process also includes a story selection process, which facilitates dialogue and debate about what is valued and why.
80 Note: these are comments made by participants in the story selection process.
It demonstrated that even through the young girl was a prefect, she was not respected in her role, therefore the importance of confidence building. It highlights the issue of bullying towards young people. The girl in the story gained confidence to confront her bully and put an end to this behaviour. It also shows there are theatre/arts are effective ways of advocating to draw people’s attention; a good example of engaging with young girls on the issues as it contributes to their personal growth. The storyteller has gained a lot of passion through her work with the girls.

8.6 COLLATION AND ANALYSIS OF QUALITATIVE DATA

One of the common challenges in M&E is that data may be collected but it takes further work to collate and utilise the data to reflect on changes reported and what the implications may be for further program improvement. One of the issues for the FLOW program and future work by IWDA and partners is to be strategic and systematic about the collection, analysis and use of qualitative information to better understand change processes.

During the discussions with partner staff and participants in leadership training and other activities in PNG and Fiji, the consultants collected rich information from community participants. A sample of this data was examined to better understand where participants in particular activities felt that they had experienced most change had been experienced and what they felt was most significant.

To test out an approach, responses in a group interview with the femLINKPACIFIC 1325 Nausori women’s leaders’ group meeting81 were collated and analysed to see whether there were any patterns in where women leaders felt they had experienced most change as a result of their participation in femLINKPACIFIC activities. To assist with the analysis process, a framework based on the Kelleher and Rao framework82 and an adapted framework used by Hunt83 was used to categorise the responses of the women leaders. The four quadrants used were changes at: individual, household, group, and community/national.

After coding and mapping of the responses against the four quadrants, we found that the most changes were clustered in the individual quadrant (with the most frequent responses in this quadrant being about learning, followed by empowerment). The quadrants for group changes and community/other changes were equal second in terms of responses (11 in changes in women’s groups and 11 in community other changes, compared to 27 responses in the individual changes). The quadrant with the least responses was that relating to changes at the household level (6 responses).

81 Thirteen women participated in the session. The questions asked were:

1. What has participating in the network meeting meant for you? As an individual?
2. What changes have you experienced in the home/family as a result of your participation in this group?
3. What changes have happened in your community as a result of your participation in this group?
4. What has been the most significant change you have experienced in your leadership?

The responses by participants were made individually by writing on pieces of card and then sharing their responses to the group. Some women answered questions with more than one response, which were coded individually.

82 “What is Gender At Work’s Approach to Gender Equality and Institutional Change?” http://genderatwork.org/gender-work-framework
83 Personal communication Juliet Hunt, September 2015
### Household changes

| Talking about HR in the family (1) |
| Support from family (1) |
| **Change in attitude by husband (2)** |
| Change in behaviour of other family members (1) |
| Voice in the family (1) |

(Total responses in this quadrant = 6)

### Individual changes

| Confidence (3) |
| Public speaking (1) |
| **Learning (11)** |
| Learning about human rights (2) |
| Empowerment (5) |
| Encouragement (2) |
| Learning about support/services (1) |
| Self-care (1) |
| Courage (1) |

(Total responses in this quadrant = 27)

### Women’s group changes

| Sharing information with their group (4) |
| Space for women to speak about issues (1) |
| Encouraging women to work on food production/security (2) |
| Involving young women (1) |
| Linking with other women’s groups (1) |
| Encouraging other women to speak (1) |
| Taking group action (1) |

(Total responses in this quadrant = 11)

### Community/other changes

| Voice in the community (7) |
| Voice beyond the community (1) |
| Taking community action (1) |
| Linking with local government services (1) |
| Mobilising traditional structures for action with government (1) |

(Total responses in this quadrant = 11)

Most changes were identified in the individual (self) category, with the changes in the women’s groups and community/other changes ranked equal second in terms of frequency of responses; changes in the household were the least mentioned.

In line with the responses to the previous questions, when asked about the most significant changes to them, the women leaders identified their most significant changes mainly at the individual (self) level. The difference to the previous responses is that the second most frequent responses were in the quadrant of community/other changes. Changes in the group and in the household categories were equal.

### Household changes

| Change in attitude by husband (1) |
| Voice in the family (1) |
| **Change in how I talk to the family (1)** |

(3 responses in total in this quadrant)

### Individual changes

| Public speaking (2) |
| **Learning (1)** |
| Learning about human rights (1) |
| Empowerment (2) |
| Courage (1) |
| **Being a good leader (7)** |
| Freedom (1) |

(14 responses in total in this quadrant)

### Women’s group changes

| Space for women to speak about issues (1) |
| Encouraging women to work on food security (1) |
| Involving young women (1) |

(3 responses in total in this quadrant)

### Community/other changes

| Voice in the community (5) |
| Voice beyond the community (1) |

(6 responses in total in this quadrant)

While the findings from this data collation and analysis process must be tentative, it does suggest that the group meetings and other femLINKPACIFIC activities that the women are involved in have less focus on – or women find it harder - to negotiate changes at the household level. An alternative interpretation would be that some of the women leaders are not constrained by inequitable gender relations in their households (due to already having supportive husbands and in-laws, or because they are widowed or divorced). This would need further examination to understand what is happening for women at the household level and how this influences their capacity to exercise individual agency.
Clearly a relatively short period for the discussion with the women is not enough to draw firm conclusions. Other data collection processes could be undertaken to explore the influence of household gender relations on women leaders, which could also be tracked over time.

