



Australian Government

Department of Foreign Affairs and Trade



REVIEW OF THE AUSTRALIAN NGO GENDER ACTION PLATFORM

February 2022

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ACRONYMS AND ABBREVIATIONS

ACFID	Australian Council for International Development
ANCP	Australian NGO Cooperation Program
ANGO	Australian NGO
ANU	Australian National University
CoP	Community of Practice
CSE	Comprehensive Sexuality Education
DFAT	Department of Foreign Affairs and Trade
DRR	Disaster Risk Reduction
FP	Family Planning
GAP	Gender Action Platform
GBV	Gender-Based Violence
GEB	Gender Equality Branch (DFAT)
HRD	Human Rights Defender
IFC	International Finance Corporation
ILO	International Labour Organization
ISF-UTS	Institute for Sustainable Futures, University of Technology Sydney
KII	Key Informant Interview
MBC	Men's Behaviour Change
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MELF	Monitoring and Evaluation Learning Framework
MHH	Menstrual Health and Hygiene
MHM	Menstrual Hygiene Management
MoU	Memorandum of Understanding
MSI	Marie Stopes International
NGO	Non-Government Organisation
NPQ	NGO Programs, Performance and Quality Section (DFAT)
PNG	Papua New Guinea
SRH	Sexual and Reproductive Health
STOP	Enhancing Women's Voice to Stop Sexual Harassment
UNSW	University of New South Wales
UTS-ISF	Institute for Sustainable Futures University of Technology Sydney
VAW	Violence Against Women
WASH	Water, Sanitation and Hygiene
WVA	World Vision Australia

EXECUTIVE SUMMARY

The Gender Action Platform (GAP) was designed to strengthen Australian non-government organisation (ANGO) programming to achieve gender equality outcomes in developing countries. The GAP design prioritised innovation, collaboration and shared learning, with the expectation that through promoting these values, ANGO projects would make significant and lasting impacts on gender equality and women's empowerment. The GAP was implemented in **Cambodia, India, Myanmar, Kenya, Papua New Guinea (PNG), Sri Lanka, Thailand, Timor-Leste and Vanuatu** by six ANGOs: Marie Stopes International Australia (MSI—in collaboration with WaterAid), World Vision Australia (WVA), Act for Peace, ActionAid Australia, CARE Australia and ChildFund Australia, and accommodated a diverse range of priorities and approaches to tackling gender equality.

Purpose and methodology

The purpose of the review is to document and consolidate learning, challenges and promising approaches in gender equality programs and assess the GAP aid modality. The review methodology draws upon established frameworks, such as the Rao–Kelleher Framework for mapping gender equality outcomes. The basis of the Rao-Kelleher Framework is that: *“In order to bring about gender equality, change must occur both at the personal level and at the social level. It must occur in formal and informal relations”*.¹ The framework addresses change at four levels, awareness and consciousness of gender equality, equal access to resources, policy and structural change and gender norm change.

An assessment of the effectiveness of project approaches and the likelihood of impacts being sustained beyond the life of the GAP was examined by focusing on the projects' change agents and the project teams' interactions with them. The methodology consisted of a desk review and thematic analysis, 23 key informant interviews with ANGO and Department of Foreign Affairs and Trade (DFAT) staff, and a review workshop attended by 43 participants from partner organisations, ANGOs and DFAT across eight countries.

Findings

Beneficiary impact: between July 2017 and December 2020, the six GAP projects reached 226,131 people in 11 countries. The participants included 144,139 women and girls (64%; 96,340 women (42%) and 47,779 girls (21%). Notably total of only 4,217 people with disabilities (2%) participated in the GAP projects, indicating that greater focus is required in future gender equality projects to reach this group.

Individual NGO projects targeted specific demographics and gender-related issues, and the program as a whole aimed to reach a variety of beneficiary groups, including women, girls and boys both in and out of school, adolescent girls and boys in and out of school (MSI/WaterAid and ChildFund), women working in factories (CARE), Karenni and Tamil encamped refugees and returnee women (Act for Peace), rural women (ActionAid) and people with disabilities (MSI/WaterAid).

All projects focused on **awareness and consciousness raising**. All Projects reported increased knowledge for men, women, girls, and boys on topics including gender equality, menstrual health and hygiene (MHH), repatriation processes, violence against women (VAW), climate change and how to access VAW and SRH services.

¹ Rao, A., & Kelleher, D. (2005). Is there life after gender mainstreaming? *Gender and Development*, 13(2), 57-69.

Delivering **awareness and training activities in tandem with activities to strengthen support services** is considered good practice in the prevention of VAW and contributes to sustainability, according to UN Women². All programs had an element of linking VAW service providers to awareness programs, because gender equality training often results in the disclosure of violence and developing partnerships with existing VAW services is an important first step in the implementation of gender equality programs. For example, ChildFund facilitated linkages between adolescent girls and boys and violence response services through visits by Human Rights Defenders (HRDs) and health services³ to schools and communities to provide counselling and support. HRDs and health services also supported teachers with strategies to discuss SRH and VAW. These linkages resulted in a commitment from schools to improve formal referral pathways to VAW response.

Encouragingly, all six of the GAP Projects aimed to change gender norms and employed a variety of approaches, including activities designed to challenge attitudes and behaviours. In many contexts where GAP projects were working, women previously had limited input to decision-making. Therefore all programs pursued a strategy of supporting women's leadership to promote social norm change. Women's leadership supports norm change through women participating in decision-making processes that are normally made primarily by men and providing role models for women's leadership. As a result of GAP projects, women reported having more status with their communities and influence over decision-making in public and private spheres.

In some instances, women and girls' increased knowledge and confidence resulted in women participating more in decision-making, which in turn provided access to resources, and contributed to shifting norms and influencing policy change. For example, the ActionAid project in Cambodia, Kenya and Vanuatu increased women's knowledge on the gendered impacts of climate change, including impacts on food security and confidence building through leadership skills training and exchanges with women leaders. Resources were addressed through access to community savings groups in Kenya and access to markets in Vanuatu. Norms were shifted by increasing women's access to government decision making processes about climate change policy.

Other strategies to address norms included: challenging attitudes regarding sexual harassment in factories (CARE), youth-focused programs designed to improve attitudes to gender-equal relationships for adolescents (ChildFund and MSI/WaterAid), men's behaviour change with known perpetrators of violence (WVA) and changing refugee and return processes to make them more gender-sensitive through increasing women's access to decision making and financial resources.

GAP partners also **addressed harmful attitudes that support VAW**. All projects found that three years was too short a time to be able to change attitudes and behaviours regarding gender equality substantially. Some indications of change in attitudes were reported, but harmful attitudes often proved to be persistent. For example, CARE found that men's and women's attitudes and behaviour toward sexual harassment had changed for factory managers and female employees. In Myanmar, from the baseline to the evaluation the proportion of factory managers who believe it isn't sexual harassment if the worker did not immediately complain about the behaviour halved from 1 in 3 to 1 in 6. In Cambodia, the baseline found 1 in 5 women had observed inappropriate touching embracing or kissing a co-worker without their consent, whereas during the evaluation only 6% reported this behaviour. However, CARE also reported that while there was a decrease in reported instances of sexual harassment following the implementation of the CARE sexual harassment prevention project in factories, 40% of female workers in Myanmar still felt it would be risky for them to take action against sexual harassment in their factory.

² UN Women (2015). *A Framework to Underpin Action to Prevention Violence Against Women*.

³ Human Rights Defenders are women's community-based organisations that support women and children experiencing violence.

All six projects were successful in changing policies, practices, and curricula within national government systems and the private sector. According to Rao and Kelleher, policy change is likely to contribute to the sustainability of gender equality impacts when it is part of a larger program that focuses on awareness, norm change and improved access to resources. GAP partners were well placed as ANGOs to leverage long-term existing relationships to influence policy change within the three-year timeframe.

Examples of policies, and laws that have changed as result of the GAP

Act for Peace influenced the UN High Commissioner for Refugees and government stakeholders to be more gender sensitive in the practice of return and repatriation of refugees.

PNG's National Department of Education approved and endorsed a comprehensive sexual education guide, which includes an integrated approach to SRH and menstrual hygiene management (MHM) (MSI/WaterAid).

PNG's National Department of Education endorsed the respectful relationship learning resource materials for inclusion in its Citizenship and Christian Values curriculum (ChildFund).

The Myanmar Occupational Safety and Health Law approved by the Union Parliament incorporated changes advocated by CARE and its partner organisations.

Women and implementing partners created, validated and submitted a Climate Change Charter of Demands and contributed to the Baringo (Kenya) Country's Climate Change Adaptation Action Plan 2018-2022 (ActionAid).

Lessons

Balancing exposure and reach. The GAP projects documented challenges in balancing exposure and reach for training activities; that is, whether to target a large number of training participants (high reach) or to work with few training participants and work more intensively (high exposure). For gender equality programs, the GAP projects found that it was more beneficial to focus on a smaller group of people, because grasping the key concepts of gender equality, and then being able to apply them, takes time and multiple interventions. It was also found in several evaluations that more intensive support is required for women to gain confidence to participate in decision-making. For example, WVA found that each of the components of the project would have benefited from longer, more in-depth and consistent training. Project participants also thought that more handouts and materials would have helped them to fully grasp the messages and share them with others, which would have strengthened project impact.

Systems to measure changes in knowledge and confidence. Several GAP projects experienced challenges in demonstrating changes in knowledge and confidence. Some projects encountered methodological challenges in measuring changes in knowledge and confidence, including slightly different questions and interviewing different program participants at the baseline and endline impaired detection of changes in knowledge. In contrast, the Act for Peace project, supported by the Institute for Sustainable Futures, and ActionAid in partnership with Monash University's Monash Gender, Peace and Security Research Centre used a longitudinal study of program participants—a good example of high-quality data collection.

Monitoring changes in attitudes and behaviours. A common challenge discussed at the GAP Review Workshop (March 2021) was that project staff experienced challenges in implementing robust monitoring systems to measure changes in attitude and behaviours. These challenges are similar to the methodological issues detailed above in measuring changes in knowledge and confidence, such as baseline and endline questions being slightly different, or sampling inconsistent. CARE who was supported by the University of New South Wales and Act for Peace/ISF-UTS were exceptions and had consistent measuring of attitude and behaviour change.

ANGOs are well positioned to influence policies. Like norm change, all partners found that influencing policy is a long-term process. However, GAP partners were well placed as ANGOs to leverage long-term existing relationships with the private sector (CARE), government agencies (ChildFund, MSI/WaterAid, Act for Peace), and in-country NGO partners (Act for Peace and ActionAid) to effectively influence changes in policy within a three-year timeframe. Partnerships and ongoing relationship building with government officials and advocacy networks were crucial, as was an understanding of political economy analysis. In-country ANGO and partner staff and networks were key to advocacy processes.

Linking advocacy to international commitments. This included capitalising on the emerging International Labour Organization (ILO) Convention on Violence and Harassment⁴ to document the economic cost of sexual harassment in the garment sector, and using the evidence base to influence employers, trade unions and governments to act. Engaging with the FairWear advocacy network and advocating for new provisions were key advocacy activities that resulted in a change in Myanmar's Occupational Safety and Health Law (CARE).

Communities of Practice improved coordination and government ownership. Understanding the policy environment and work of other stakeholders are important aspects of influencing policy. MSI and WaterAid developed two Communities of Practice (CoP) on SRH/FP and MHM in Timor-Leste and PNG, which were effective in increasing coordination, information sharing and ownership of these issues. The CoPs also promoted learning between GAP and ANCP NGOs in the two countries.

Resistance and backlash Most partners experienced difficulty in engaging men and challenging norms, facing resistance and backlash by men. These issues were not necessarily resolved, but GAP partners' recommended strategies were to move slowly and find entry points into issues that are taboo and difficult to discuss, identify and work with male champions through multi-sectoral coalitions, work in partnership, and promote evidence-based approaches. Planning for backlash through partnership with VAW service agencies was also an important strategy.

Merits of the modality

ANGO KIs reported that overall, the **modality was highly valued** and enabled them to accelerate thinking and influence with stakeholders on gender equality approaches that would have taken longer to progress with funding such as ANCP. For example, CARE staff reported that they might not have collaborated with the International Labor Organization without the GAP.

ANGO KIs also appreciated that the program was within the ANCP systems and processes and did not add additional reporting burdens. ANGOs also noted the flexibility of the GAP, which supported innovation. DFAT KIs also reported that the ANGOs were trusted partners with long-term relationships and capable of implementing complex gender equality programs, particularly those aimed at gender norm change.

All ANGOs implemented innovative projects:

- ActionAid built on experience supporting women's collective action to promote women's active involvement and leadership in climate change, humanitarian preparedness and recovery policies. The project was innovative in linking different types of partners together so that women could mobilise and take action at local, national and global levels.
- Act for Peace implemented a world-first approach based on engagement with regional and international refugees using the Global Compact for Refugees⁵. The project pioneered a refugee-led approach to strengthen women's resilience and gender equality in the return and reintegration

⁴ International Labour Organization, C190 – Violence and Harassment Convention, 2019 (N. 190).

⁵ <https://globalcompactrefugees.org/article/equality-refugee-women-return-reintegration-context>

process for Tamil and Karenni refugees while developing evidence-based guidance to help women prepare for safe, dignified voluntary repatriation.

- CARE extended previous work in the Cambodian garment industry to address the sexual harassment of women in the private sector. CARE built on its work with the garment industry in Cambodia to extend its approach to Myanmar, then combined ANCP and GAP funding to implement the approach to Laos and Vietnam.
- ChildFund extended its expertise in working with primary school children in PNG to focus on adolescents. The aim of developing the respectful relationships learning resource manual was to use existing, evidence-informed resources to develop a modified participatory tool relevant and suitable to the PNG context.
- MSI and WaterAid integrated and adapted previously discrete programming approaches to SRH and MHM to better meet adolescent health and MHM needs in secondary schools in PNG and Timor-Leste. The project was the first in the Asia Pacific to integrate SRH and MHM in schools.
- World Vision Vanuatu implemented one of the few men's behaviour change projects in the Pacific to date.

Collaboration between ANGOs and DFAT was enhanced through the GAP and occurred between projects and with external organisations in the aid sector. Collaboration was an essential function within the GAP as a principle or way of working to enable the influence of change agents and supported learning and innovation outcomes. New collaborations with change agents and stakeholders were crucial for policy influence.

Collaboration also supported learning in the GAP at multiple levels (within ANGOs, between ANGOs and the sector, between ANGOs and DFAT) and most learning was focused on influencing the aid sector at regional and global levels. **A number of knowledge products were developed by GAP partners to share learning with the sector:**

- MSI/WaterAid: *Integrating Menstrual Health, Water, Sanitation, and Hygiene and Sexual and Reproductive Health in Asia and the Pacific*
- Act for Peace: *I'm Prepared Policy Brief, and I'm Prepared Year 3 Learning Report*
- ChildFund: *Rights, Respect, Resilience Learning Resource Material promotional document and Let's talk about: Methods of Contraception* teacher instructional guide
- ActionAid: *Gender Responsive Alternatives to Climate Change* Research Brief
- CARE: STOP Regional Reflection Report

Lessons from the modality

Two components that ANGO KIIs commonly observed that enabled learning were the **partnerships with universities and multi-country programs**. The university partnerships supported learning and complex M&E processes and five of six projects were supported by university partnerships. GAP funding supported multi-country programs to fund learning workshops and exchanges to learn and adapt approaches from different contexts. Examples include ActionAid, CARE and Act for Peace.

Consortia GAP ANGOs were encouraged to work in consortia with the private sector, government, other ANCP-accredited ANGOs or non-traditional networks. However, consortia between MSI and WaterAid was one of the most effective strategies to promote cross-ANGO learning. The GAP could have provided slightly higher funding allocations to cover the costs of providing consortia between ANGOs.

More resources were needed to promote learning across the GAP. There were very diverse focus project focus areas, approaches and contexts across the GAP projects. However, many commonalities documented in this review include norm change, youth-focused programs, influencing change agents, engaging with men, private sector engagement, and policy influence. One or more of these themes could have been the basis

for further joint learning and collaboration. The GAP learning would have been further supported through and a joint MEL framework (MELF) and theory of change or learning agenda to better facilitate cross-program lessons.

Recommendations

The review resulted in specific recommendations for future gender-focused NGO joint programs. They aim to build on good practices and lessons identified from the GAP.