Given the multiplicity of strategies required to bring about changes in women’s leadership, this kind of monitoring and analysis of information is key to learning about what changes are being experienced by participants in various activities, which can also assist in identifying possible areas to strengthen in program approaches. The way questions are framed will make a difference to the responses given. Asking what the most significant change is may identify a change that is valued but perhaps less common than other changes experienced.

The purpose of this exercise was to show how data collected can be analysed using qualitative approaches which can assist in tracking changes over time as well as looking at other elements – such as more focus on working with families and households – which could be considered.

This analysis process was also followed with data from interviews from WHRD participants in three geographical locations in PNG, who had been trained through the NCR approach, which is immersion based and intensive. The participants felt that most change had occurred in the individual change domain. While this is consistent with what the leadership program is designed to do, it also indicates that further attention could be given to the other domains of change, which also influence women’s leadership and empowerment.

It is important to note that this analysis is not appropriate for comparisons between programs and across countries, but it could be used with the same group or similar groups who have been trained in the same topics or participate in the same activities of a particular partner.

8.7 IMPLICATIONS FOR FUTURE PRACTICE

A number of areas for improvement are suggested for IWDA and partners in their work beyond the current FLOW program. These include:

a. Developing a program level MEL framework and some core M&E tools including guidelines on analysis and collation of data.

b. Utilising a theory of change approach to start surfacing and documenting assumptions about how change happens, and use the MEL processes to examine to what extent the data supports or calls into question alternative theories of change (including mini theories of change) in particular contexts. This could be used as an iterative process for progressively refining explicit theories of change and for examining and challenging established thinking. This relies on strengthening data sets and collation and analysis of data to inform reporting on progress as well as feeding into the revisions to the theories of change through reflection and program improvement processes including documenting changes in strategies, plans and M&E practices.

c. Examining change in processes and experiences of women’s participation in terms of: building peer support and collective agency; working politically; planning and undertaking coordinated action in engagement with duty bearers at local (regarding rights and service provision) to national level; and to what extent women new to these spaces have been involved (considering age, location, poverty and education levels, disability, family and other connections, etc.) compared to working with the same core group of women.

d. Strengthening both quantitative and qualitative data collection and analysis processes, recognising that changes relating to gender equality require approaches beyond simple indicators. For example undertake some longitudinal monitoring, which could include participants in regional networks and
advocacy work. Strengthening the collection and use of quantitative data will enable partners to:
avoid counting the same women who may be participants in training or events over more than one
year; and to maintain disaggregated data on key characteristics of participants by age (making
strategic choices about how to examine changes in participation of women of all ages, including
young women); gender; disability and other characteristics that are important for the local context in
terms of diversity (ethnicity, sexual orientation / identity, location and so on.)

e. Continuing to resource MEL as a key priority for partners. This could be through: funding core staff
to work with other staff on MEL or through increasing the number of core staff so that all staff are
able to devote time to MEL; continuing to support capacity building in MEL for IWDA and partners
through external M&E support; through learning and reflection processes (at team and individual
organisational level, among two or more partners with similar work and approaches, and across the
partners in the program) and; through mentoring and joint data collection and analysis.

f. Developing the use of stories through the most significant change technique, based on a similar
question format to that used in the pilot process, with a selection process and
documentation/feedback on which stories were selected, what was valued and why.

g. Working with partners to identify some “low level” use of outputs descriptors and intermediate
outcomes to fill the gaps in the “missing middle” that is common in log frames. This could be
developed through a theory of change (TOC) process, including development of mini TOCs and
assumptions about what facilitates changes for particular groups of women/young women in local
contexts.

h. Considering development of tools and skills of IWDA and partner staff to track changes related to
advocacy and policy influence work and citizen and duty bearer engagements (including at local
government level).
9 CONCLUSION

As outlined in this report the FLOW program has made significant progress on a number of levels in a relatively short timeframe as a “program in progress.” Working with eight partners over multiple countries with diverse contexts to implement locally appropriate activities to advance women’s civil and political empowerment presents a level of complexity that is beyond usual program management. While there is scope to build a more cohesive and strategic program in the future, the developmental foundations that have been laid through the FLOW program to date are important for ongoing work in the Pacific irrespective of the funding source.