1. Australian NGOs should continue to build on “Do No Harm” practices developed under GAP through:
 - Providing training for project and partner staff on managing disclosures of violence and offering referral pathways to appropriate services. Referral pathways should be well documented and easily accessible
 - Linking gender equality awareness programs to counselling services. Gender equality programs, particularly when they are challenging norms, can result in the disclosure of violence. GAP projects demonstrated planning for disclosures through partnerships with formal violence response services
 - Fostering stronger relationships between schools, local health centres and service providers to support students experiencing family violence.
2. Australian NGOs focused on influencing gender equality policies should consider:
 - Investing in long-term relationship building with leaders and political economy analysis when focused on policy change
 - Establishing Communities of Practice to increase government coordination and ownership of policy change efforts on specific gender equality issues
 - Investing in the education of women leaders on gender equality policy messages and advocacy strategies.
3. Australian NGOs working on norm change with youth can strengthen programming through:
 - Considering whole-of-school approaches which are considered best practice. Whole-of-school approaches promote norm change throughout the entire school community, including parents, faith, youth and traditional leaders, along with teachers and students.
 - Ensuring development of holistic school curriculum is government led. Education materials which address both MHM and SRH require a lot of time and strategic government engagement to be incorporated into the curriculum, mostly due to the sensitivity of the content. Government engagement in the content from the outset is critical for successful integration.
 - Supporting MHM programs with M&E frameworks that incorporate monitoring of access to improved MHM facilities and attitudes and comparative data about girls’ attendance. This can contribute to the global evidence base on MHM and its impact on girls’ education.
4. Australian NGOs working on gender equality can improve designs and measuring their contributions to gender equality through:
 - Focusing gender equality programs on achieving changes in policy and access to resources as well as changes in attitudes and critical consciousness (in line with the Rao–Kelleher Framework).
 - Ensuring that project designs take the attitudes of change agents into account and have theories of change that include expected changes in their knowledge, attitudes and behaviours, as well as those of beneficiaries.

- Focusing intensely on fewer target groups and/or locations rather than spreading project resources thinly across many communities. Most GAP projects found that this approach was more beneficial, because participants need time to fully understand and apply gender equality concepts.
- Ensuring that designs have specific interventions to promote disability inclusion
- Investing in staff training on baseline data collection to measure changes in knowledge, attitudes and practices, related to issues such as gender equality, VAW, MHM and FP. Ensure that proper sampling is used, and train staff on data collection. Ensure that the attitudes of change agents (teachers, coaches, peer educators, counsellors, faith and traditional leaders) and project staff are monitored, as well as those of beneficiaries.
- Investing in robust monitoring systems that have consistent questions to inform the continuous improvement of training programs, such as longitudinal studies of program participants. Use frequent and consistent data collection for knowledge and monitor often to inform ongoing training adaptation
- Ensuring that men and women participate equally in the monitoring and evaluation of men's behaviour change programs

5. For future joint NGO gender equality programs, DFAT should consider:

- Continuing to require ANGOs to use gender analysis to inform project designs
- Developing an overarching M&E system or learning agenda⁶ to facilitate program wide learning in future joint gender equality programs. Learning processes need to be supported by additional funding and human resources to support learning processes.
- Continuing to fund multi-country projects with funding to facilitate learning across diverse contexts
- Continuing to innovate and support diverse approaches to gender equality within ANCP
- Promoting university partnerships to support learning within ANGOs and dissemination to the development sector
- Incentivising partnerships between ANGOs by including separate budget lines to cover additional transactional costs of partnerships.

⁶ For further information on developing a learning agenda see: <https://usaidlearninglab.org/qrg/learning-agenda>

1. INTRODUCTION

This report presents the findings of a review of the Gender Action Platform (GAP)—an aid investment by Australia’s Department of Foreign Affairs and Trade (DFAT) aimed at strengthening gender equality programming in the Indo-Pacific region. The review was commissioned by DFAT’s NGO Performance & Quality Section (NPQ) and Gender Equality Branch (GEB), with support and guidance from Australian non-government organisation (ANGO) implementing partners. The review was undertaken by FH Designs Pty Ltd in two phases. The first phase took place between March and August 2020 and second phase began in July 2020 and concluded in July 2021.

The first phase produced a preliminary review in August 2020. The findings of the preliminary review were presented and tested with the Australian NGO Cooperation Program (ANCP), GEB and ANGOs through individual consultations. An online learning workshop including partner staff, ANGOs, ANCP and GEB was conducted on 16 March 2021 to validate emerging themes.

1.1. Background

The GAP was a \$10.5 million competitive grants program funded by DFAT’s GEB and administered through the ANCP. It was designed to be implemented by ANGOs over a three-year period from July 2017 to September 2020. Six NGOs were selected from a pool of 34 applicants to implement projects in nine countries—Cambodia, India, Myanmar, Kenya, Papua New Guinea (PNG), Sri Lanka, Thailand, Timor-Leste and Vanuatu—with grants ranging from \$1.25 million to \$2.25 million (Table 1)). The successful NGOs were required to contribute 20% matching funds.

The objective of the GAP was to strengthen ANGO projects to enhance gender equality outcomes in countries in Asia and the Pacific through:

- The delivery of innovative or transformational projects that reduce violence against women (VAW), increase women’s economic opportunities, and improve leadership for and by women through collective action
- Shared learning on good gender equality practice and lessons from trialling new approaches with the GAP ANGOs and the broader ANCP
- Increased collaboration on gender equality development challenges, including between ANGOs and DFAT’s bilateral and regional programs.

The GAP aimed to encourage innovation, development coordination, improved monitoring, evaluation and shared learning processes, and effective partnerships across projects addressing gender equality. Further, lessons learned from the GAP were expected to inform good practice more broadly within the ANGO sector and DFAT.

The six successful ANGOs, all accredited under the ANCP, were considered to have satisfactory management and quality assurance systems. The GAP design did not articulate an overarching theory of change or prescribe a monitoring and evaluation (M&E) system, but rather required implementing ANGOs to align with ANCP systems and protocols.

Table 1 - Overview of the GAP projects

Lead NGO	Consortium partner/s	Project	Geographic focus	Value (GST inclusive)
Marie Stopes International Australia (MSI)	WaterAid In country partners – MSI PNG, MSI Timor-Leste, WaterAid PNG, WaterAid PNG	Keeping girls in school through improved reproductive and menstrual health	Timor-Leste PNG	\$2.25M
Act for Peace	Institute for Sustainable Futures University of Technology Sydney (UTS-ISF) In-country partners —The Border Consortium (Myanmar-Thailand) and the Organisation for Eelam Refugee Rehabilitation (India and Sri Lanka)	“I’m Prepared” Equality for refugee women in the return-reintegration context	India Sri Lanka Thailand Myanmar	\$1.5M
ActionAid Australia (ActionAid)	Huairou Commission; Monash University: Monash Gender, Peace and Security Research Centre In country partners - ActionAid Kenya, ActionAid Cambodia, ActionAid in Vanuatu and ActionAid International	Gender Responsive Alternatives to Climate change	Vanuatu Cambodia Kenya	\$2M
CARE Australia (CARE)	University of New South Wales (UNSW) In country partners – CARE Cambodia and CARE Myanmar	Enhancing Women’s Voice to Stop Sexual Harassment (STOP)	Cambodia Myanmar	\$1.5M
ChildFund Australia	Young Women’s Christian Association, PNG	Rights, Respect, Resilience: skills for safe, equitable and respectful relationships	PNG	\$1.25M
WVA Australia (WVA)⁷	In country partners – World Vision PNG and World Vision Vanuatu	Action Against Gender Violence: Engaging Men, Youth and Children	PNG Vanuatu	\$2M

The GAP projects were implemented in a range of ways:

- Act for Peace assisted refugee women to both prepare to return and to reintegrate into their home countries (India to Sri Lanka, Thailand to Myanmar)

⁷ Promundo is listed as a consortium partner for WVA, but is not included in any project reporting.

- CARE Australia contributed to improving the working rights of women and the prevention of sexual harassment in garment factories in Cambodia and Myanmar
- MSI and WaterAid Australia helped to keep girls in school in Timor-Leste and PNG through improved reproductive and menstrual health management (MHM)
- WVA engaged men, youth and children in PNG and Vanuatu to help reduce gender-based violence (GBV)
- ChildFund worked with schools and communities in PNG to raise awareness about respectful relationships⁸ between adolescent boys and girls and gender equality
- ActionAid Australia supported women's leadership in gender-responsive alternatives to climate change (Vanuatu, Kenya and Cambodia).

Further details of each of the six projects is given in Annex I.

2. REVIEW FRAMEWORK AND METHODOLOGY

2.1. Review purpose, audience and scope

The review had three objectives:

1. To assess the impact and effectiveness of the GAP projects and factors contributing to sustainability
2. To capture lessons and identify good practices in relation to fostering gender equality and empowerment
3. To assess the merits of the GAP aid modality.

The timing of the review allowed it to form part of the learning agenda for the GAP Program.

Recommendations from phase 1 of the review were fed back to the GAP project teams to inform the last six months of implementation.

The review has three broad audiences:

- **GAP implementing partners:** ANGOs, consortia partners, and in-country stakeholders, who are likely to benefit from an independent evaluation of the platform for the purposes of internal reflection and continuous improvement
- **DFAT:** NPQ, GEB, DFAT senior executives, DFAT posts in the nine target countries (and indeed development practitioners throughout DFAT), and any DFAT section concerned with improving gender equality and empowerment outcomes, may benefit from lessons and good practices identified through the review. In addition, the review findings will inform future phases of DFAT's gender equality funding.
- **Sector:** the GAP design foreshadowed the potential for the ANGO sector⁹ (through ANCP processes) to benefit from lessons and the documentation of good practices.

The review addressed these audiences through the production of this formal report in line with DFAT's standard practice. Further dissemination of findings and lessons will be conveyed through engagement in an ANCP Learning Event.

⁸ Respectful relationships are gender equality programs aimed at boys and girls. They include topics such as gender equality, SRH, positive role models, and healthy relationships.

⁹ and potentially, development practitioners more broadly.

2.2. Conceptual framework

The review team adopted a utilisation-focused approach¹⁰, meaning that the methodology was designed to maximise the usefulness of the review findings for the intended audiences. The framework and methodology were documented and approved by DFAT prior to the commencement of the review and are contained in Annex 1.

The review terms of reference posed more than 17 review questions (Annex II). The review team clustered these questions around three key themes considered central to the purpose of the review (based on the stated objectives) to assess and capture lessons and good practices:

1. Beneficiary impact
2. Effectiveness and sustainability of approaches
3. Merits of the GAP modality.

To overcome the challenges associated with synthesising a broad variety of project-level approaches and contexts, the conceptual framework used an actor-based approach¹¹ by defining three groups of actors that were common to all projects:

- **Beneficiaries**, or the people whose lives the projects seek to improve, and who are the focus of the project impacts
- **Change agents**, or the people who have responsibility for providing the services or creating the enabling environment in which the beneficiary impacts can be realised
- **Project teams**, who utilise project resources to work with the change agents and beneficiaries to bring about the desired changes.

These three groups of actors broadly align with the three themes of the review—*beneficiary impact*, *effectiveness/sustainability of approaches*, and *merits of the modality*—respectively. The themes are summarised below.

2.3. Beneficiary impact

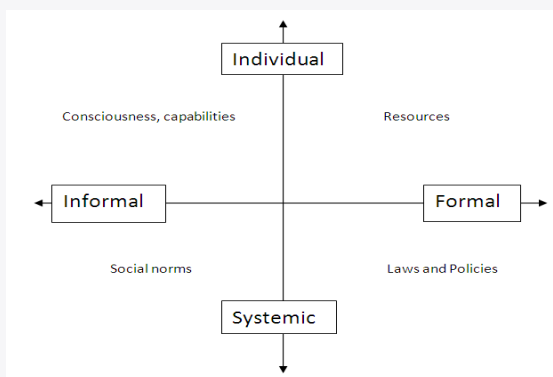


Figure 1 - Rao-Kelleher Framework

To examine the nature and extent of the beneficiary impacts, the review team adopted the Rao-Kelleher Framework¹², which is an established model for the assessment of the changes required to achieve equality and empowerment, allowing examination of the nature and extent of beneficiary impacts. The Framework is a matrix consisting of two axes (formal—informal and individual—systemic) which creates four quadrants (consciousness, resources, norms and policies), as illustrated in **Error! Reference source not found.**¹³

¹⁰ Patton, M.Q. (2008). Utilization-focused evaluation (4th edition). Thousand Oaks, CA: Sage

¹¹ Koleros, A., Mulkerne, S., Oldenbeuvig, M., & Stein, D. (2020). The actor-based change framework: A pragmatic approach to developing program theory for interventions in complex systems. American Journal of Evaluation, 41(1), 34–53. <https://doi.org/10.1177/1098214018786462>

¹² Rao, A., & Kelleher, D., (2005) Is there life after gender mainstreaming? Gender and Development, 13(2), 57-69.

¹³ The methodology described in Annex II disaggregates the mapping into a 16-cell matrix by defining four points along each axis, but this was ultimately deemed unmanageable, so the review team reverted to using the framework described here.

The methodology for describing beneficiary impacts of the GAP, therefore, involved mapping the planned outcomes and substantive impacts reported by the ANGO projects to one of the four quadrants in this matrix.

2.4. Effectiveness and sustainability of approaches¹⁴

The effectiveness of project approaches and the likelihood of impacts being sustained beyond the life of the GAP was examined by focusing on the projects' change agents and the project teams' interactions with them. The methodology synthesised lessons learned about working with change agents through desk review of the independent evaluations and Final Performance reports for the six projects using thematic coding to assess common themes and lessons across projects.

2.5. Merits of the modality

The approach to assessing the merits of the modality of the GAP was based on the idea that the efficacy of project interventions is determined by the extent to which project teams have been able to innovate, as well as collaborate with each other, their peers and the wider world, learn from the implementation process, and capture and apply these lessons to improve performance.

Innovation was classified according to whether GAP projects had adopted a new focus (class of beneficiary or change agent) or a new approach or method of influencing change agents.

The methodology used to assess the nature of collaboration involved mapping the interactions of project teams with others according to a hierarchy of three conceptions: *coordination*, whereby project teams communicate effectively to minimise inefficiencies; *cooperation*, whereby activities and efforts are sequenced efficiently in such a way that responsibilities for outcomes are shared; and *collaboration*, where synergies with partners are identified, and workstreams integrated to ensure mutual accountability and optimised impact.

The concept of learning was investigated by examining the nature of activities and processes designed to capture and share key lessons, both formally and informally. Learning took place at four levels: within NGO partnerships/consortia; within GAP projects in a specific country; between the GAP projects and DFAT; and between the GAP and the broader development sector.

2.6. Methods and timeline

The review was conducted in two phases. Phase 1 was implemented from March to August 2020 and consisted of document review and key informant interviews (KIIs) with ANGO, ANCP and GEB staff. A list of the documents reviewed is contained in Annex III, and includes project proposals, progress reports and reviews as well as research reports if provided. A list of KIIs is included in Annex IV. A preliminary report was produced in August 2020.

Phase 2 was implemented between July 2020 and July 2021. The preliminary report was shared with ANGO, ANCP and GEB staff in August 2020. This was followed by a round of follow-up consultations to validate themes emerging in the preliminary report in October and November 2020.

The GAP Review Workshop was held online on 16 March 2021, with 43 staff from partner, project and DFAT staff from eight countries (Annex IV). The workshop focused on validation and further exploration of themes that emerged from the preliminary report: working with change agents, engaging men, youth-focused

¹⁴ Because this was a review, rather than a formal evaluation, the concepts of effectiveness and sustainability were interpreted in a more limited way than is ordinarily applied when using the DAC Evaluation Criteria.

projects and challenging gender norms In April, the final project reports and independent evaluations were reviewed using thematic coding. Overall, 23 KIIs were conducted with project staff and DFAT (Annex V)

Risks and limitations

The scope of the analysis presented in this report was limited by the breadth of the information available from GAP projects, including from project documents and through consultations with project team members.

The review methodology adapted throughout the course of the review in response to COVID-19. The primary change was that a two-day face-to-face workshop planned for March 2021 to assess change agents morphed into a three-hour online workshop in response to travel restrictions. In collaboration with the ANCP team, the decision was made to focus the workshop on validating the themes that emerged from the preliminary review. Hence, this review primarily involves the synthesis and consolidation of learning from the independent evaluations of the six projects.

Key risks and assumptions inherent in the review approach, methodology and framework are listed in Annex I.

3. FINDINGS

This section presents the findings from the application of the methodology and tools described in Section 2.2, drawing on established conceptual frameworks to describe the nature and extent of the ANGOS' gender equality work. This descriptive analysis is arranged according to the three broad review objectives: beneficiary impact, effectiveness and sustainability of approaches, and the merits of the modality.

3.1. Beneficiary impact

Between July 2017 and December 2020, GAP projects reached 226,131 people in nine countries. Of these, 144,139 (64%) were women and girls (96,340 women and 47,779 girls). A total of 4,217 (2%) were people with disabilities.

The projects achieved substantial outreach and capacity-building in communities, government departments, companies, and local NGOs. Examples of awareness-raising and capacity-building since 2017 included:

- 88,484 people (including 53,090 women and girls) participated in awareness-raising training on gender issues and women's equal rights. Sessions focused on topics such as: gender equality, violence against women, sexual and reproductive health, family planning, gendered impacts of climate change, women's economic empowerment, and respectful relationships.
- 23,734 people (including 14,952 women and girls) reported an improved understanding of and reduced tolerance for VAW
- 10,270 people accessed family planning (99% women and girls; 10% girls, and 5% women and girls with disabilities).

In general, all GAP projects aimed to benefit women and girls, but individual ANGO projects targeted specific sub-groups which were selected based on gender analyses. These sub-groups included:

- Girls and boys both in and out of school (WVA)
- Adolescent girls and boys in and out of school (MSI/WaterAid and ChildFund)
- Women working in factories (CARE)
- Karenni and Tamil encamped refugee and also returnee women (Act for Peace)

- Rural women (ActionAid)
- People with disabilities (MSI/WaterAid).

Notably, people with disabilities comprised just 2% of beneficiaries, indicating that greater focus is required in future gender equality projects to reach this group.¹⁵ A good example of disability inclusion was the MSI/WaterAid project, which applied a twin-track approach to its work with people with disabilities. WaterAid and MSI sought to improve how people with disabilities were engaged and benefited from this project. Using long-standing partnerships, country programs worked closely with disabled persons' organisations as both project beneficiaries and project partners. This approach ensured people with disabilities would benefit from access to quality water, sanitation and hygiene (WASH) infrastructure, sexual and reproductive health (SRH) services, and menstrual health and hygiene (MHH) education.

Several ANGOs used deliberate strategies to co-design GAP projects in partnership with beneficiaries. For example, MSI and WaterAid applied a human-centred design approach to the design of the WASH facilities in Timor-Leste and PNG. WaterAid teams (responsible for provision of facilities in schools) used this approach to develop WASH facilities that were girl-friendly, disability inclusive and suited to the context.

ChildFund also involved beneficiaries in activity design, implementation and review. Adolescent girls and boys were involved in the initial testing of respectful relationships materials by seeking their feedback. Youth were then engaged as peer educators to train other adolescents on respectful relationships. Four peer educators also attended the final project participatory reflection meetings. The ChildFund evaluation found that there should have been greater youth involvement in the planning and design of the project, in addition to giving feedback on the materials, and that this could have strengthened the outcomes, particularly within school and community settings.

Recommendation

Future gender equality programs should include the disability analysis and the design of specific disability inclusion activities

Summary of Program Impact

All of the projects developed their own program theories and aligned with the Department's *Gender Equality and Women's Empowerment Strategy (2016)* and linked to country/regional gender equality challenges identified by posts to create collective action. GAP projects contributed to more gender-equal policies within government and the private sector, some changes in attitudes about gender equality, increased understanding of VAW, and increased support for women who experience violence from service providers. As a result of GAP projects, women participated more in local leadership and decision-making processes that were previously dominated by men.

As described in Section 2, to assess the high-level program impacts in GAP, the review drew upon the Rao–Kelleher Framework (Figure 1) which states that:

In order to bring about gender equality, change must occur both at the personal level and at the social level. It must occur in formal and informal relations. This gives us the following four clusters which impact on each other:

- **Consciousness:** women's and men's individual consciousness (knowledge, skills, political consciousness, commitment)

¹⁵ In comparison to disability prevalence, the World Health Organisation estimates that 15% of people experience some form of disability.
<https://www.worldbank.org/en/topic/disability>

- **Resources:** *women's objective condition (rights and resources, access to health services and safety, opportunities for a voice)*
- **Norms:** *informal norms, such as inequitable ideologies, and cultural and religious practices*
- **Policies:** *formal institutions, such as laws and policies.*¹⁶

The review team used the Rao–Kelleher Framework to understand to extent to which the predicted and actual outcomes of GAP projects (according to their theories of change) would likely contribute to the transformational change required to achieve gender equality.

The review firstly mapped planned outcomes against the four Rao–Kelleher quadrants, as articulated in project design documents. Then, drawing on the GAP Final Performance Reports and project evaluations, the review team mapped actual outcomes. The results are presented in Annex III and detailed in the following section. The results demonstrate that—in line with accepted good practice—almost all projects were adopting a comprehensive approach to transformational change by working in all four quadrants and linking awareness-raising with access to services. Mapping of the projects against the framework is in Annex VI. Key results are summarised in the following section along with lessons and recommendations, under the headings of changing consciousness and capability, resources, norms and policies.

Changes in consciousness and capabilities

The top left quadrant of the Rao–Kelleher framework, “consciousness”, represents changes at the individual/community level. “Consciousness and capabilities”, in this context, refers to increasing awareness amongst women and girls of their rights and the services that are available to them, and their confidence to claim their rights. It also refers to raising consciousness and awareness of men of issues of gender equality and VAW.

Key results

All projects focused on awareness and consciousness-raising, and reported increases in knowledge for men, women, boys and girls on topics including gender equality, MHM, repatriation processes, VAW and accessing services, SRH and climate change. All projects reported increases in women and girls' awareness and understanding of issues such as violence against women and girls, sexual harassment, protection and access to violence response services such as counselling, protection and health services. In some instances, women and girls' increased knowledge and confidence resulted in women participating more in decision-making, which in turn provided access to resources, and contributed to shifting norms and influencing policy change.

For example the rural women in Vanuatu, Cambodia and Kenya gained new capacity and knowledge about the gendered dimensions of climate change/disaster risk reduction (DRR) and could describe, explain, disseminate and implement CC/DRR strategies. Women reported increased confidence, status within their communities and involvement in decision-making in public and private spheres, which were primarily male-dominated. Most of women's leadership was within women's groups, and one woman in Kenya was elected to a country-level environmental committee. Women were supported with training about climate change and the development of community women's organisations which provided a safe space for women to practise leadership skills and build confidence. Resources were addressed through access to community savings groups in Kenya and access to markets in Vanuatu.

Women who participated in the Act for Peace project gained key information relevant to their status as refugees, donor support and options for return and reintegration. Women also became more informed about risks and opportunities for protection in camps and as part of return and reintegration processes. Men

¹⁶ Rao, A., & Kelleher, D. (2005). Is there life after gender mainstreaming? *Gender and Development*, 13(2), 57-69

and women became more aware of sexual abuse and family violence. As a result, project evaluations reported that women had increased self-confidence and feeling empowered to make informed decisions for their protection and access to financial resources through the repatriation and return process.

Project evaluations (ChildFund, MSI/WaterAid and WVA) found that boys and girls in PNG (in and out of school) increased their understanding of SRH, women's rights and respectful relationships¹⁷. Male and female teachers reported that they were more confident to teach difficult topics such as respectful relationships and MHM and in using participatory teaching approaches (ChildFund and MSI/WaterAid). Adolescent boys and girls in communities are often already married and dealing with issues of family and sexual and gender inequality. Increased understanding of gender equality appeared to motivate them to have discussions with partners and a desire to model relationships based on equality (ChildFund).

"I am working with the village Chief to address water security. We were able to find funds to install water tanks which gives us water security. After my training, I feel more confident to share information on climate change with the women in the village. We are now more aware of climate change in our lives and doing things to be prepared. .

(Taskforce Leader, ActionAid Vanuatu GRACC project evaluation)

Female factory workers in Cambodia and Myanmar reported feeling more confident to report sexual harassment in the workplace. In Myanmar, the percentage of women who knew that their factory had policies to protect workers from sexual harassment more than doubled (CARE).

Lessons

Balancing exposure versus reach. The GAP projects documented challenges in balancing exposure versus reach for training activities; that is, whether to target a large number of training participants (high reach) or to work with few training participants and work more intensively (high exposure). For gender equality programs, the GAP projects found that it was more beneficial to focus on a smaller group of people, because grasping the key concepts of gender equality, and then being able to apply them, takes time. It was also found in several evaluations that more intensive support is required for women to gain confidence to participate in decision-making. For example, WVA found that each of the components of the project would have benefited from longer, more in-depth and consistent training. Project participants also thought that more handouts and materials would have helped them to fully grasp the messages and share them with others, which would have strengthened project impact.

Systems to measure changes in knowledge and confidence. Several GAP projects experienced challenges in demonstrating changes in knowledge and confidence. Some projects encountered methodological challenges in measuring changes in knowledge and confidence, including slightly different questions and interviewing different program participants at the baseline and endline impaired detection of changes in knowledge. In contrast, the Act for Peace project, supported by the Institute for Sustainable Futures, and ActionAid in partnership with Monash University's Monash Gender, Peace and Security Research Centre used a longitudinal study of program participants—a good example of high-quality data collection.

¹⁷ Respectful relationships describe gender equality programs that are aimed at changing attitudes about gender equality in adolescent boys and girls. Topics for respectful relationships approaches included gender equality, SRH, positive role models, and healthy relationships.

Recommendations

- For gender equality projects, focus intensely on fewer target groups and/or locations rather than spreading project resources thinly across many communities
- Invest in robust monitoring systems that have consistent questions to inform the continuous improvement of training programs, such as longitudinal studies of program participants. Use frequent and consistent data collection for knowledge and monitor often to inform ongoing training adaptation.

Changes in access to resources

The top right quadrant of the Rao-Kelleher Framework, “resources”, refers to women’s increased access to a range of services and assets, including VAW response services, financial services, economic assets, education and health assets such as MHM facilities, and family planning (FP) commodities. Delivering awareness and training activities in tandem with activities to strengthen support services is considered good practice in the prevention of VAW¹⁸ and contributes to sustainability. All six projects linked awareness and training to access to services or complaints mechanisms.

Key results

The Act for Peace project increased refugee women’s awareness of rights and justice mechanisms through awareness-raising in both protection sessions and follow-up support from project field staff. Women and children who had experienced sexual and gender-based violence or child abuse were referred to legal assistance and counselling for survivors. For Karenni women, protection issues were addressed through strong in-country NGO grassroots partnerships, including with the Karenni National Women's Organisation, which runs a safe house for sexual and gender-based violence survivors. Across the four country contexts, there was a general trend towards greater safety, justice and dignity for women.

ChildFund supported linkages between adolescent girls and boys and violence response services. ChildFund facilitated visits by human rights defenders (HRDs) and health services¹⁹ to schools and communities to provide counselling and support. HRDs and health services also supported teachers with strategies to discuss sexual and reproductive health and violence against women. These linkages resulted in a commitment from schools to improve formal referral pathways to VAW response. WVA also worked with HRDs in PNG with a focus on facilitating access to increased financial resources from businesses and the government to support their work.

Women working in factories in Myanmar increased their awareness of sexual harassment and improved reporting processes within workplaces, supported by training and policies as a result of the CARE project. The project evaluation reported that at the end of the project, 99% of women said that they knew that their factories had policies and almost all women knew who to go to in the factory if they experienced sexual harassment. These processes provided women with the confidence to report sexual harassment and employers, and a policy environment within factories in which to respond appropriately.

MSI/WaterAid combined improvements to WASH facilities at schools alongside the delivery of SRH/FP and MHM education sessions. The MSI/Water Aid final evaluation of this project indicated that this approach was effective in enabling girls to apply their new skills and knowledge to improve management of their menstruation at school and remain in school while menstruating. Before the project commenced, girls would

¹⁸ UN Women (2015). *A Framework to Underpin Action to Prevention Violence Against Women*.

¹⁹ Human rights defenders are women’s community-based organisations that support women and children experiencing violence.

have to go home to change their menstrual pads; some students would not return to school because their homes were far away.

Lessons

Linking VAW service providers to awareness programs. All programs had an element of linking VAW service providers to awareness programs, because gender equality training often results in the disclosure of violence. Developing partnerships with existing VAW services is an important first step in the implementation of gender equality programs. GAP projects demonstrated planning for disclosures through partnerships with formal violence response services and mapping of informal supports.

Linking schools to VAW service providers. In PNG, ChildFund found that VAW service provider visits to schools and communities were an effective method of linking students and out-of-school youth to VAW services and building the confidence of adolescent girls and boys to seek help. The school board of management, teachers and the National Department of Education recognised the need for formal referral pathways in schools to manage serious cases. However, teachers require training and support in making referrals. ChildFund also learned that safe and confidential spaces are needed for service providers to give information about access to services to both girls and boys.

Monitoring of MHM and changes in girl's school attendance. The MSI and WaterAid project evaluation found that *"MHM projects often do not incorporate sufficient monitoring of school attendance to sufficiently demonstrate a causal relationship between it and MHM facilities and improved ability to discuss MHM. The few quantitative studies to date of the impact of MHM on school attendance have detected a minimal effect."*²⁰ However, this does not indicate that MHM projects do not have a positive impact on girl's school attendance, but that M&E frameworks need improvement to demonstrate causal links. MSI/WaterAid collected qualitative evidence that could be strengthened with comparative attendance data for girls.

"The bathroom is really good, before they were not clean, and we didn't have separate bathrooms for boys and girls. Girls would realise they were menstruating in the middle of class and they would go home because of their menstruation. Many girls live far from the school so they would not return to class." (Teacher, Timor-Leste, Keeping Girls in School Through Improved Reproductive and Menstrual Health, GAP End-line Evaluation)

Recommendations

- Link gender equality training to access and referral to existing VAW services (counselling, health and police). Awareness-raising and gender equality training alone can be harmful to women in countries with high prevalence rates of VAW and poor access to violence response services.
- Project and partner staff require training on managing disclosures of violence and referral pathways to appropriate services. Referral pathways should be well documented and easily accessible.

²⁰ Sommer, M., et al. (2016). A time for global action: Addressing girls' menstrual hygiene management needs in schools. *PLOS Medicine*, 13(2), e1001962.; Sommer, M. (2014). *'MHM in Ten': Advancing the MHM Agenda in WASH in Schools*. New York, NY: Colombia University and UNICEF.

- Foster stronger relationships between schools, local health centres and service providers to show teachers how to discuss SRH and VAW with students and refer students experiencing VAW to appropriate services.
- Support MHM programs with M&E frameworks that incorporate monitoring of improvements to access to MHM facilities, changes in attitudes and comparative data on girls' attendance. This would contribute to the global evidence base on MHM and its impact on girls' education.

Changes in gender norms

The lower-left quadrant of the Rao–Kelleher framework concerns informal structural changes in norms. This encompasses changes in behaviours, customs and practices that define acceptable conduct for men and women and attitudes to gender equality more broadly. Changing norms requires a coordinated approach across multiple levels of society (individual, household, community, school, workplace). Such changes are slow and complex and typically require sustained, long-term effort²¹.

An Office for Development Effectiveness review of Ending Violence Against Women and Girls programs recommended “*investing in programs that coordinate with justice and services and move beyond awareness.*” Encouragingly, all six of the GAP Projects aimed to change gender norms and employed a variety of approaches, including activities designed to challenge attitudes and behaviours. Three of the six projects (ChildFund, MSI/WaterAid and WVA) engaged boys and girls in activities that foster respectful relationships²², aiming to promote generational change in gender relations.

Key results

In many contexts where GAP projects worked, women had minimal input to decision-making, therefore all programs pursued a strategy of supporting women's leadership and women decision-makers to promote social norm change. As a result of GAP projects, women reported having more status with their communities and influence over decision-making in public and private spheres.

ActionAid supported women's leadership and increasing women's confidence to participate in local decision-making processes and worked with male leaders and partners of female project participants to challenge cultural barriers to women's participation. The evaluation of the ActionAid project in Cambodia, Kenya and Vanuatu found that men's attitudes about women's expanding roles were changing within communities. In Cambodia, women leaders advocated to commune councils on climate change and DRR. In Vanuatu, Chiefs at the community level consulted with women's leaders from the ActionAid project about climate change and DRR matters.

In addition to shaping gender norms through leadership and decision-making, GAP partners challenged harmful attitudes that support VAW. For example, CARE's comprehensive sexual harassment prevention package tested social norm approaches and applied them to sexual harassment prevention. The package aimed to operationalise sexual harassment policies and reporting mechanisms and change men's workplace attitudes toward women. CARE found that men's and women's attitudes and behaviour toward sexual harassment had changed for factory managers and female employees. In Myanmar, from the baseline to the evaluation the proportion of factory managers who believe it isn't sexual harassment if the worker did not immediately complain about the behaviour halved from 1 in 3 to 1 in 6. In Cambodia, the baseline found 1 in

²¹ Equality Institute (2017). *Piecing together the evidence on social norms and violence against women*.

²² For further details of the components of respectful relationships see: Gleeson, C., Kearney, S., et al. (2015). *Respectful relationships: education in schools*. Melbourne: Our Watch.

5 women had observed inappropriate touching embracing or kissing a co-worker without their consent, whereas during the evaluation only 6% reported this behaviour.

ChildFund, MSI/WaterAid and WVA targeted young people for respectful relationships and comprehensive sexuality education (CSE)²³ programs, based on the assumption that influencing norms at a young age can lead to generational change in gender equality. Three of the six projects focused on working with children and adolescents in schools and at the community level through churches and peer educators to reach children not in school. Project evaluations found some changes in attitudes of boys and girls.

WVA also piloted a new approach of working with known male perpetrators of violence to change norms associated with men 'disciplining' their wives by building an understanding of the drivers of violence coupled with anger management techniques.

Example: World Vision Vanuatu—engaging known perpetrators of violence to challenge gender norms

The Men's Behaviour Change (MBC) in Vanuatu built on years of programming with church leaders on the prevention of violence. Working with male perpetrators is a risky approach that can result in increasing VAW. Therefore, WVA work accessed technical advice and rolled out the project as a small pilot, supported by research by the Australian National University's (ANU) School of Regulation and Global Governance.

The research included the views of female partners of the men who were involved in the men's behaviour change project, which is good practice. Women reported that their husband's behaviour had changed and men said that they related to the Christian framing and practical steps for anger management.

Participants in the MBC project indicated they wanted the opportunity to make a formal apology to their spouses, families and communities as a part of the project, with support of facilitators, faith leaders and community leaders. The project is exploring the benefits of restorative justice, which can be adapted and embedded into future programs. However, restorative justice can have negative impacts on women and prioritise reconciliation over access to justice.