FLOW has strengthened the work of a cohort of women’s organisations that share a common commitment to advancing and defending women’s rights. These organisations create the spaces for women of all ages to develop their own sense of agency through leadership development processes as well as the opportunity to come together to take collective action to influence local, national and international policy and governance processes. While there is still much to be done and much to be learned the value of FLOW is indisputable.
10 ANNEXES

ANNEX 1: REFERENCES


Eade, D, 1997 Capacity Building: An Approach to People Centred Development, Oxfam (UK and Ireland) Oxford


Gender at Work, “What is Gender At Work’s Approach to Gender Equality and Institutional Change?”, viewed October 2015 http://genderatwork.org/gender-work-framework


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Kabeer, N, n.d. ‘The power of association: reflecting on women’s collective action as a force for social change’, UK Feminista

Kelly, L & Roche, C, January 2014 Partnerships for Effective Development, Australian Council for International Development


Laqeretabua, A, August 2015 FWRM Emerging leaders Forum Tracking Study


McLeod, A, June 2015, ‘Women’s leadership in the Pacific’ Developmental Leadership Program


Researching the politics of gender: A new conceptual and methodological approach ESID Briefing Paper No. 7 Research Framing Paper No. 1 Nov. 2014 Effective States and Inclusive Development Research Centre (ESID) UK www.effective-states.org


# ANNEX 2: IWDA AND PARTNER FLOW PROGRAM DOCUMENTS

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Country Operational Plans</strong></td>
<td>Country Operational plans (respectively) for Fiji, PNG and Solomon Islands 2014</td>
</tr>
</tbody>
</table>
| **FLOW Activity Plans**                      | FLOW Activity plan YR1  
FLOW Activity plan YR2  
FLOW IWDA Annual Plan 2014 Final  
FLOW IWDA Annual Plan 2015 Final               |
| **FLOW Funding Orders**                      | FLOW partner-funding orders 2015 (various orders related to FLOW activities) |
| **FLOW Progress Reports**                    | Yr1 2012 IWDA FLOW Progress Report  
Yr2 2013 IWDA FLOW Progress Report  
Yr3 2014 IWDA FLOW Progress Report  
Yr3 2014 CASE STUDIES                          |
| **FLOW MEL**                                 | FLOW indicator tracking 50108  
IWDA Appendix 1 FLOW Monitoring Retreat Report  
IWDA FLOW Project Plan (by Issue Area)  
IWDA Pacific FLOW Project Framework  
FLOW revised log frame for 2013  
IWDA MEL Framework July 2011  
FLOW MTR Report October 26th 2014              |
| **FLOW related Field Trip Reports**          | IWDA Field Trip Reports for PNG, Solomon Islands and Fiji (various) 2012-15 |
| **FLOW Research and Other Products**         | Bougainville Young Women’s Leadership (Draft)  
My Guide to voting- young women’s voices count (FWRM)  
Pacific Young Women’s Leadership Alliance Online Dialogue Issues Series (Summary)  
Public Perceptions of Women in Leadership - A research project of the Fiji Women’s Forum |
| **FLOW Partner Retreats**                   | FLOW Partner Retreat Report 2013  
FLOW Partner Monitoring and Reflection Retreat Workshop Report 2014  
IWDA Partnership Survey Report Final October 2014 |
| **FLOW Partner Resources**                  | Various FLOW partner resources including case studies and stories, program curricula, training materials, CLGF Gender Action Plans, FWF Outcomes Statements (2012-13), femLINKPACIFIC audience survey reports, consultation and other activity reports (e.g. FWF Fiji Consultation on Women’s Participation in National Democratic Processes 2015) |

Note: IWDA and FLOW partners provided a large number of background documents for the purpose of the document review. Given the quantity and range of documents it was not practical to list all reviewed documents individually. For this reason some documents have been grouped into more general categories.
## ANNEX 3: PEOPLE CONSULTED FOR THE FLOW PROGRAM EVALUATION