The project in Vanuatu continues to be reliant on strong technical support and a safe, confidential environment for implementation which is appropriate given the risk profile of the project, and the fact this project is the first of its kind in Vanuatu.

Lessons

Changing gender norms is a long-term process. All projects found that three years was too short a time to be able to change norms, and that changing attitudes and behaviours is not a linear process. ActionAid reported that although female leaders felt a higher degree of trust from male leaders, *"women continue to face cultural barriers to their expanding leadership and advocacy roles due to patriarchal norms."* The CARE evaluation found that some factory managers continued to view sexual harassment as often *"unintentional"*, highlighting the need for ongoing and long-term training and awareness-raising. While there was a decrease in reported instances of sexual harassment following the implementation of the CARE sexual harassment prevention project in factories, 40% of female workers in Myanmar still felt it would be risky for them to take action regarding sexual harassment in their factory. Again, these issues indicate the long-term and intensive nature of attitude change.

²³ UNFPA states: "Comprehensive sexuality education enables young people to protect their health, well-being and dignity. And because these programmes are based on human rights principles, they advance gender equality and the rights and empowerment of young people" <https://www.unfpa.org/comprehensive-sexuality-education>

Attitudes about the acceptability of VAW are entrenched. While some changes in attitudes were reported in PNG and Vanuatu, high proportions of program participants and change agents still thought that there were instances in which it was acceptable for women to be beaten. These examples demonstrate the challenges of addressing entrenched norms and the importance of collecting attitude data to inform future project strategies. However, these are appropriate questions to ask when monitoring gender equality programs. Reporting negative responses demonstrate the reality of the challenges in changing attitudes of both women and men on this issue in contexts with high rates of violence like PNG and Vanuatu and reinforce the learning that more intensive training is required rather than one-off workshops or awareness sessions. Further lessons and strategies for engaging men in norms change activities is detailed in Section 3.2.

“After the workshop, I whipped one of my children and realised that the training has taught us not to do that! Later on, I approached my child and made a promise never to do that again.” (Male youth FGD, Vanuatu, Action Against Gender Violence: Engaging men, youth and children, Final Evaluation)

Monitoring changes in attitudes and behaviours. A common challenge discussed at the GAP Review Workshop (March 2021) was that project staff experienced challenges in implementing robust monitoring systems to measure changes in attitude and behaviours. These challenges are similar to the methodological issues detailed above in measuring changes in knowledge and confidence, such as baseline and endline questions being slightly different, or sampling inconsistent. This limited the ability to assess the sustainability of norm change approaches. However, projects that were supported by universities in monitoring and evaluation had better data collection on attitudes and behaviours. These include CARE, Act for Peace and ActionAid.

Triangulating results of men’s behaviour change with wives/female family members. WVA employed a sound approach to measuring behaviour change in men by interviewing their wives to triangulate results. The evaluation found that all six interviewees who participated in the MBC program in Vanuatu expressed that the program had had a positive impact on their attitudes and behaviours towards women, which had brought about significant life improvements for most of them. Likewise, every spouse (and one niece, in lieu of a spouse) and a relative/chief of each participant interviewed confirmed that they had seen a positive change in the participant after completing the MBC program.

Recommendations

- ANGOs invest in staff training on baseline data collection to measure changes in attitudes and practices, particularly related to issues such as gender equality, VAW, menstruation and FP. Ensure that proper sampling is used, and train staff on data collection. Ensure that attitudes of change agents (teachers, coaches, peer educators, counsellors, faith and traditional leaders) and project staff are monitored, as well as those of beneficiaries. CARE and Act for Peace and ActionAid offer good examples of data collection that enables measurement of attitudinal changes. WaterAid offered a good example of qualitative data collection on attitude and behaviour changes in teachers regarding MHM.
- Ensure that men and women participate equally in the monitoring and evaluation of men’s behaviour change programs.

Changes in policies

The lower-right quadrant of the Rao–Kelleher framework concerns formal and systemic changes. Such changes can require long-term investment and diverse skills, including policy analysis, advocacy and political economy analysis. Also critical to success is the identification of champions or leaders (who are predominantly men) who can create the impetus or provide authority for the change agenda.

All of the GAP projects undertook some work to influence relevant policies. Notwithstanding the short timeframe for the GAP, NGOs reported encouraging progress and six projects were successful in changing policies, practices, and curricula within national government systems and the private sector.

Key results: Policies and laws that have changed as result of the GAP

- PNG's National Department of Education approved and endorsed a comprehensive sexual education guide which includes an integrated approach to SRH and MHM (MSI/WaterAid).
- Act for Peace influenced the UN High Commissioner for Refugees and government stakeholders' practices of return and repatriation of refugees to be more gender sensitive.
- PNG's National Department of Education endorsed the respectful relationship learning resource materials for inclusion in its Citizenship and Christian Values curriculum (ChildFund).
- The Myanmar Occupational Safety and Health Law approved by the Union Parliament incorporated changes advocated by CARE and its partner organisations, such as the expansion of the scope of the provisions, the participation of women on Occupational Safety and Health committees, and inclusion of the need to provide Occupational Safety and Health training to committee members. In Cambodia and Myanmar, CARE helped management in 29 factories to set up clearer guidelines and mechanisms for dealing with and preventing sexual harassment.
- In Vanuatu, WVA signed an MoU with the Department of Correctional Services to support the scale-up of the MBC project throughout the corrections system.
- Women and implementing partners created, validated and submitted a Climate Change Charter of Demands and contributed to the Baringo (Kenya) Country's Climate Change Adaptation Action Plan 2018-2022 (ActionAid).

Lessons

ANGOs are well positioned to influence policies. Like norms change, all partners found that influencing policy is a long-term process. However, GAP partners were well placed as ANGOs to leverage long-term existing relationships with the private sector (CARE), government agencies (ChildFund, MSI/WaterAid, Act for Peace), and in-country NGO partners (Act for Peace and ActionAid) to effectively influence changes in policy within a three-year timeframe. Partnerships and ongoing relationship building with government officials and advocacy networks were crucial, as was an understanding of political economy analysis. In-country NGO and partner staff and networks were key to advocacy processes.

Linking advocacy to international commitments. This included capitalising on the emerging International Labour Organization (ILO) Convention on Violence and Harassment²⁴ to document the economic cost of sexual harassment in the garment sector, and using the evidence base to influence employers, trade unions and governments to act. Engaging with the FairWear advocacy network and advocating for new provisions

²⁴ International Labour Organization, C190 – Violence and Harassment Convention, 2019 (N. 190).

were key advocacy activities that resulted in a change in Myanmar's Occupational Safety and Health Law (CARE).

Community of Practice to improve coordination and government ownership. Understanding the policy environment and work of other stakeholders are important aspects of influencing policy. MSI and WaterAid developed two Communities of Practice (CoP) on SRH/FP and MHM in Timor-Leste and PNG, which were effective in increasing coordination, information sharing and ownership of these issues. The CoPs also facilitated learning between GAP and ANCP ANGOs in the two countries.

Supporting Women's Charters of Demands. ActionAid found that supporting women's groups to develop three Women's Charters of Demands (in Vanuatu, Cambodia and Kenya) was an effective strategy to support rural women to influence sub-national and national policies. In Kenya, it was used to inform a draft of the Baringo County Climate Change Adaptation Action Plan, which ensures budget allocation for community projects. In Vanuatu rural women leaders continued to contribute to climate change, humanitarian, DRR and women's rights plans and budgets with Government including the Ministry of Health, Women's Affairs and NDMO. The Women's Charter of Demands were supported by training on the issues of climate change and disaster preparedness, and the formation of women's groups to provide solidarity and exchanges with women's groups in other countries to learn about how they have addressed similar issues.

Recommendations

- Invest in long-term relationship building with leaders and political economy analysis when focused on policy change
- Establish Communities of Practice to increase government coordination and ownership of policy change efforts on specific gender equality issues
- Invest in the education of women leaders on gender equality policy messages and advocacy strategies.

Further lessons and strategies for work with government, school and change agents on policy change are detailed in section 3.2.

3.2. Effectiveness of approaches

In development program theory, the selection and mobilisation of key change agents is fundamental to creating sustainable change and to leveraging scarce aid resources.²⁵ Project implementing teams worked directly with change agents to influence their attitudes as a way to achieve lasting impacts among the intended beneficiaries. Success is contingent on engaging with the right change agents and nurturing their capacity to perform beyond the life of project funding.

*GAP approaches to change agents*²⁶

The GAP worked with over 97 in-change agents and stakeholders ranging from local women's groups to members of parliament and engaged with 17 classes of change agent across local, sub-national, national, regional and international scales (Table 2). Nine of the 17 classes of change agent were at the local level. Local change agents were predominantly mobilised to support awareness-raising and norm-changing activities. The most common classes of local change agents were men and boys, and national governments

²⁵ Development theory such as Outcome mapping is based on a principle that social, policy and systems changes depend on human behaviour and therefore outcomes are understood as changes in behaviour. See: Outcome Mapping Learning Community (2021) *20 Years of Outcome Mapping: Evolving practices for transformative change*.

²⁶ Change agents are defined as individuals (women, men, girls and boys) or groups that interact directly with—and are influenced by—project implementing teams. These interactions are expected to foster changes in actions or attitudes that ultimately contribute to lasting changes in gender equality and empowerment. Change agents are likely to be government officials or community leaders but may also include private sector or civil society actors.

(all six projects), followed by violence support services. Women's groups, teachers and school principals were also important change agents due to the focus on youth and school-based projects across the Platform. Four of the six GAP projects also engaged with sub-national change agents (government actors) and the private sector.

Table 2 - Change agents

ANGO	Local									Sub-National	National			Regional	International		Totals	
	In-country NGO partners	Peer educators	Women' s groups	Violence support services	Men and boys	Traditional & faith leaders	Private sector	Teachers	Principals		Sub-national gov	National gov	National NGOs		Trade unions	Regional NGOs		Regional orgs/multi-lats
Act for Peace	x	x	x	x	x		x				x	x		x	x		x	11
ActionAid	x	x	x	x	x	x	x			x	x	x		x		x	x	13
CARE	x		x	x	x		x				x	x	x		x		x	10
ChildFund	x	x	x	x	x			x	x	x	x							9
MSI/WaterAid	x				x	x	x	x	x	x	x	x		x		x	x	13
WVA				x	x	x		x		x	x							6
Totals	5	3	4	5	6	3	4	3	2	4	6	4	1	3	2	2	4	

The approaches the GAP projects took to working with change agents were varied and depended on the specific class of change agent and activity. Working with change agents was a focus of the Review Workshop in March 2021.

Clarity of expected changes due to working with change agents. All projects were highly contextualised, based on sound gender analysis, and focused on collaborating with local partners to influence and build the capacity of change agents to promote sustainability. The ANGO staff and partners at the GAP Review Workshop (March 2021) claimed that a wide range of change agents could be effective in promoting gender equality. One of the key success factors was clarity within the theory of change that articulates the changes expected in working with each of the change agents. Stakeholder mapping was found to be effective for ensuring that projects focus energy on the right change agents and were clear about expected changes. The designs of the CARE and Act for Peace program clearly addressed expected changes with both beneficiaries and stakeholders.

Values alignment. Another success factor discussed at the GAP Review Workshop was ensuring that change agents have aligned values or attitudes, or a willingness to engage with gender equality training. For this reason, in-country NGOs, including women's and refugee organisations, were characterised as effective change agents, but also benefited from capacity building on gender equality and advocacy. Examples

included Act for Peace, which worked with partner organisations comprised of refugees and returnees themselves, including very influential change-makers in the communities. Similarly, ActionAid focuses on community-level women leaders to influence national policies, based on their lived experience of climate change and DRR.

Government change agents. All projects noted that substantial time and effort is needed to build and maintain effective relationships with new government change agents. Government protocols were found to be time-consuming and government officials can be too busy to engage. Evaluations found that projects were more successful in influencing government stakeholders when they had pre-existing relationships. More challenges and delays in implementation were reported by GAP partners who started work with new change agents.

Youth-focused programs

Three projects focused on working with youth (WVA, ChildFund and MSI/WaterAid), and all engaged at multiple levels: with teachers, principals, and provincial and national actors. In PNG, all three projects engaged with the Department of Education to formalise CSE and respectful relationships curricula and reach out-of-school girls and boys.

The three projects faced challenges in attempting to integrate SRH, CSE, MHM and respectful relationships approaches into the national curriculum. The projects found this process took considerable time, requiring the engagement of multiple change agents at the local, sub-national and national levels. A particular challenge identified in evaluations, project reports and the GAP Review Workshop was the reluctance of teachers to discuss taboo subjects with adolescents. Change agents from national health and education offices and teachers all needed to be influenced to support the discussion of gender equality, sexual health and sexual violence in school or within communities.

One strategy used by GAP partners was finding related entry points. ChildFund was asked to address student classroom behaviour by PNG's National Department of Education. ChildFund used that opportunity to focus on children at risk of violence and facilitated visits by formal VAW response services to schools and communities. In Timor-Leste, MSI/WaterAid focused materials and training on MHM as an entry point for discussing family planning, because it is related to learning about menstruation.

ChildFund and MSI/WaterAid found that teachers were reluctant to teach sexual education due to social norms, particularly male teachers discussing menstruation and SRH. This was tackled by training for teachers and provision of additional materials and ongoing support. The MSI/WaterAid evaluation found that male teachers acknowledged that a lack of confidence about SRH/FP and MHM had previously inhibited their teaching of the topics in health education prior to the project. The CSE program and teacher training gave male teachers the information and resources needed to feel confident about the topics, and all subsequently stated that they felt comfortable approaching the topic within their mixed-gender classes.

Although parents and students were involved in the MSI/WaterAid project, some project staff believed there was a missed opportunity to engage other influencers in the community—such as older sisters, aunts, grandmothers and neighbours—in MHM and SRH/FP education sessions. Influencers are an important conduit for dispelling myths and harmful social taboos about menstruation and can ensure that correct information is relayed to girls and young women. Interestingly, parents were not actively engaged in any respectful relationships programs as change agents. Whole-of-school approaches²⁷ for school-based

²⁷ For further information on whole-of-school approaches see UN Women (2015). *A Framework to Underpin Action to Prevent Violence Against Women* and Ellsberg, M., Fulu, E. et al. (2020). *Ending violence against women and girls: Evaluating a decade of Australia's development assistance*, both of which recommend engaging parents and other influencers in school-based programs.

prevention programs are best practice and include the engagement of parents and community leaders along with teachers and students.

MSI/WaterAid worked intensively to develop a CSE program in close collaboration with government officials and teachers to build ownership. They reported that a significant amount of time and strategic government engagement was needed to enable integration of SRH into the school curriculum in PNG, primarily due to the sensitivity of the content. The engagement included coordinating the Community of Practice along with engaging government agency staff in curriculum development. However, they found that government engagement in developing the curriculum content from the outset was critical for success.

Youth-focused programs in the communities had to work hard to get adolescent boys and girls to attend workshops. Peer education approaches were challenging because peer educators require ongoing support and training. However, there were benefits for the peer educators themselves in gaining knowledge and increased status in the community. Female peer educators reported that they were more confident with public speaking and had more knowledge to deliver VAW material and seek help related to VAW and sexual health (WVA and ChildFund).

“Female peer educators that have been trained in the project you know they have been born and brought up in a society where the community thinks they belong in the kitchen and now the community really sees them as someone they can look up to and respect.”
(Former Child Fund PNG Project Officer, ChildFund Rights, Resilience and Respect End-of-Project Evaluation)

Engaging men and boys

All programs sought to engage specifically with men and boys, particularly to influence attitude and behaviour change. A challenge experienced by some projects was resistance from men and male leaders to gender equality activities, particularly activities that challenged gender norms. Projects also faced challenges in engaging men in policy change because most formal structures were male dominated, including community leadership, the private sector, government and churches. In response, several strategies were developed, including engaging with men to address patriarchal norms (ActionAid), identifying and working with male champions (Act for Peace, MSI/WaterAid, CARE and ChildFund) working with multi-sectoral coalitions (CARE), finding alternative entry points (MSI/WaterAid) and working in partnership and promoting evidence-based approaches (CARE, ChildFund, MSI/WaterAid).

Example: Act for Peace: Engaging men on economic empowerment for refugee and returning women

The decades of experience across the “I’m Prepared” partnership in supporting voluntary repatriation of refugees to their home countries led to the identification of risks of disempowerment of women refugees through the return process. Women refugees often return to their husband’s village and live with extended family, are perceived as a burden to the family and community and cut off from the networks and services available in the camp environment in the country of asylum.

To challenge negative perceptions of refugee returnees in general, and specifically to mitigate the risk of social and economic disempowerment of refugee women through the return process, the program adopted approaches to foster economic empowerment as a vehicle for social and political status and empowerment. An example of the approach were women’s empowerment groups made up of formerly displaced and non-displaced women (172 women in Myanmar and 4531 in Sri Lanka), who worked on livelihoods initiatives with savings and loans components and small grants schemes.

Men with perceived power and authority in the local communities in areas of return in Sri Lanka and Myanmar were invited to act as champions of female refugee returnee livelihood initiatives, and to broker linkages with markets, through community economic development forums. The credibility and legitimacy offered by these male champions has so far lent social protection to women returnees, as well as improving their access to markets for joint livelihood projects.

However, the project is cognisant of the risk of future pushback if/when the women’s projects are sufficiently successful to compete with established businesses in the local communities in areas of return, particularly those of the business leaders who are currently offering social protection.

Managing backlash. A related issue discussed at the GAP Review Workshop was the complexity of challenging gender norms and managing violent backlash from men, which is a key consideration in a “do no harm” approach to gender equality. There is an ongoing tension within gender equality practice regarding how to balance challenging gender norms and working within existing norms to affect change. As discussed in section 3.1, with regard to resources, establishing partnerships with formal VAW support services and providing staff training on managing disclosures and referrals of violence were important because backlash is likely in many contexts, particularly in the Pacific.

Strategies offered by program partners at the workshop were to move slowly and to find entry points into issues that are difficult to discuss due to social norms, identifying and working with male champions, working with multi-sectoral coalitions, working in partnership and promoting evidence-based approaches. An example of engaging men in a difficult topic is a short video, produced by Marie Stopes Timor-Leste to raise attention to the issue of MHM, combat myths and social taboos, and get men talking about MHM. The video was shared on Facebook and at events and education sessions in Timor-Leste. MSI and Water Aid found that involving men and boys in discussions surrounding menstruation contributed to transforming negative gender stereotypes and traditional beliefs.

Private sector

Four of the six projects (CARE, MSI/WaterAid, Act for Peace and ActionAid) engaged with private sector change agents. As an example, CARE has aimed to enhance the sustainability of outcomes by successfully embedding sexual harassment policies and complaints mechanisms in factories and providing coaching and mentoring to factory staff and sexual harassment committees to maintain the system. Embedding sexual harassment policies and complaints mechanisms ensured that target factories had improved governance environments once CARE completed engagement. The extensive process of consultation around the model

sexual harassment policy considered needs of different stakeholders and supported the uptake of the policies.

Example: CARE: Working with the private sector as a change agent to prevent violence against women

The STOP project focused on reducing sexual harassment in formal workplaces in Cambodia. The GAP leveraged CARE's 10 years of work with factories in Cambodia and global experience in norms change and private sector engagement to develop a workplace prevention of sexual harassment package. The package includes a sexual harassment policy, training modules for factory employers to deliver to staff and managers, and reporting systems to encourage staff to report sexual harassment.

The project was implemented in Cambodia, Myanmar, Vietnam and Laos through a combination of ANCP and GAP funding. It engaged change agents at all levels: within factories with employees, managers and employers, and with trade unions and business associations at national and regional policy levels. CARE produced a wide range of research and communication pieces showing the cost of sexual harassment to productivity in the garment sector.

CARE found that a multi-stakeholder approach was needed to engage with government ministries (such as ministries of women and ministries of labour) to influence national policy. At all levels, including with members of parliament, CARE had to work to change mindsets toward sexual harassment and victim-blaming.

Research, evidence and learning from this project has been shared regionally and has influenced laws and policies related to sexual harassment and ending VAW. It was shared with regional multilateral organisations, including the ILO. The research was supported through a partnership with CARE and UNSW.

Through the project, CARE learned that the private sector is an effective change agent in the prevention of VAW. However, long-term investment is required; it can take up to two years to develop a relationship with one company.

CARE was able to leverage its 10 years of experience of working with factories in Cambodia to implement the STOP project in Myanmar, Laos and Vietnam. The GAP enabled CARE to engage a project director to support and coordinate ongoing learning between countries to overcome challenges in engaging with multiple stakeholders.

Act for Peace engaged with the private sector through community economic development forums made up of predominantly male business and community leaders. The forums were designed to help women refugees returning to their country of origin to access financial resources and marketing opportunities in local communities in areas of return. Buy-in of male community members was achieved through supporting leaders and men in the wider community to understand and support gender-sensitive preparedness and reintegration for women refugees and returnees. The forums also aimed to support leaders and men in the wider community to understand and support women's rights in the repatriation and return process. The private sector in the areas of return has played an important role in women's livelihood opportunities, with beneficiaries reporting increased incomes and opportunities to access markets.

Recommendations

- Ensure that project designs take attitudes of change agents into account and have theories of change that address expected changes in the knowledge, attitudes and behaviours expected in change agents as well as beneficiaries.
- Development of holistic school curriculum needs to be government led. Education materials which address both MHM and SRH require a lot of time and strategic government engagement to be incorporated into the curriculum, mostly due to the sensitivity of the content. Government engagement in the content from the outset is critical for successful integration.

- For school-based programs, consider whole-of-school approaches²⁸ which are considered best practice. Whole-of-school approaches promote norm change throughout the entire school community, including parents, faith, youth and traditional leaders along with teachers and students.

Sustainability of approaches

Sustainability was enhanced in the GAP through the focus of all ANGOs on collaborating with local partners and influencing and building the capacity of change agents. This approach ensured that project impacts were embedded within local realities and built the capacity of existing local organisations to achieve longer-term gender equality outcomes. Sustainability was also enhanced by the GAP's focus on learning and documentation, which facilitated scale-up of promising approaches to NGOs in other countries or global programs.

3.3. Merits of the modality

The GAP design prioritised innovation, collaboration and shared learning, with the expectation that through promoting these values, ANGO projects would make significant and lasting impacts on gender equality and empowerment. Further, lessons learned from the GAP were expected to inform good practice more broadly within the ANGO sector and DFAT. Innovation, collaboration and learning in the GAP were closely linked. For example, collaborations with university partners contributed to documenting and disseminating learning about innovative approaches to gender equality programming.

Design and funding

The GAP design was based on gender equality challenges set by DFAT posts. The selection of GAP partners was selected based on the strength of their gender analyses which was crucial to the success of the projects. The approach to the gender equality challenges, gender analysis and a focus on innovation resulted in a program with substantial diversity in approaches to gender equality, beneficiaries and contexts.

ANGO KIIs reported that overall the modality was highly valued and enabled them to accelerate thinking and influence with stakeholders on gender equality approaches that would have taken longer to progress with funding such as ANCP. For example, CARE staff reported that they might not have collaborated with the International Labor Organization without the GAP. Two components that ANGO KIIs commonly observed that enabled learning were the partnerships with universities and multi-country programs. The university partnerships supported learning and complex M&E processes. GAP funding supported multi-country programs to fund learning workshops and exchanges to learn and adapt approaches from different contexts. Examples include ActionAid, CARE and Act for Peace. Further details are included in the following section: innovation, learning and collaboration.

ANGO KIIs also appreciated that the program was within the ANCP systems and processes and did not add additional reporting burdens. ANGOs also noted the flexibility of the GAP, which allowed funding to be re-programmed from activities that were not working well to trailing new activities. This flexibility and adaptation supported innovation within the GAP. For example, World Vision Vanuatu planned a

²⁸ For further information on whole-of-school approaches, see UN Women (2015). *A Framework to Underpin Action to Prevent Violence Against Women* and Ellsberg, M., Fulu, E. et al. (2020). *Ending violence against women and girls: Evaluating a decade of Australia's development assistance*, both of which recommend engaging parents and other influencers in school-based programs.

school-based gender equality project, but there were challenges engaging with the education system. In response, World Vision Vanuatu adapted its approach to work within Churches and Sunday schools.

DFAT KIIs also observed it was both efficient and effective to use the existing ANCP modality. Funding was mobilised quickly to accredited ANGOs with robust monitoring and evaluation and financial management systems. DFAT KIIs also reported that the ANGOs were trusted partners with long-term relationships and capable of implementing complex gender equality programs, particularly those aimed at gender norm change.

Innovation, collaboration and learning

Innovation—by definition—involves trying something new. It can be challenging for ANGOs to innovate with public aid funding because of the inherent risk of failure. Yet, innovation is key to tackling complex or ‘wicked’²⁹ problems such as gender equality. The GAP design overtly encouraged innovation. And ANGOs adapted their existing approaches and extended into new contexts. ANGOs noted that the funding modality supported changing and frequently adapting, in line with ANCP processes. In practice, innovation in the GAP involved projects adopting a new *focus* (i.e. a new target area or a new class of beneficiary or change agent) or taking a new *approach* (i.e. addressing a different change domain or adopting a new method of influencing change agents). All six of the GAP projects innovated in the following through responding to a new issue or “Gender Equality Challenge” identified by DFAT posts³⁰ in the design of projects and identifying new classes of beneficiaries, new change agents, or new issues not previously addressed.

The following examples of innovations were reported in project evaluations and Final GAP Performance Reports:

- ActionAid built on experience supporting women’s collective action to promote women’s active involvement and leadership in climate change, humanitarian preparedness and recovery policies. The project was innovative in linking different types of partners together so that women could mobilise and take action at local, national and global levels.
- Act for Peace implemented a world-first approach based on engagement with regional and international refugees using the Global Compact for Refugees³¹. The project pioneered a refugee-led approach to strengthen women’s resilience and gender equality in the return and reintegration process for Tamil and Karenni refugees while developing evidence-based guidance to help women prepare for safe, dignified voluntary repatriation.
- CARE extended previous work in the Cambodian garment industry to address the sexual harassment of women in the private sector. CARE built on its work with the garment industry in Cambodia to extend its approach to Myanmar, then combined ANCP and GAP funding to implement the approach to Laos and Vietnam.
- ChildFund extended its expertise in working with primary school children in PNG to focus on adolescents. The aim of developing the respectful relationships learning resource manual was to use existing, evidence-informed resources to develop a modified participatory tool relevant and suitable to the PNG context.
- MSI and WaterAid integrated and adapted previously discrete programming approaches to SRH and MHM to better meet adolescent health and MHM needs in secondary schools in PNG and Timor-Leste. The project was the first in the Asia Pacific to integrate SRH and MHM in schools.

²⁹ Rittel, H.W.J., Webber, M.M. (1973). Dilemmas in a general theory of planning. *Policy Science* 4, 155–169.

³⁰ <https://www.dfat.gov.au/aid/who-we-work-with/ngos/Pages/australian-ngo-gender-action-platform>

³¹ <https://globalcompactrefugees.org/article/equality-refugee-women-return-reintegration-context>

- World Vision Vanuatu implemented one of the few men's behaviour change projects in the Pacific to date.

Innovative approaches were documented through partnership and consortia with universities in five of the six projects:

- Act for Peace partnered with ISF-UTS to facilitate learning on good gender equality practice and lessons from trialling new approaches and sharing within the sector
- ActionAid partnered with Monash University's Centre for Gender, Peace and Security to maximise the quality of the evidence collected to develop a gender-responsive framework on gender, climate change and security. This framework will continue to support women as they implement their plans and strategies to influence policy.
- CARE partnered with UNSW to conduct rigorous M&E throughout the project
- ANU researched WVA Vanuatu's MBC approach
- ChildFund worked with the University of Melbourne's School of Education, which delivered the teacher training.

Learning supported innovation within GAP projects, and documented innovative approaches in the GAP which took place through both formal and informal processes employed at four levels³²:

- within ANGOs, partnerships/consortia and at the country level
- between GAP ANGOs and DFAT
- between the GAP and ANCP ANGOs
- within the development sector regionally and internationally.

Outcome 2 of the GAP was: *"Shared learning on good gender equality practice and lessons from trialling new approaches with the GAP ANGOs and the broader ANCP."* However, most learning dissemination occurred with the development sector and at the regional and international levels. Learning with GAP ANGOs and ANCP agencies was more limited, as detailed in the following section. Mapping of learning events is included in Annex VII.

Collaboration In the GAP program logic was reflected in Outcome 3: *"Increased collaboration on gender equality development challenges, including between ANGOs and DFAT's bilateral and regional programs."* Collaboration between ANGOs and DFAT was enhanced through the GAP. However, collaboration also had an essential function within the GAP as a principle or way of working to enable the influence of change agents and supported learning and innovation outcomes. New collaborations with change agents and stakeholders were crucial for policy influence, as discussed in section 3.1 and collaborations with universities were highly valued to document and disseminate learning. The mapping of project collaborations is presented in Annex VIII. The following sections discuss critical results and lessons related to learning and collaboration.

Learning and collaboration within ANGOs

Learning within the partner NGOs occurred in two directions: ANGOs drew technical advice from their international networks to support the GAP projects. Second, learning generated from GAP projects was shared by the ANGOs to influence projects in other contexts. ANGOs reported that the GAP improved

³² The review plan defined five levels of learning, but after analysis four clear levels emerged, as reported in this section.

gender-sensitive approaches within their networks. Interviewees also noted that the GAP influenced senior management within ANGOs and contributed to organisational changes. Examples include:

- The gender-sensitive repatriation approaches developed under the GAP have been implemented in Act for Peace's Middle East programs and have informed and strengthened practice within (non-GAP) voluntary repatriation programming undertaken in India and Sri Lanka.
- MSI and WaterAid: the partnership changed ways of working in both head offices and influenced future directions. WaterAid has extensive experience working in partnership, but this was new to MSI and influenced new collaborations.
- World Vision Australia presented its GAP project approaches and results at a World Vision international forum on the mental health and psychosocial impacts of violence on women and children and showcased strategies to reduce it. More than 250 people attended the forum, including representatives of UNICEF and John Hopkins University.
- CARE developed a business case to improve reporting of sexual harassment and will continue to lobby the manufacturing sector to take up the issue in partner/project countries.
- ChildFund undertook an agency-wide gender assessment which resulted in improved gender practice in all its projects.

Learning and collaboration between GAP ANGOs and between GAP ANGOs and ANCP ANGOs

Although learning between ANGOs was limited, the consortium between MSI and WaterAid stands out as an example of cross-ANGO learning within the GAP across Timor-Leste and PNG. Each partner contributed its expertise and government networks in CSE and MHH to create a joint approach to these topics within schools.

MSI and WaterAid also contributed to country-level learning and coordination in PNG and Timor-Leste between GAP and ANCP ANGOs. MSI and WaterAid coordinated communities of practice (CoPs) in Timor-Leste and PNG to promote collaboration and joint learning with stakeholders and ANGOs. The CoPs resulted in greater collaboration and locally led support for MHH across government, civil society, and private sector representatives in PNG and Timor-Leste. CoPs met over 14 times to understand the local MHH ecosystem, coordinate major advocacy events like Menstrual Hygiene Day, and share learnings on market facilitation, curriculum development, research results, and other project activities. An increase in shared ownership of the CoP was demonstrated through different stakeholders, including the government in PNG, offering to facilitate further sessions.

In PNG, World Vision, ChildFund and MSI/WaterAid focused on integrating gender equality into the school curriculum, and all worked closely with the Department of Education. ChildFund and MSI/WaterAid met regularly through the CoP and exchanged curriculum development materials. They also coordinated conversations with government officials. There was also some documented learning between WVA and ActionAid in Vanuatu regarding engaging men in norm change.

Finally, ChildFund held a learning forum in Port Moresby to reflect on achievements, lessons, challenges or the project and identified recommendations for further work on respectful relationships. The forum was attended by representatives from schools, the National Department of Education, service providers, peer educators, community leaders, the Family Sexual Violence Committee, the YWCA and ChildFund staff.

Example: Innovation, collaboration and learning—Marie Stopes International and WaterAid

MSI/WaterAid credit their partnership as a key enabler of the success of the project. This is the only project within the GAP that involved a consortium between two ANCP agencies.

The project's achievements include developing a CSE curriculum that is inclusive of MHM. It also influenced the global MSI and WaterAid organisations: MSI has expanded its global focus to consider MHM, and WaterAid's global thinking about the integration of WASH and CSE has been influenced by this project.

The project was enabled by an existing strong working relationship between MSI and WaterAid in Timor-Leste. They have complementary technical strengths, and the partnership was enabled by leadership at senior levels with both organisations. The partnership was also enabled by:

- Trust, respect, maturity, openness, wanting to work together, and common goals
- Mutual benefit: each organisation had technical expertise, supported by organisational resources, which provided a strong foundation for testing integrated approaches
- Investment in the partnership, through practical means such as joint meetings, inception and annual meetings, and reflections and six-monthly partnership checks
- Leveraging organisational government engagement: the project occasionally struggled to engage government ministries, but MSI and WaterAid were able to leverage their relationships to advance the project.

The partnership was a multifaceted endeavour, involving:

- operational project staff in Timor-Leste and PNG
- senior program management staff within the two country offices
- regional offices
- Melbourne head offices
- Government and school-based stakeholders (change agents).

Challenges: Partnerships require sufficient time and resources dedicated to relationship management and factoring partnership work into all roles. The partnership had a strong basis in Timor-Leste, which aided the transition to a more formal partnership arrangement. Both organisations were able to identify risks and move quickly to resolve them when they arose.

Joint planning, implementation and monitoring had to occur across four implementation teams (two per country) plus local partners. Therefore, a range of communication protocols were developed.

As the partnership developed, both organisations prioritised it at multiple levels. Examples include developing internal reporting indicators tied to partnership meetings that improved coordination, joint implementation, MEL practices, and communication strategies. Examples of cross-organisational learning include disability-inclusive technical WASH infrastructure, market-based solutions to menstrual pads, and strategies for insider influencing of government on curriculum development.