### PNG

<table>
<thead>
<tr>
<th>Number of Participants</th>
<th>Organisation and Name</th>
<th>Role (where advised)</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Nazareth Centre for Rehabilitation (NCR)</td>
<td></td>
</tr>
<tr>
<td><strong>Arawa 8/9/15 – 9/9/15</strong></td>
<td>(Some interviews conducted with individual, pairs and threes)</td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>Magdalene Toroansi</td>
<td>Nasioi Peacebuilding Association</td>
</tr>
<tr>
<td>2.</td>
<td>Beverly Tamitsi</td>
<td>Executive Director Panguna District Women’s Federation / WHRD</td>
</tr>
<tr>
<td>3.</td>
<td>Mary Genu</td>
<td>Treasurer Panguna District Women’s Federation / WHRD</td>
</tr>
<tr>
<td>4.</td>
<td>Bernadette Komeleko</td>
<td>Secretary Bana District Women’s Federation / WHRD</td>
</tr>
<tr>
<td>5.</td>
<td>Dominic Komaru</td>
<td>5th Bougainville District WHRD Network / Male Advocate Trainer (former Magistrate)</td>
</tr>
<tr>
<td>6.</td>
<td>Stella Tunim</td>
<td>Organisational Development Consultant (Finance)</td>
</tr>
<tr>
<td>7.</td>
<td>Susan Pakoi</td>
<td>Secretary 5th Bougainville Buin District Women’s Federation</td>
</tr>
<tr>
<td>8.</td>
<td>Sr Judith Maritha</td>
<td>NCfR Safe House Coordinator (Arawa)</td>
</tr>
<tr>
<td>9.</td>
<td>Christine Hamei</td>
<td>NCfR Counsellor – Safe House (Arawa)</td>
</tr>
<tr>
<td>10.</td>
<td>Alphonse Pemuko</td>
<td>NCfR Men’s Hub / Male Advocate Trainer (Arawa)</td>
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<tr>
<td><strong>Asitavi 9/9/15</strong></td>
<td>(Pairs)</td>
<td></td>
</tr>
<tr>
<td>11.</td>
<td>Adrian Semosa</td>
<td>NCfR WHRD Trainer</td>
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<tr>
<td>12.</td>
<td>Bernadette Harnetts</td>
<td>NCfR WHRD Trainer</td>
</tr>
<tr>
<td><strong>Chabai 10/9/15 – 11/9/15</strong></td>
<td>(some interviews conducted with individual, pairs and threes)</td>
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<tr>
<td>13.</td>
<td>Mary Sahoto</td>
<td>President Bougainville Women’s Federation (BWF) Selau / Suir District / WHRD</td>
</tr>
<tr>
<td>14.</td>
<td>Theresa Vataviri</td>
<td>President Tinputz Catholic Women’s Association</td>
</tr>
<tr>
<td>15.</td>
<td>Swiede Aflo</td>
<td>BWF President Atolls / WHRD</td>
</tr>
<tr>
<td>16.</td>
<td>Grace Koben</td>
<td>Young Women’s Rep Selau/Suir District Women’s Federation</td>
</tr>
<tr>
<td>17.</td>
<td>Joylene Kenso</td>
<td>Trainer 5th Bougainville WHRD Network</td>
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<tr>
<td>18.</td>
<td>Severina Tawali</td>
<td>WHRD</td>
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<tr>
<td>19.</td>
<td>Josefa Wasas</td>
<td>NCR WHRD Program Support Officer</td>
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<tr>
<td>20.</td>
<td>Geraldine Valei</td>
<td>NCR WHRD Program Support Officer</td>
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<tr>
<td>21.</td>
<td>Chris Tsilohn</td>
<td>NCR WHRD Male Advocate Support</td>
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<td>22.</td>
<td>Clarence Rupa</td>
<td>NCR WHRD Male Advocate Support</td>
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<td>23.</td>
<td>Gerard Kelets</td>
<td>NCR WHRD Male Advocate Support</td>
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<td>24.</td>
<td>Sr Lorraine Garasu</td>
<td>Director NCR</td>
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<td><strong>Bougainville Women’s Federation (BWF) Buka 12/09/15 – 18/9/15</strong></td>
<td>Interviewed in pairs</td>
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<tr>
<td>25.</td>
<td>Agnes Titus</td>
<td>NCfR Program Coordinator</td>
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<tr>
<td>26.</td>
<td>Rose Pihei</td>
<td>BWF Incoming President</td>
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<tr>
<td><strong>Individual Interviews</strong></td>
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<tr>
<td>27.</td>
<td>Isabel Koredong</td>
<td>Program Coordinator</td>
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<tr>
<td>28.</td>
<td>Barbara Tanne</td>
<td>BWF Executive Director</td>
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<tr>
<td><strong>Small Group Discussion - Young Women</strong></td>
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<tr>
<td>29.</td>
<td>Irene Subalik</td>
<td>Young Women’s Research Team and Leadership</td>
</tr>
<tr>
<td></td>
<td>Name</td>
<td>Position/Role</td>
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<tr>
<td>30.</td>
<td>Maryanne Tsinuau</td>
<td>Young Women's Research Team and Leadership Pilot</td>
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<tr>
<td>31.</td>
<td>Beatrice Rani</td>
<td>Young Women's Leadership Pilot</td>
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<tr>
<td>32.</td>
<td>Monalisa Kovoho</td>
<td>Young Women's Leadership Pilot</td>
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<tr>
<td>33.</td>
<td>Florence Tamieb</td>
<td>Young Women's Leadership Pilot</td>
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<tr>
<td></td>
<td><strong>Interviews conducted in pairs and individually</strong></td>
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<td>34.</td>
<td>Celestine Tommy</td>
<td>President Buka District BWF</td>
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<tr>
<td>35.</td>
<td>Rachel Tsien</td>
<td>President Northern Region BWF</td>
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<tr>
<td>36.</td>
<td>Lewisa Amani</td>
<td>President Atolls BWF</td>
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<tr>
<td>37.</td>
<td>Judith Oliver</td>
<td>Project Officer BWF Young Women's Leadership</td>
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<td><strong>Small Group Discussion – Young Women’s Leadership Pilot</strong></td>
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<tr>
<td>38.</td>
<td>Meriba Kiva</td>
<td>Young Women’s Leadership training Pilot</td>
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<tr>
<td>39.</td>
<td>Skailie Kevi</td>
<td>Young Women’s Leadership training Pilot</td>
</tr>
<tr>
<td>40.</td>
<td>Bethseba Bakung</td>
<td>Young Women’s Leadership training Pilot</td>
</tr>
<tr>
<td>41.</td>
<td>Gabriela Makes</td>
<td>Young Women’s Leadership training Pilot</td>
</tr>
<tr>
<td></td>
<td><strong>Interviews conducted in pairs and individually</strong></td>
<td></td>
</tr>
<tr>
<td>42.</td>
<td>Martha Barako</td>
<td>BWF Board Secretary</td>
</tr>
<tr>
<td>43.</td>
<td>Zippora Hilia</td>
<td>BWF Board Central Bougainville Representative, President Wakunai District</td>
</tr>
<tr>
<td>44.</td>
<td>Agnes Nara</td>
<td>BWF Acting President - outgoing</td>
</tr>
<tr>
<td></td>
<td><strong>Commonwealth Local Government Forum (CLGF) Participants 17/9/15</strong></td>
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</tr>
<tr>
<td>45.</td>
<td>Felix Brian</td>
<td>Acting Manager Buka Urban Council</td>
</tr>
<tr>
<td>46.</td>
<td>Helen Aron</td>
<td>Women’s Representative Counsellor, Buka Urban Council Board</td>
</tr>
<tr>
<td>47.</td>
<td>Motsie Kiha</td>
<td>Prosecution Officer, Buka Urban Council</td>
</tr>
<tr>
<td></td>
<td><strong>Voice for Change – Jiwaka 21/9/15- 24/9/15</strong></td>
<td></td>
</tr>
<tr>
<td>48.</td>
<td>Lily Be’Soeer</td>
<td>Founder / Director Voice for Change Jiwaka Province</td>
</tr>
<tr>
<td></td>
<td><strong>Small Group WHRD</strong></td>
<td></td>
</tr>
<tr>
<td>49.</td>
<td>Mary Gele</td>
<td>WHRD / Peacebuilder / President Ecumenical Council of Women</td>
</tr>
<tr>
<td>50.</td>
<td>Maria Kapek</td>
<td>Extension Worker</td>
</tr>
<tr>
<td>51.</td>
<td>Brenda Samson (brief participation)</td>
<td>Voice for Change Finance / WHRD</td>
</tr>
<tr>
<td>52.</td>
<td>Wendy Tol</td>
<td>Extension Worker</td>
</tr>
<tr>
<td>53.</td>
<td>Elis Abraham</td>
<td>WHRD / Women’s Rugby Coach</td>
</tr>
<tr>
<td>54.</td>
<td>Josephine Ken</td>
<td>WHRD / Trainer and Facilitator “Community Conversations”, Maria Kwin Senta</td>
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<tr>
<td>55.</td>
<td>Rose Kants</td>
<td>VfC WHRD Coordinator / President Catholic Women’s Association, Jiwaka</td>
</tr>
<tr>
<td>56.</td>
<td>Marie Mende</td>
<td>WHRD</td>
</tr>
<tr>
<td>57.</td>
<td>Amenda Wusik</td>
<td>WHRD / Extension Worker / Gender Based Violence Trainer</td>
</tr>
<tr>
<td>58.</td>
<td>Wendy Kose</td>
<td>WHRD</td>
</tr>
<tr>
<td>59.</td>
<td>Regina Imange</td>
<td>Counsellor, Voice for Change</td>
</tr>
<tr>
<td></td>
<td><strong>Small Group Discussion Male Advocates</strong></td>
<td></td>
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<tr>
<td>60.</td>
<td>Vernon Mosinakave</td>
<td>WHRD Male Advocate / Councillor Nth Wagi</td>
</tr>
<tr>
<td>61.</td>
<td>Robin Mosi</td>
<td>WHRD Male Advocate / Farmer</td>
</tr>
</tbody>
</table>
62. Simon Kasbai WHRD Male Advocate / Farmer
63. Peter Wali WHRD male Advocate / Pastor/ Farmer
64. Henry Koist WHRD Male Advocate / Deputy Chair Sth Wagi Peace
65. Michael Kumi WHRD Male Advocate / Farmer
66. Mark Pokil WHRD Male Advocate / Peacebuilder
67. James Nop WHRD Male Advocate / Peacebuilder