Learning and collaboration between ANGOs and DFAT

There was more bilateral collaboration between ANGOs and DFAT than between ANGOs. Both formal and informal processes were used to promote learning between the ANGOs and DFAT. ANGOs frequently contacted DFAT to provide updates on project issues, key lessons, opportunities and challenges. KIIs among ANGO staff were overwhelmingly positive about the support they received from DFAT's GAP management team. ANGO project staff felt able to discuss challenges and learning openly with the ANCP team, which supported the learning and innovative focus of the GAP. However, KIIs from NGO staff based overseas indicated that formal GAP learning programs were mainly conducted in Australia, preventing the participation of overseas-based staff as budget constraints were an issue. However, the final GAP review workshop included overseas ANGO and partner staff.

DFAT's formal learning and exchange processes included an inception workshop, annual ANCP reflection workshops, and roundtable discussions in Vanuatu and PNG. DFAT's GAP staff also shared learning through DFAT-wide roundtables attended by relevant sections within DFAT and facilitated linkages to the GAP

projects. An example is that Act for Peace and ISF-UTS visited Canberra in February 2019 to present and speak with DFAT and the Department of Home Affairs about the findings of the research evaluation component after 18 months of implementation.

The majority of learning events occurred with DFAT in Canberra. Still, some efforts were made by ANGOs to engage with DFAT posts, particularly in Thailand for the CARE project and Vanuatu for WVA and ActionAid. ActionAid was very proactive in engaging with DFAT, particularly the Humanitarian and Gender Equality Branch. For example, Dr Jacqui True from Monash University presented the research findings at a DFAT roundtable in Canberra in April 2019. In addition, a policy paper containing policy and programmatic recommendations, particularly around ensuring climate change adaptation work is relevant to both humanitarian and development settings, was prepared and provided to DFAT.

DFAT undertook two in-country monitoring visits (PNG December 2018, Vanuatu May 2019) to triangulate self-reported data provided in plans and performance reports.

Learning and collaboration between the GAP and ANCP ANGOs

GAP partners regularly contributed sharing and learning during Annual Reflection sessions in 2018, 2019 and 2020. There was an intention that GAP and other gender focused ANCP programs would learn from each other, but this did not occur systematically. Learning between ANCP and GAP ANGOs may have occurred opportunistically at Australian sector events, such as the Australian Council for International Development (ACFID) conference and Research for Development Impact Network conference (at which ActionAid delivered a presentation). Examples include World Vision jointly organised an ACFID community of practice webinar with Anglican Overseas Aid and Uniting World called *“Perspectives on faith-based approaches to tackling gender-based violence in the Pacific.”* MSI/Water Aid also held a learning event on Menstrual Hygiene Day 2020 with Australian and regional actors to share learnings and resources emerging from the GAP project and other MHH projects.

The GAP also facilitated collaboration within DFAT. The GAP was managed as a partnership between GEB and the NPQ of the NGOs and Volunteers Branch, with GEB providing technical expertise and NPQ managing program implementation.

There was an intention that GAP and other gender focused ANCP programs would learn from each other, but this did not occur systematically. Opportunities for engaging with the ACFID Gender CoP, which could have been exploited as a channel to share learning on gender equality practice with gender focused ANCP ANGOs, appear to have been missed. Learning and collaboration between GAP ANGO's, DFAT and ANCP ANGOs could have been improved through a theory of change or learning agenda, discussed further in lessons and recommendations.

Learning shared at the sector level: regional and global

An unintended outcome of the GAP was that most GAP learning was focused outward to influence development at regional and global levels. The ANCP GAP ANGOs shared learning in a range of sectoral forums in the Asia region and at global conferences and developed several knowledge products. These fora also included ANCP ANGOs in some instances. University partnerships were crucial in most cases to support ANGOs to document and disseminate learning from the GAP projects. Selected examples of sectoral sharing events are noted below, with a complete list in Annex VII.

The following are examples of knowledge products GAP partners developed to share with the sector.

- MSI/WaterAid: Integrating Menstrual Health, Water, Sanitation, and Hygiene and Sexual and Reproductive Health in Asia and the Pacific
- Act for Peace: I'm Prepared Policy Brief, and I'm Prepared Year 3 Learning Report

- ChildFund: Rights, Respect, Resilience Learning Resource Material promotional document and Let's talk about: Methods of Contraception teacher instructional guide
- ActionAid: Gender Responsive Alternatives to Climate Change Research Brief
- CARE: STOP Regional Reflection Report

Global level learning events:

- In 2019, MSI/WaterAid shared learning from their project at Women Deliver and Stockholm Water Week.
- ActionAid drafted a gender-responsive framework with Monash University and presented it at the roundtable with DFAT at the Ignite stage in UNISDR in Geneva in 2019.

Regional level learning events:

- Act for Peace held a learning forum in Bangkok with ANGO partners and organisations such as: the International Organization for Migration, International Rescue Committee and Save the Children, DFAT post, other ANGOs and civil society organisations, to document reflections and inform sector practice on gender-sensitive reintegration.
- In 2019 the Business of Women at Work event held in Cambodia was jointly hosted by CARE and Better Factories Cambodia/ILO. The two-day event attracted over 150 participants from industry investors, private sector actors, DFAT and civil society representatives to discuss how to prevent and respond to sexual harassment in the garment supply chain. The event also allowed a platform for advocacy on the adoption of the ILO Convention.
- In the Pacific in 2020, World Vision PNG joined learning and coordination meetings led by the Pacific Women Shaping Pacific Development program to understand best practices in engaging women in community development activities and how to support GBV survivors, and shared experiences from the GAP project.

Lessons

The following are common factors that enabled or inhibited innovation, learning and collaboration across the GAP:

University partnerships were valuable for contributing to the evidence-base and enhancing learning. As discussed above, university partnerships were valued by ANGOs and key to collecting evidence of attitude change through longitudinal studies, which add to the global evidence base on norm change (discussed in section 3.1). Five of six worked with university partners, which was reported by project reports and ANGO KIIs as one of the most valued components of GAP. The university partnerships also enabled the documentation and dissemination of knowledge products within the development sector at multiple levels (within ANGOs, Australian sector, Regional and International fora).

Multi-country projects enabled learning within ANGO projects. Five out of six GAP projects were multi-country. AGNO KIIs reported that GAP funding was sufficient to support in-person learning events to learn and adapt project approaches which were noted as benefits of the GAP modality compared with, for example, the ANCP. For example, Act for Peace prioritised cross-learning between Thai–Myanmar context programming and India–Sri Lanka context programming was foundational to the project design. This was fostered through face-to-face and online learning exchanges. In the case of CARE, working in a multi-country context enabled a faster scale-up of the same approach to preventing sexual harassment in Myanmar, based on the learning from Cambodia. Similarly, MSI/WaterAid implemented strategies in PNG that had been successful in Timor-Leste.

Multiple projects in one country supported program-wide learning. Learning across projects was enabled by having three projects with similar approaches to youth norm change in PNG, where all three partners engaged with the PNG Department of Education. The two projects in Vanuatu also collaborated and learned from one another, which was also facilitated through staff engagement at the DFAT post.

Adapting evidence-based approaches The GAP projects innovated from existing evidence-based approaches and adapted them to new contexts. The GAP focus on gender analysis enabled the evidence-based approaches. Examples include:

- Childfund adapted global best practice in respectful relationships to the PNG context.
- CARE based its program on applying the ecological theory of the prevention of violence^{33,34} in a workplace setting.
- MSI and WaterAid combined good practice in school based MHH and CSE.

New collaborations All projects entered into new collaborations as a result of the GAP. An example is ActionAid's collaboration with the Huairou Commission that facilitated women leaders' engagement and influence at local, national, and global levels around climate financing and the Paris United Nations Framework Convention on Climate Change Agreement. Participation in these international events also supported women to develop their confidence, particularly in speaking out. In addition, the collaboration between MSI and WaterAid enabled them to develop the joint approach to MHH and CSE.

Limited ANGO consortia GAP ANGOs were encouraged to work in consortia with the private sector, government, other ANCP-accredited ANGOs or non-traditional networks. A consortium was defined by the GAP as a *“structured and formal partnership with another organisation (including ANGOs) or a group with a defined government structure and implementation arrangement.”*³⁵ However, there was only one partnership between two ANGO partners, MSI and WaterAid. ANGO partnerships require time and cost to ensure effective management and communications. However, consortia between MSI and WaterAid was one of the most effective strategies to promote cross-ANGO learning. The GAP could have provided slightly higher funding allocations for consortia between ANGOs to cover these costs to promote ANGO-ANGO consortia.

More resources were needed for cross-program learning. Learning was a central component of the GAP design. As discussed above, learning was complex and occurred at multiple levels within the GAP. However, resources were focused on learning within projects rather than systematically enabling learning at the Platform level and between ANGOs and between ANGOs and ANCP. It is well established that learning is an intensive process that requires investment and focus.

Both ANGOs and DFAT KIIs reported that the GAP monitoring system was efficient. However, DFAT and ANGO KIIs also commented that further resources were needed to realise collaboration and learning outcomes between DFAT and ANGOs.

The GAP used the ANCP MELF, which required NGOs to collect sex-disaggregated data and submit annual plans and reports annually against a set of 43 indicators.³⁶ The MELF was reviewed by a

³³ Collaborations in the GAP are mapped against the following categories: Coordinate: simply communicating the nature and boundaries of work with partners to minimise inefficiency; Cooperate: arranging and sequencing work with partners such that there is shared responsibility for outcomes; and Collaborate: integrating work and identifying synergies with partners such that there is mutual accountability and optimised impact.

³⁴ The ecological framework is based on evidence that no single factor can explain why some people or groups are at higher risk of interpersonal violence, while others are more protected from it. This framework views interpersonal violence as the outcome of interaction among many factors at four levels—the individual, the relationship, the community, and the societal.: <https://www.who.int/violenceprevention/approach/ecology/en/>

³⁵ <https://www.dfat.gov.au/aid/who-we-work-with/ngos/Pages/australian-ngo-gender-action-platform>

³⁶ Originally, ANGOs reported against 90 indicators, but this was reduced to 43

consultant and adapted to include six specific qualitative indicators suggested by GEB and chosen in consultation with the GAP ANGOs. The ANGOs were then asked to report their contributions to the qualitative gender equality outcomes annually. Still, only three of the six ANGOs did so regularly, which impacted the ability to assess overall program progress.

There were very diverse focus areas, approaches and contexts across the GAP projects. However, many commonalities documented in this review include norm change, youth-focused programs, influencing change agents, engaging with men, private sector engagement, and policy influence. One or more of these themes could have been the basis for further joint learning and collaboration.

Additional staff or contractors would also be needed to support cross-program learning activities. ANGO KIIs observed that the ANCP team was under-resourced and understaffed to deliver this program in addition to its existing commitments. However, learning was a shared responsibility between all GAP partners, including ANGOs – but the design was not clear on how learning should happen. A learning agenda or MELF with a clear learning framework could have informed issues such as:

- What should we learn about at the project level and across the program?
- How is learning shared? What are the main learning events? How are they funded? Who are the key audiences?
- Who is responsible for coordinating and driving learning events? DFAT? ANGOs? University partners?
- Who publishes and disseminates learning products?

The GAP learning could have been further supported through learning activities such as annual report synthesis processes or thematic reviews. Other DFAT gender equality programs use structured learning processes such as Pacific Women Shaping Pacific Development, which holds annual learning events in PNG³⁷, and thematic learning events in Suva³⁸, which contribute to annual progress reports and thematic knowledge products. Water for Women is implemented by 15 NGO/CSO projects with diverse gender, and social inclusion approaches in WASH projects. Water for Women has a learning agenda, learning hub³⁹ and produces knowledge products on Do No Harm, disability inclusion, sexual and gender minority inclusion and menstrual health and hygiene.⁴⁰

Recommendations:

- Continue to require ANGOs to use gender analysis to inform project designs
- Develop an overarching M&E system or learning agenda⁴¹ to facilitate program wide learning in future joint gender equality programs. Learning processes need to be supported by additional funding and human resources to support learning processes.
- Continue to fund multi-country projects with funding to facilitate learning across diverse contexts
- Continue to innovate and support diverse approaches to gender equality within ANCP
- Promote university partnerships to support learning within ANGOs and dissemination to the development sector
- Incentivise partnerships between ANGOs by including budget lines that cover additional transactional costs of partnerships

³⁷ <https://pacificwomen.org/resources/pacific-women-papua-new-guinea-annual-learning-workshop-2019/>

³⁸ <https://pacificwomen.org/resources/pacific-women-regional-learning-forum-on-womens-economic-empowerment/>

³⁹ https://www.waterforwomenfund.org/en/learning-and-resources/learning-and-resources.aspx?_mid_=6528

⁴⁰ <https://www.waterforwomenfund.org/en/learning-and-resources/resources-and-tools.aspx>

⁴¹ For further information on developing a learning agenda see: <https://usaidlearninglab.org/qrg/learning-agenda>

4. CONCLUSIONS

4.1. Beneficiary impact

The projects had common elements in all four quadrants of the Rao–Kelleher Framework, including a focus on awareness-raising and access to resources to meet practical needs supported by interventions aimed at structural changes in gender norms and government policies. Across the GAP portfolio and each of the six projects, there is evidence from project evaluations and Project Performance Reports of investment in consciousness, norms, resources and policies, which is considered necessary for lasting and meaningful change in gender equality outcomes.

At the GAP level, projects contributed to more gender-equal policies within government and/or the private sector, changes in attitudes about gender equality, increased understanding of VAW, and increased support for women who experience violence from service providers. Women participated more in local leadership and had some women increased access to financial resources.

All NGOs reported that projects focused on challenging gender and exclusionary norms, but as gender norm change requires long-term sustained focus, it cannot be expected that this would be achieved in a three-year timeframe. However, most projects did report changes in attitudes or behaviour, which are initial indicators of norm change. The greatest challenges were documented in the quadrants of norms and policies, because these are longer-term outcomes, and in balancing the tension between challenging norms and “Do No Harm”.

All projects resulted in changes in policies and practice within the private sector, government and/or churches. Examples include policies and curricula within national government systems and the private sector, which are likely to contribute to the sustainability of impacts. Strategies that project teams employed to do this included evidence-based policy analysis (ActionAid and CARE), targeted advocacy plans (Act for Peace, ActionAid, CARE), collaborating with advocacy groups (Act for Peace, CARE) and political economy analysis (MSI/WaterAid). These strategies enabled projects to identify champions and entry points to influence policy change and ensured that projects were aligned with government policy or made a strong case for amending existing policies.

4.2. Effectiveness and sustainability

Seventeen classes of change agents were engaged by the GAP projects, across all levels of society—locally, sub-nationally, nationally and internationally. Four classes were government stakeholders, but projects also engaged with women’s groups, school staff (teachers and principals) and the private sector, as well as men and boys specifically as agents of change. Around half of these classes of change agents were local actors, with the associated project effort being on consciousness-raising and access to resources, as discussed in the previous section.

The types of approaches taken by GAP projects included linking of awareness-raising of violence against women and girls with formal services, challenging gender and exclusionary norms, engaging men to overcome resistance to norm change, and advocating for policy change.

4.3. Merits of the modality

The GAP modality overtly prioritised innovation, learning and collaboration. All GAP ANGOs appreciated the program’s flexibility and support for innovation in terms of project focus, beneficiaries and target locations. In particular, NGOs were able to extend or adapt previous experience and networks to contribute to gender equality outcomes.

Learning occurred informally and through formal processes set up at four levels: within project teams and at the country level, between GAP ANGOs and DFAT, between the GAP and ANCP ANGOS, and within the development sector regionally and internationally. ANGO and DFAT interviewees indicated that processes at each level delivered useful lessons, although learning and exchange between GAP NGOs at the country level was considered an area for further strengthening.

GAP ANGOs were encouraged to collaborate and form partnerships. A valued aspect of the GAP modality was partnership between ANGOs and universities, which was seen to promote rigour and learning.

4.4. Recommendations

The following recommendations are proposed for future gender-focused NGO and DFAT joint programs. They aim to build on good practices and lessons identified from the GAP.

Do No Harm

- Provide training for project and partner staff on managing disclosures of violence and referral pathways to appropriate services. Referral pathways should be well documented and easily accessible.
- Link gender equality awareness programs to counselling services. Gender equality programs, particularly when they are challenging norms, can result in the disclosure of violence. GAP projects demonstrated planning for disclosures through partnerships with formal violence response services.
- Foster stronger relationships between schools, local health centres and service providers to show teachers how to discuss SRH and VAW with students and refer students experiencing VAW to appropriate services. Provide confidential spaces at schools or in communities if VAW services are conducting outreach visits.

Policy influence

- Continue investment in long-term relationship building with leaders and political economy analysis when focused on policy change.
- Establish CoPs to increase government coordination and ownership of policy change efforts on specific gender equality issues.
- Educate women leaders about gender equality policy messages and advocacy strategies.