**Individual Interviews**

68. Christine Kelly Voice for Change Project Support – Young Women’s Empowerment Program
69. Agnes Kerry District Community Health Promotion Officer

**Port Moresby 24/9/15**

70. Tessa Walsh Independent Consultant and former IWDA Program Manager

**FIJI AND SOLOMON ISLANDS**

1. Noelene Nabulivou Founder, Diverse Voices and Action for Equality (DIVA)
2. Shirley Tagi Founder, Diverse Voices and Action for Equality (DIVA)
3. Mereani Rokotuibau Program Manager, Pacific Leadership Program
4. Adi Finau Tabakaucoro * President, Sokosoko vakamarama I Taukei (SSVM)
5. Karibati Taoba Regional Director, Commonwealth Local Government Forum (CLGF)
6. Miriam Rees * FLOW Program Officer, CLGF
7. Ruby Awa Board member, Women’s Rights Action Movement
8. Patricia Pollard Coordinator, WRAM (interviewed by telephone)
9. Sharon Bhagwan Rolls Executive Director, femLINKPACIFIC
10. Sepesa Rasili * Program Manager, femLINKPACIFIC
11. Frances Tawake * Program Associate, femLINKPACIFIC
12. Audrey Seru A/g Program Associate - Broadcast, femLINKPACIFIC
13. Sian Rolls Media Advocacy Officer, femLINKPACIFIC
14. Alisia Evans Program Associate – Research, femLINKPACIFIC
15. Bulou Verebunuya Nausori Convenor, femLINKPACIFIC
16. Nanise Cakau femLINK’s 1325 Nausori Rural Women Leaders Network participants
17. Kesaia Rokobati
18. Torika Vukuqaga
19. Salochana
20. Mamula Devi
21. Teresia Timaleti
22. Vasiti Cakau
23. Iliesa Cakau
24. Bulu Ratu
25. Laisain Mareale
26. Sheleni Lata
27. Wati Raiyawa
28. Tara Chetty Executive Director, FWRM
29. Maraia Tabunakawai * Team Leader – young women’s team, FWRM
30. Mamta Chand * Young Women Officer, FWRM
31. Lillian Delai * Girls Officer, FWRM
32. Losana Tuiraviravi * Coordinator, Fiji Women’s Forum
33. Lawe Mara (Honorary) Treasurer, ELFA Secretariat
34. Funmiike Lilo (Honorary) Coordinator, ELFA Secretariat
35. Tamanirarama Jone Emerging Leaders Forum (ELF) 6 participant
36. Artika Singh ELF 6 participant
37. Daiana Taoba Formerly FWF coordinator (maternity leave replacement) and Intern for FLOW Evaluation in Fiji
Note: * denotes workshop participant

IWDA Staff Interviews
1. Suzi Chinnery – Senior Program Manager, Pacific
2. Elena Ledra – Program Manager, PNG
3. Donna Davies – Director of Finance
4. Aleta Moriarty – Program Manager, Fiji and PNG
5. Bronwyn Tilbury – Program Manager, Fiji and Solomon Islands
Annex 4: TERMS OF REFERENCE FLOW PROGRAM FINAL EVALUATION

16th April 2015

<table>
<thead>
<tr>
<th>Summary Title</th>
<th>IWDA FLOW program: Final Evaluation and Case Study Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Purpose</td>
<td>Evaluate the achievements of the IWDA FLOW program implemented in Fiji, Solomon Islands and Papua New Guinea and document major achievements in case studies for sharing with external audiences</td>
</tr>
<tr>
<td>Outcomes</td>
<td>Final Report suitable for distribution to internal and external audiences Suite of case studies suitable for internal distribution Consolidated pathway of change documented in a poster</td>
</tr>
<tr>
<td>Expected Duration</td>
<td>50-55 days including 26-30 days in the field.</td>
</tr>
<tr>
<td>Reporting to</td>
<td>Sharna Nolan, Director of Programs, IWDA <a href="mailto:snolan@iwda.org.au">snolan@iwda.org.au</a></td>
</tr>
<tr>
<td>Contract management</td>
<td>Suzi Chinnery, Senior Program Manager - Pacific, IWDA <a href="mailto:schinnery@iwda.org.au">schinnery@iwda.org.au</a></td>
</tr>
<tr>
<td>Location</td>
<td>Melbourne and travel to PNG and Fiji</td>
</tr>
<tr>
<td>Commencement</td>
<td>May 2015 or June by negotiation</td>
</tr>
<tr>
<td>Completion</td>
<td>All deliverables are required by 31st October 2015</td>
</tr>
<tr>
<td>Budget</td>
<td>The consultant is requested to include an estimated budget with their proposal. Budgets will be assessed for value for money.</td>
</tr>
</tbody>
</table>

Introduction

The ‘Funding Leadership and Opportunities for Women’ (FLOW) (Jan 2012- Dec 2015) program is a four-year, multi-country and multi-partner program, funded by the Ministry of Foreign Affairs, Government of the Netherlands. It aims to contribute to structural poverty reduction by improving gender equality and the empowerment of women. Women and girls around the world must be given equal rights and opportunities’. IWDA believes that supporting and strengthening the capacities of women’s organisations and networks is key to enabling women’s political engagement, advocating for change and providing a safe space for women to come together and act collectively. Using FLOW funding, we build the capacity and confidence of women to participate in decision-making processes and assume positions of civil and political leadership. IWDA is seeking to engage an external consultant to evaluate the FLOW program through a final evaluation and a collection of case studies that will contribute to identifying and documenting best practice in relation to enhancing women’s civil and political participation in the Pacific. The evaluation will ensure that key learning are shared and contribute to future planning and implementation for civil and political participation programming in the Pacific.

FLOW Program Overview

IWDA’s FLOW Program aims to increase women’s representation in civil and political leadership in three Pacific Island Countries (Fiji, Solomon Islands, and PNG), and drive gender equality. In addition, the
Program acts as a mechanism to network and link organisations both in country and regionally, to enable strategies, experiences and strengths to be shared and to increase collaboration and women's political and civil leadership.

The Program broadens and strengthens partnerships between IWDA and 9 women's civil society organisations including the Fiji Women's Rights Movement (FWRM), femLINKPACIFIC , Commonwealth Local Government Forum (CLGF) Pacific, Women's Action Rights Movement (WRAM) Solomon Islands and Bougainville Women’s Federation (BWF) in Bougainville, Voice for Change in PNG, Bougainville Women’s Human Rights Defenders (via Nazareth Centre) and Jiwaka Women’s Human Rights Defenders in PNG.