Youth-focused projects

- For school-based programs, consider whole-of-school approaches⁴², which are considered best practice. Whole-of-school approaches promote norm change throughout the entire school community, including parents, faith, youth and traditional leaders along with teachers and students.
- Development of holistic school curriculum needs to be government led. Education materials which address both MHM and SRH require a lot of time and strategic government engagement to be incorporated into the curriculum, mostly due to the sensitivity of the content. Government engagement in the content from the outset is critical for successful integration.
- Support MHM programs with M&E frameworks that incorporate monitoring of access to improved MHM facilities and attitudes and comparative data about girls' attendance. This can contribute to the global evidence base on MHM and its impact on girls' education.

⁴² For further information on whole-of-school approaches, see UN Women (2015). *A Framework to Underpin Action to Prevent Violence Against Women* and Ellsberg, M., & Fulu, E. et al. (2020). *Ending violence against women and girls: Evaluating a decade of Australia's development assistance*, both of which recommend engaging parents and other influencers in school-based programs.

Design, monitoring and evaluation

- Develop an overarching MELF to facilitate learning between projects in future joint programs to facilitate cross-program learning about innovative approaches.
- Continue to use gender analysis to inform project designs, and expand it to include intersectional analysis, particularly of women with disabilities.
- Focus gender equality programs on achieving changes in policy and access to resources as well as in attitudes and critical consciousness (in line with the Rao–Kelleher Framework).
- Ensure that project designs take the attitudes of change agents into account and have theories of change that include expected changes in their knowledge, attitudes and behaviours, as well as those of beneficiaries.
- Focus intensely on fewer target groups and/or locations rather than spreading project resources thinly across many communities. Most GAP projects found that this approach was more beneficial, because participants need time to fully understand and apply gender equality concepts.
- Invest in staff training on baseline data collection to measure changes in knowledge, attitudes and practices, related to issues such as gender equality, VAW, MHM and FP. Ensure that proper sampling is used, and train staff on data collection. Ensure that the attitudes of change agents (teachers, coaches, peer educators, counsellors, faith and traditional leaders) and project staff are monitored, as well as those of beneficiaries.

Modality

- Continuing to require ANGOs to use gender analysis to inform project designs
- Develop an overarching M&E system or learning agenda⁴³ to facilitate program wide learning in future joint gender equality programs. Learning processes need to be supported by additional funding and human resources to support learning processes.
- Continue to fund multi-country projects with funding to facilitate learning across diverse contexts
- Continue to innovate and support diverse approaches to gender equality within ANCP
- Promote university partnerships to support learning within ANGOs and dissemination to the development sector
- Incentivise partnerships between ANGOs to cover additional transactional costs of partnership

⁴³ For further information on developing a learning agenda see: <https://usaidelearninglab.org/qrg/learning-agenda>

ANNEXES

List of Annexes

- I. Project summaries
- II. Review Plan and Framework
- III. Documents reviewed
- IV. Consultations
- V. GAP Review Workshop Participants
- VI. Mapping of project intended outcomes and impacts against the Rao-Kelleher Framework
- VII. Terms of Reference

ANNEX I: PROJECT SUMMARIES

Project partners and project name	Summary
<p>ActionAid Australia: Huairou Commission; Monash University: Monash Gender, Peace and Security Research Centre</p> <p>ActionAid Kenya, ActionAid Cambodia, ActionAid in Vanuatu and ActionAid International:</p> <p><i>Gender Responsive Alternatives on Climate Change</i></p>	<p>This project supports the leadership and collective voice of women in Cambodia, Kenya, and Vanuatu in influencing policy and decision making on climate change and related-crises, and will establish a gender responsive framework integrating development, humanitarian and security approaches.</p>
<p>ChildFund Australia and Young Women's Christian Association, PNG:</p> <p><i>Rights, Respect, Resilience: skills for safe, equitable and respectful relationships</i></p>	<p>The project aims to build the knowledge, skills and attitudes that contribute to fostering respectful gender relationships and reducing gender-based violence, targeting young women and men aged 15-20 in both secondary schools and community settings in Papua New Guinea.</p>
<p>Marie Stopes International and WaterAid:</p> <p><i>Keeping girls in school through improved reproductive and menstrual health</i></p>	<p>Marie Stopes International and WaterAid propose a project to contribute towards increased school-retention in girls through reducing unintended pregnancies and improving menstrual health, while strengthening women-led business for the manufacture of accessible hygiene products in Timor-Leste and Papua New Guinea.</p>
<p>CARE Australia: University of New South Wales (UNSW)</p> <p><i>Enhancing Women's Voice to Stop Sexual Harassment (STOP)</i></p>	<p>With partners in Cambodia and Myanmar, STOP will target sexual harassment as a key obstacle to achieving women's economic rights at national levels. Garment factory workers will benefit from better workplace practices and protections and improved policy settings.</p>
<p>WVA Australia, World Vision Vanuatu, World Vision PNG</p> <p><i>Action Against Gender Violence: Engaging Men, Youth and Children</i></p>	<p>WVA and project partners will target primary violence prevention in PNG and Vanuatu by addressing harmful norms and behaviours with children and youth. The project will support community leaders and human rights defenders to address GBV in their communities</p>
<p>Act for Peace, Institute for Sustainable Futures University of Technology Sydney (UTS-ISF), The Border Consortium (Myanmar-Thailand) and the Organisation for Eelam Refugee Rehabilitation (India)</p> <p><i>I'm Prepared</i></p>	<p>The Project is pioneering a refugee-led approach, using protection-preparedness methods, strengthening women's resilience and gender equality in the return and reintegration process for Tamil and Karenni refugees while developing evidence-based guidance to help women prepare for safe, dignified voluntary repatriation.</p>

ANNEX II: REVIEW PLAN AND FRAMEWORK

Introduction

Purpose

This document sets out a plan to review the Gender Action Platform (GAP)—an aid investment by Australia’s Department of Foreign Affairs and Trade (DFAT) aimed at strengthening gender equality programming in the Indo-Pacific region. The review was commissioned by DFAT’s NGO Program, Performance & Quality Section (NPQ) and Gender Equality Branch (GEB) with support and guidance by Australian Non-Government Organisation (ANGO) implementing partners and will be undertaken by independent evaluators⁴⁴. The review will be a key element of the GAP learning agenda—to promote good practice within the Australian NGO Cooperation Program (ANCP) and DFAT more broadly.

Background

The GAP is an AUD10.5 million competitive grants program for Australian NGOs (ANGO) implemented over three years from July 2017. Six⁴⁵ successful NGOs⁴⁶ are implementing projects in nine countries with grants ranging from AUD1.25 million to AUD2.25 million. The six NGOs were required to contribute 20% matching funds.

The GAP was designed to strengthen ANGOS to achieve gender equality outcomes in developing countries. The GAP design prioritized innovation, collaboration and shared learning with the expectation that through promoting these values NGO projects would make significant and lasting impacts on gender equality and empowerment. Further, lessons learned from the GAP were expected to inform good practice more broadly within the ANGO sector and DFAT.

The six successful NGOs are all accredited under the Australian NGO Cooperation Program (ANCP), and as such are considered to have satisfactory management and quality assurance systems. The GAP design did not articulate an overarching theory of change or prescribe a monitoring and evaluation (M&E) system, but rather required implementing NGOs to align with ANCP systems and protocols.

The GAP accommodated a diverse range of priorities and approaches to tackling gender equality and empowerment. NGOs worked through an array of partnership or consortium arrangements in multiple countries, adopting diverse approaches to addressing a range of issues from gender-based violence to climate change policy engagement.

Review purpose, audience and scope

The purpose of the review is threefold:

- To assess the impact and effectiveness of GAP projects; and factors contributing to sustainability
- To capture lessons and identify good practices in relation to fostering gender equality and empowerment

⁴⁴ FH Designs Pty Ltd was contracted by DFAT to undertake the review, led by Heather Brown (GESI specialist) and supported by Dr Paul Crawford (MEL specialist) and Paul Tyndale-Biscoe (Director).

⁴⁵ From 34 submissions.

⁴⁶ Marie Stopes International (MSI), WVA Australia (WVA), Act for Peace, ActionAid Australia, Care Australia, ChildFund Australia.

- To assess the merits of the GAP aid modality

There are three broad audiences for the review:

- **GAP implementing partners:** ANGOs, consortia partners, and in-country stakeholders are likely to benefit from independent evaluation of the platform for the purposes of internal reflection and continuous improvement.
- **DFAT:** NPQ, GEB, DFAT senior executive, DFAT Posts in the nine target countries (and indeed development practitioners throughout the Department), and potentially any DFAT section concerned with improving gender equality and empowerment outcomes may benefit from lessons and good practices identified through the review. In addition, NPQ will draw on the review findings to inform debate about future phases of gender equality funding.
- **Sector:** the GAP design foreshadowed the potential for the ANGO sector⁴⁷ (through ANCP processes) to benefit from lessons and the documentation of good practices.

The review addresses these audiences both through the production of this review report in line with DFAT's standard practice; and at three communication products. Further, findings and lessons will be conveyed through engagement in an Annual ANCP Learning Event.

The review is limited to information made available through NGO project⁴⁸ and GAP documents and through consultations with ANGO partners. There was no engagement with in-country field-based data capture.

The scope of requirement for the review posed more than 17 questions. The review team interpreted and clustered these questions around three predominant themes deemed central to the purpose of the review—to assess and capture lessons and good practices in relation to:

- Beneficiary impact
- Effectiveness and sustainability of approaches⁴⁹
- Merit of the modality

The clustering of key review questions against the above review themes is presented in Appendix II.

Methodology

Approach

The review team adopted a 'utilisation focused approach'⁵⁰— based on the belief that an evaluation should be judged by the extent to which it is useful for its intended users. Key principles that guide application of the approach include:

- **User involvement:** routine engagement with DFAT and NGO colleagues in the design and implementation of the review; and subsequently in the validation, refinement and dissemination of findings.
- **Methodological pragmatism:** methods proposed for the review are practical and focused on efficiently obtaining only the data required to inform learning and decisions, rather than pursuing methodological purity. Aid evaluations take place in resource and time-constrained

⁴⁷ and potentially, development practitioners more broadly.

⁴⁸ In particular, the review team will highlight/consolidate key lessons and good practices identified through ANGO-commissioned independent review processes.

⁴⁹ N.B. conceptions of effectiveness and sustainability will be interpreted in a more targeted way in this review than is ordinarily applied in the context of the DAC Evaluation Criteria—noting that this is not a formal DFAT 'evaluation' but rather a 'review'.

⁵⁰ Patton, M.Q. (2008). Utilization-focused evaluation, 4th edition. Thousand Oaks, CA: Sage

contexts, and hence must employ rapid and efficient data collection and assimilation methods that balance a tension between academic rigor and management efficiency.

- **Communications focus:** adherence to principles of ‘plain language’ and minimalism⁵¹ in review documentation and presentations—recognising the critical importance of communicating effectively across cultural and educational lines and the reality of time-poor stakeholders.
- **Constructive stance:** emphasis on the capture of lessons for continuous improvement and to inform future good practice rather than taking an ‘audit’ or fault-finding approach.

Conceptual framework

Notwithstanding the diversity of NGOs, countries, projects and approaches, there is an implicit unifying theory of change for the GAP that may be conveyed as an ‘actor-based’⁵² conception of social change.

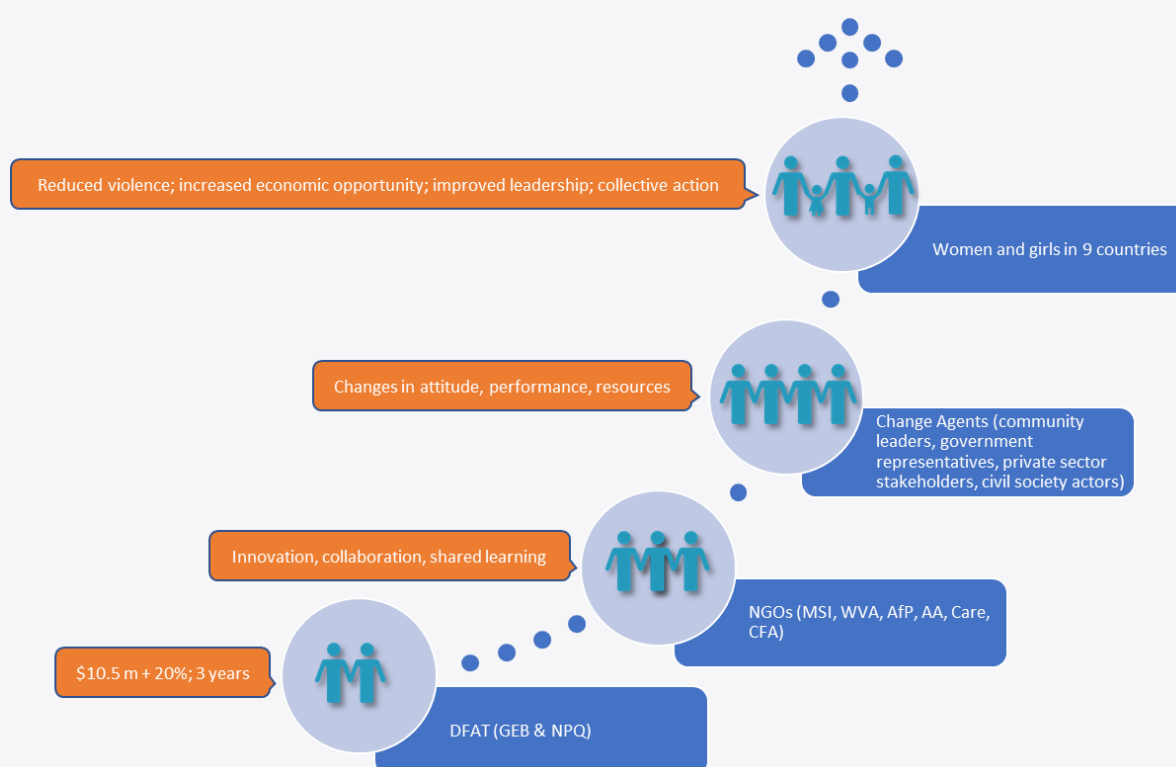


Figure 2: Generic 'actor-based' GAP theory of change

The three key review themes align with the above theory of change:

- **Beneficiary impact:** evidence that the GAP has contributed to significant and lasting changes in gender equality and empowerment among *women and girls* in the nine countries; and lessons in relation to constraints and unintended impacts.

⁵¹ The ability to simplify without losing quality.

⁵² ‘**Actor-based**’ (i.e. interpretist) program theory involves a delineation of the key classes of human actor that will interact to create the desired social changes. Describing social change in these terms tends to be a simpler or self-evident form of logic. Whereas ‘**problem-based**’ (i.e. functionalist) forms of logic can provide precision and technical detail, they tend to be more difficult to communicate across cultural and linguistic lines. In contrast, the underlying logic of human relationships of influence requires no explanation. With an actor-based theory of change, levels in the program logic describe changes in the behaviour or performance of actors; whereas with a problem-based theory of change, levels in the program logic describe changes in state.

Change Agents

Individuals (women, men, girls and boys) or groups that interact directly with—and are influenced by—project implementing teams. These interactions are expected to foster changes in actions or attitudes that ultimately contribute to lasting changes in gender equality and empowerment. Change agents are likely to be government officials or community leaders but may also include private sector or civil society actors.

- **Effectiveness and sustainability of approaches:** evidence that *change agents* targeted by GAP projects have realised changes in skill, incentives, systems or resources; and lessons about the efficacy of these changes for transforming gender equality and empowerment.
- **Merit of the modality:** evidence that the *GAP NGO partners* have innovated, collaborated and shared learning; and lessons in relation to the NGO-led and DFAT-led processes that have enabled or constrained these values.

The review team has aligned with **three conceptual frameworks** to map and assess the GAP project portfolio. These conceptual frameworks are discussed in turn below in relation to the three review themes.

Beneficiary impact:

Beneficiary impacts reported by GAP NGO partners will be mapped against the Rao Kelleher framework⁵³—an established model for assessing the nature of gender equality and empowerment impacts.

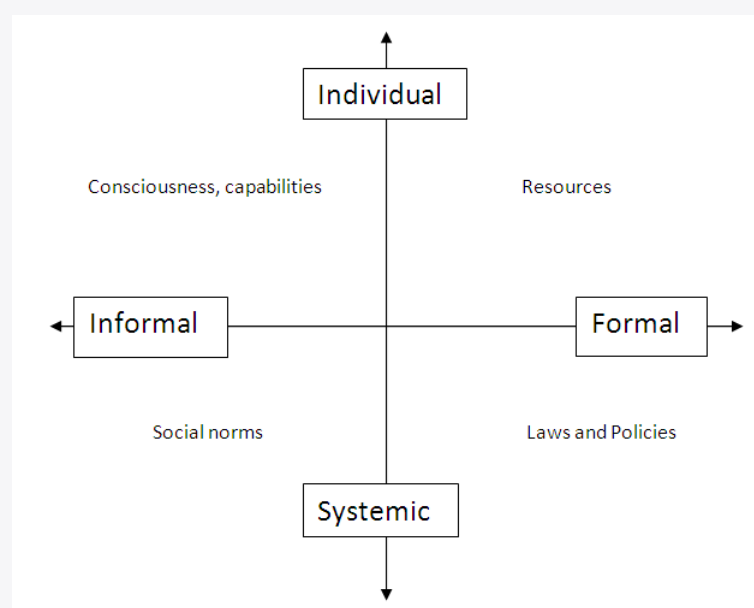


Figure 3: Rao Kelleher framework

The review team elaborated each axis of the Rao Kelleher framework with four-point ordinal scales⁵⁴, thereby creating a sixteen-cell matrix. This matrix will be used to map the substantive impacts

⁵³ Rao, Sandler, Kelleher and Miller (2016) *Gender at Work: Theory and Practice for 21st Century Organizations*, Routledge.