FLOW Pacific uses a comprehensive and holistic approach to develop and enable women's civil and political participation and leadership in sub national and national elections (Fiji in 2014, Solomon Islands in 2014 and Bougainville (PNG) in 2015). In doing so, it seeks to build the capacity and confidence of individual women to participate in decision-making processes and assume positions of leadership, while strengthening the capacities of women's organisations and in country networks.

While the FLOW program supports the delivery of specific programs and activities in individual countries and communities, it aims to strengthen and build upon existing programs by sharing ideas, strategies and resources across the Pacific region.

**Evaluation Target Audiences**

This evaluation will capture and present valid and reliable data, evaluate outcomes and impact. It will draw upon and provide statistics to support future program advocacy to government, research institutions and media. The evaluation approach will therefore aim to involve all major stakeholders in critical processes, thus respecting their knowledge and experience. The key stakeholders that have interests in this evaluation are:

- IWDA
- Participating FLOW partners
- Project participants
- The Government of the Netherlands and its FLOW program staff
- NGOs, INGOs and women's civil society groups – in the Pacific and Australia
- In country public and private sector stakeholders
- Regional working groups aimed at improving gender equality
- Grant makers, multi-lateral agencies and donors related to women’s rights and empowerment

**Evaluation Objectives and Approach:**

**Objectives**

Through this evaluation IWDA seeks to learn about change for women’s civil and political empowerment in a context where women have limited representation in public spaces.

The final evaluation report and other outputs will need to meet the following objectives:

- Identify what has been learned through the FLOW program about effective civil and political empowerment programs and locate this against international evidence about what works.
- Identify the results of the program and assess the extent to which achievements meet targets. To identify and collate evidence to support this assessment. This should include documenting unexpected or unplanned outcomes.
- Map what the findings of the evaluation tell IWDA and partners about the key enabling factors to design and implement successful political empowerment programs for women.

The key evaluation questions should align with the FLOW M&E framework, outcomes and indicators, and
IWDA MEL framework. If relevant the evaluation team should refer to the DAC criteria for evaluations: relevance, effectiveness, efficiency. Potential evaluation questions are outlined below and expected to be refined further through the development of methodology, an overview of possible questions are contained in Annex 1. The FLOW Log frame is contained in Annex 2.

Approach

Because this is a multi-country and multi-site study with diverse stakeholders, the biggest challenge for the consultant will be to coordinate and create a process and evaluation design that is workable and enables collaborative input.

IWDA and FLOW partners will endeavour to support the lead consultant with the following:

- Fortnightly planning meetings, led by the Director of Programs and/or Senior Program Manager, Pacific with input from Director of Research, Policy and Advocacy.
- Connections to in country research assistance and Supervisors to successfully meet the data collection and management needs. In Country, our counterparts in Partner civil society organisations should be able to support or potentially undertake key informant interviews with Provincial, national and regional level stakeholders.
- Access to key public, private and civil society stakeholders in each country.

Methodology

It is anticipated that the review methodology will encompass the following:

- Desk review of current documents including the FLOW Mid Term Review (completed October 2014) (May/June 2015)
- Field Based Travel to Fiji and Papua New Guinea
  - Field research with FLOW partners
  - In Fiji – FWRM, femLINKPACIFIC and CLGF (June/July 2015).
  - In the Papua New Guinea – In the highlands with Voice for Change and Jiwaka Human Rights Defenders and in the Autonomous Region of Bougainville with BWF and in the Highlands, PNG (July/August 2015).
  - In collaboration with FLOW partners in country, to facilitate forums with relevant sector actors to ascertain evidence and input into evaluation questions
- In person and distance interviews
  - Stakeholder interviews by Skype or telephone with representatives from FLOW partners in Solomon Islands.
  - Interviews with relevant IWDA staff – specifically Pacific Program Managers responsible for implementing FLOW (past and present)

It is anticipated that the consultant(s) will bring knowledge and expertise in relation to existing global evidence around what works to compare and inform the above review activities. IWDA will look favourably on methodologies that are participatory and empowering, for example:

- Participatory evaluation and story-telling approaches such as Digital Storytelling or Photo Voice
- Mentorship opportunities for local women and CSO staff
- Professional development opportunities FLOW partners. The staff member may contribute to ‘in country’ discussions on the research methodology, questions for stakeholders and initial data analysis.
Ethical Evaluation Standards

In your review methodology please outline how your evaluation will align with the following ethical evaluation criteria:\(^\text{84}\):

1. Respetful – How will the evaluation be cognisant of history and culture, be non-judgmental and empathic and represent possible differences of opinion within the target communities?
2. Relevant – How will the evaluation guide improved practice in future programs conducted by IWDA? How will the evaluation be positioned to guide policy and strategy for the future?
3. Responsible – How will you gain informed consent from the participants of the FLOW Program? How will you frame your questions in order to ‘do no harm’? How would you deal with any disclosure of delicate information from respondents?
4. Reciprocity – How will you acknowledge the respondents contribution of time and energy to the evaluation? How will you ensure the results of the evaluation are shared with respondents and target groups in appropriate forms? How will you verify the results of the evaluation with target groups?

In Country Consultations Stakeholders

Partner Organisations

1. Fiji Women’s Rights Movement (FWRM) – Fiji
2. femLINKPACIFIC – Fiji
3. Commonwealth Local Government Forum (CLGF) Pacific – regional program, based in Fiji
4. Women’s Rights Action Movement (WRAM) – Solomon Islands
5. Bougainville Women’s Federation (BWF) – PNG
6. Voice for Change – PNG and Jiwaka Women’s Human Rights Defenders
7. Women’s Human Rights Defenders (WHRD) Bougainville. The WHRD project is implemented via a partnership with the Nazareth Centre for Rehabilitation.

Stakeholders

1. Community members from each of the partner countries
2. Government representatives (particularly in AROB and Jiwaka, Honiara and Guadalcanal)
3. IWDA Program Managers and other staff
4. Not for profit and donor representative in each country
5. Others as identified during inception phase

Key Deliverables

There are three key deliverables required from this evaluation:

1. A comprehensive evaluation report comparing the program with international best practice
2. Identification and documentation of supporting outputs (to be negotiated, may include case studies, policy briefs, learning paper)
3. Content for a pathway of change poster (similar to IWDA’s highly successful Floating Coconuts poster) to highlight best practice in the Pacific for developing women’s civil and political participation.

IWDA would expect a brief outline of the report and methodology to be included in the Expression of Interest although this will be further discussed with the successful applicant.

Outputs required by the consultant(s) are:

\(^{84}\) These criteria are drawn from a presentation from Anne Markiewicz and Associates. See http://www.anneconsulting.com.au/
## Researcher requirements

It is anticipated that this evaluation may be conducted by one or more evaluators. The evaluation team or individual should possess the following skills and experience:

**ESSENTIAL**

- Proven knowledge and experience in women’s civil and political empowerment programs including active engagement in global policy and programming regarding effective interventions
- Prior experience in analysing research and relating to women and leadership in the Pacific.
- Significant experience in consulting with, and considering the views of key informants including in participatory methodologies
- Experience in translating complex ideas into clear simple frameworks
- Excellent research and writing skills as evidenced by significant high quality research outputs and/or advanced tertiary education (with thesis or publication)
- Ability to plan ahead, anticipate potential challenges and take the initiative in addressing challenges as they arise during field research

**DESIRABLE**

- Language skills for one or more of the focus countries
- Experience in developing case studies, policy briefs and/or learning papers for external audiences

## Expressions of Interest

Expressions of interest should be submitted addressing the following:

- An outline of the proposed methodology to complete the evaluation. This should include a proposed timeline and draft report outline.
- Addressing the criteria as set out in the ‘researcher requirements’ including an outline of all team members to be involved in the evaluation.
- A detailed budget indicating fixed and indicative costs, including travel costs. Consultant accommodation and per diem will be costed in line with IWDA budget policies.

Expressions of interest that do not cover these requirements will not be considered. Due date for expressions is **Wednesday 6th May, 5pm Australian Standard Time**. Submissions should be sent to [jobs@iwda.org.au](mailto:jobs@iwda.org.au)
**ANNEX 5: CONCEPTUAL MODEL**

Prepared by A. Bishop and E. Hogan December, 2015

<table>
<thead>
<tr>
<th>KEY EVALUATION QUESTIONS</th>
<th>LOCATIONS OF CHANGE</th>
<th>LEVELS OF CHANGE</th>
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</thead>
<tbody>
<tr>
<td>1. LEADERSHIP DEVELOPMENT</td>
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<tr>
<td>How effective have leadership development programs been?</td>
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<td>The extent of this as a holistic / integrated approach</td>
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<tr>
<td>What types of leadership development e.g. transformational / representational / individual</td>
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<tr>
<td>Extent of diversity in participants (age, education, urban/rural, cultural, disability, other)</td>
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<tr>
<td>How appropriate to local context</td>
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<tr>
<td>The nature and quality of training, mentoring and follow up</td>
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<tr>
<td>2. ORGANISATIONAL CAPACITY DEVELOPMENT</td>
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<tr>
<td>What have been the key changes in organizational capacity related to FLOW support?</td>
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<tr>
<td>The extent to which this has built strong women’s and other organizations to advance GE</td>
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<tr>
<td>The extent to which this has modelled transformative organizational leadership</td>
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<td>The extent of promotion of women’s strategic interests</td>
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<td>How as this fostered diverse participation</td>
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<td>How effectively have resources been used (operations / functions)</td>
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<tr>
<td>What does this mean for ongoing leadership and capacity</td>
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<tr>
<td>The extent to which this has improved provisions of services in relation to VAW</td>
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<td>3. MOVEMENT BUILDING</td>
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<tr>
<td>To what extent has FLOW enabled movement building among women’s organizations and other CSOs?</td>
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<tr>
<td>How have women’s organizations worked together (FLOW partners and others)</td>
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<td>What drives collaborations</td>
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<td>What are the benefits</td>
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<tr>
<td>How has this promoted women’s rights / empowerment and gov’t / duty bearers responses, e.g. to VAW:</td>
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<tr>
<td>How does this influence policy and practice change</td>
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Recognising the possible interrelationships and synergies among locations of change and with/among levels of change.
IWDA is pleased to have the WAVE Program funded by the Ministry of Foreign Affairs of the Netherlands.