⁵⁴ The formal-informal axis of the Rao Kelleher framework can arguably be delineated in terms of internal (i.e. personal/psychological), social (i.e. cultural or communal); political (i.e. public discourse); institutional (i.e. official/formalized). The individual-systemic axis can arguably be delineated in terms of individual/personal, community/local, sub-national and national.

reported by the NGO projects. In practice, each reported impact will be categorised as falling into at least one of the 16 cells, thereby describing the breadth of impact of the GAP.

Scale \ Sphere	Sphere			
	Internal	Social	Political	Institutional
Individual				
Household				
Community				
Sub-national/National				

Figure 4: GAP beneficiary impact matrix

Effectiveness and sustainability of approaches:

In the context of the GAP program theory ([Error! Reference source not found.](#)), changes in gender equality and empowerment can be realized by triggering sustainable and systemic changes in performance, action or attitude among change agents. The literature about creating and measuring institutional change is dense and often complex. However, one model—the ‘Equation for Change’—provides a simple framework for diagnosing, communicating and evaluating the factors that enable enduring change to happen⁵⁵.

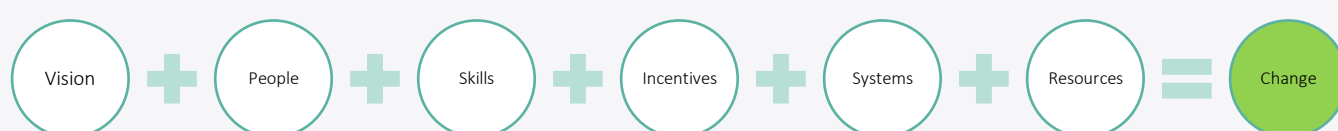


Figure 5: Six domains of change

The conceptual model contends that each of the six domains above provide a *necessary* but not *sufficient* condition for lasting changes such as gender equality and empowerment:

- **Vision:** are leaders or champions prioritizing or authorizing changes to social norms in relation to gender equality and empowerment?
- **People:** are there sufficient women and men (i.e. ‘change agents’) of diverse backgrounds and influence engaged in making change happen for women and girls?
- **Skills:** do the change agents have the technical, managerial and interpersonal capacity to implement the expected changes?
- **Incentives:** are the incentives for change agents to act sufficiently visible to overcome barriers to change?
- **Systems:** are there adequate and coherent policies, plans and processes to coordinate/focus the efforts of the change agents?

⁵⁵ This model was previously adapted and successfully used to inform monitoring and evaluation in DFAT’s flagship Civil Society WASH Fund, and more recently the Australia Pacific Climate Partnership.

- **Resources:** are there sufficient and reliable resources for the changes to endure?

The review team will score each of the six NGO projects against the six change domains⁵⁶. This will enable a mapping of the predominant processes employed to create change, and prompt reflection about any gaps that emerge. It may also help to construct an explanatory framework for situations where less-than-anticipated beneficiary impacts have emerged among targeted women and girls.

Merit of the modality:

As noted in Section 0, at the heart of the objectives of the GAP are the concepts of innovation, collaboration and learning. The review team will map the nature and extent of application of these concepts across the six projects based on the conceptions described below.

Innovation is a broad and amorphous concept. Arguably, in the context of the GAP projects, innovation involves an NGO undertaking something new—either in terms of *focus* or *approach*. The review team will identify any new focus or new approach reported by NGOs:

- **New focus:** new class of beneficiary⁵⁷; new class of change agent⁵⁸; new issue not previously tackled⁵⁹; or a new target location.
- **New approach:** new change domain⁶⁰ not previously tackled or new method of influencing change agents.

The nature and extent of *collaboration* between implementing partners/consortia⁶¹ will be mapped against the following conception.

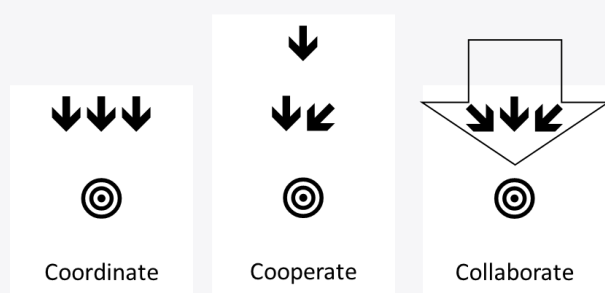


Figure 6: Conceptions of collaboration

- **Coordinate:** communicating the nature and boundaries of work with partners to minimize inefficiency.
- **Cooperate:** arranging and sequencing work with partners such that there is shared responsibility for outcomes.
- **Collaborate:** integrating work and identifying synergies with partners such that there is mutual accountability and optimized impact.

The fostering of shared *learning* is a foundational doctrine of the GAP—of which this review is a key element⁶². The nature and extent of learning across and beyond the GAP will be described in terms of

⁵⁶ A) not evident; B) Somewhat evident; C) Fully evident.

⁵⁷ i.e. women or girls in a situation or context not previously engaged with by the partner NGO.

⁵⁸ i.e. a new class of change agent not previously engagement with from government, community, private sector or civil society.

⁵⁹ i.e. an issue of concern for gender equality or gender empowerment categorized by political, economic, social, technical, legal or ecological.

⁶⁰ As per **Error! Reference source not found.**.

⁶¹ N.B. collaboration across GAP implementing partners and the broader ANCP is also an important dimension and the predominant focus of inquiry into learning (see **Error! Reference source not found.**).

⁶² N.B. a formal review of the GAP is required under DFAT guidelines. Rather, it is an initiative jointly put in place by the partner ANGOS and DFAT to support the shared learning agenda.

the processes to capture learning (i.e. formal *versus* informal); and the actors involved in the learning. Implicit in the design of the GAP are five 'spheres of learning'.

Fiel/site teams,

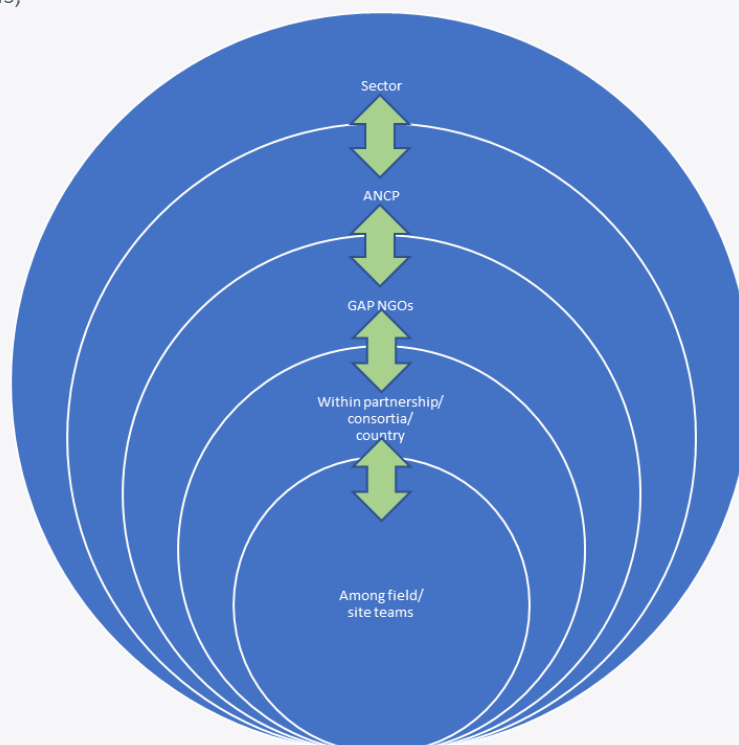


Figure 7: Five spheres of learning in the GAP

A reinterpretation and reordering of the key review questions proposed in the scope of requirements is presented in Appendix B.

Methods

The conceptual frameworks described in Section 0 will be used to assimilate information gleaned through the review methods:

- **Document review:** a review of key GAP and project-specific documents provided by DFAT and the partner NGOs; any relevant literature in relation to the target communities or gender equality.
- **Survey:** an initial survey of ANGO partner key informants to gather rapid descriptive information in relation to beneficiary impact, the effectiveness and sustainability of approaches and the merit of the GAP modality.
- **Workshop:** a participatory workshop with ANGO partners to capture lessons and good practices and to highlight notable cases of beneficiary impact.
- **Key informant interviews:** follow-up conversations with key stakeholders as required/available to pursue particular lines of inquiry or seek clarifications.
- **Quantitative analysis:** although no overarching M&E system was put in place for the GAP, some quantitative indicators have been tracked by NGO partners. Where available, relevant and reliable these metrics will be mapped against the conceptual framework's outlines in Section 0 and assimilated into findings⁶³.

⁶³ For example, Indicator 2.705 (*Number (x) of women survivors of violence receiving services such as counselling*) is self-evidently concerned with the 'beneficiary impact' stage of the program theory; and Indicator 2.706 (*Number of CSOs supported to engage in activities to reduce violence against women*) is aligned with the 'effectiveness and sustainability of approaches' stage of the program theory.

Limitations

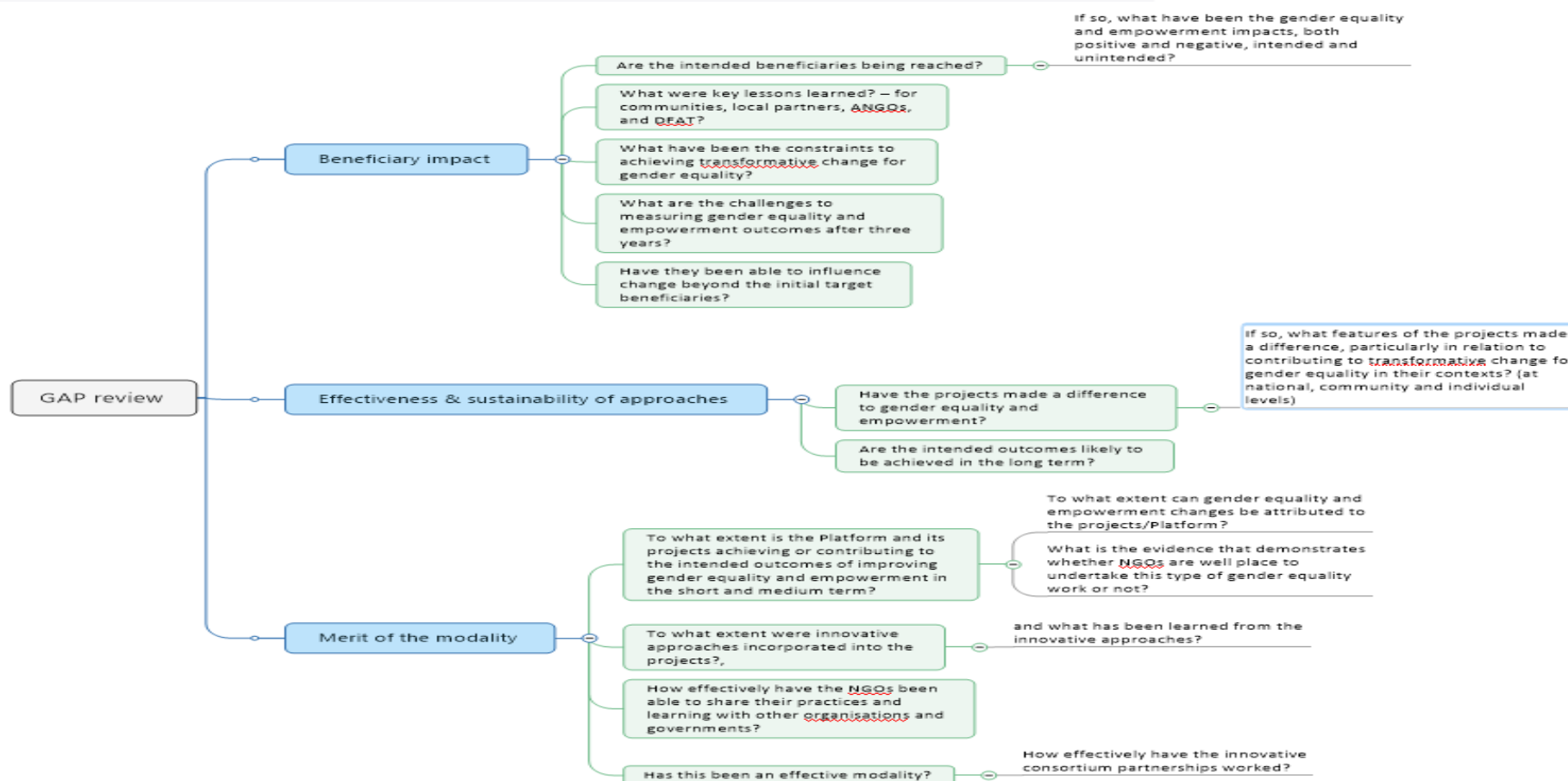
The following challenges may have an influence on this review:

- **Time and resources:** the rigor of the data gathering and analysis processes for reviews of this kind are ultimately constrained by the time available.
- **Judgements:** this review will mostly involve rapid qualitative methods of inquiry and will rely on the professional judgement of the review team to interpret stakeholder perspectives.
- **Access:** this review will be largely undertaken as a desk-based exercise. There will be no opportunity to undertake fieldwork to verify claims⁶⁴. This will have particular implications for conveying the nature and extent of beneficiary impacts.
- **Measurement:** most human changes are amorphous and difficult to measure in an absolute sense. There is no consensus on the units of measurement of phenomena such as ‘equality’, ‘empowerment’ and ‘capacity’ that underpin the program. This reality imposes a clear challenge on the task of judging the performance of aid activities.
- **Attribution:** all development and humanitarian initiatives are implemented within ‘open systems’ such that multiple factors contribute to and/or detract from the anticipated changes. This renders the definitive attribution of changes to particular interventions challenging at best.

While acknowledging these typical limitations, this review plan provides the basis for addressing each and ensuring a high-quality product. The review team will work with ANGO and DFAT staff to maximise the validity of findings and conclusions. The pervasive issues of measurement and attribution in aid evaluation are addressed by following international good practice in the application of research methods and DFAT’s evaluation standards.

⁶⁴ The review will benefit from secondary data assimilated by ANGO-commissioned evaluations—frequently led by university or research organization partners.

Key Review Questions (Scope of Requirement)



Review Questions (conceptual models)



Women and girls in 9 countries

- To what extent have GAP projects contributed to formal/informal and individual/systemic changes among women and girls in target countries (Rao Kelleher Framework mapping)?
- What common constraints to achieving transformative changes were encountered?
- What unintended impacts emerged (positive or negative)?
- What evidence suggests that any transformative impacts might endure beyond project support?



Change Agents (community leaders, government representatives, private sector stakeholders, civil society actors)

- Which change agents have GAP projects mobilized to support transformative gender changes? (government, community, private sector, civil society; at local, sub-national or national levels?)
- Which domains of change (vision, people, skills, incentives, systems, resources) have GAP projects targeted to maximise the influence of change agents (Equation for Change framework mapping)?
- To what extent are changes in each these domains evident? To what extent have any gaps (missing domains) contributed to reduced impact among women and girls/men and boys? To what extent do partner NGO M&E systems capture changes in change agent capacity or performance?
- What lessons have been learned about the efficacy of approaches used and change agents selected?



NGOs (MSI, WVA, AfP, AA, Care, CFA)

- To what extent are GAP projects pursuing a new *focus* (class of beneficiary, class of change agent, issue or target location)?
- To what extent are GAP projects pursuing a new *approach* (change domain, method of influencing change agents)?

- What is the nature of implementing NGO partnerships (coordinate, cooperate or collaborate)?
- What are the relative strengths and weaknesses of the partnership styles for supporting gender equality and empowerment?
- What formal and informal processes (both ANGO-led and DFAT-led) have been employed to capture learning across GAP projects?
- At what scale have lessons been shared (field, consortium, GAP, ANCP, DFAT and sector)?
- What evidence suggests that the GAP modality in general—and ANGOs in particular—have provided unique value in relation to fostering transformative changes among women and girls in target countries?

Terms of Reference



Scope of
Requirement - Gende

ANNEX III: LIST OF DOCUMENTS REVIEWED

DFAT documents:

- ANCP Manual
- DFAT (2016) Gender Equality and Women's Empowerment Strategy

GAP documents:

- GAP Call for Proposals
- GAP Guidelines
- GAP Frequently Asked Questions
- 6 Successful NGO GAP proposals
- 6 GAP Grant Agreements
- 6 GAP NGO GAP Plans for 2017-18, 2018-19 and 2019-20 (only 5 in latter)
- 6 GAP NGO Performance Reports for 2017-18, 2018-19 and 2019-20 (only 5 in latter)
- DFAT Feedback on GAP Plans and Performance Reports across all three years.
- 6 GAP Final Evaluation Reports
- Monitoring and Engagement Visit Reports – MSI/WaterAid Dec 2018; WVA May 2019; ActionAid May 2019.
- GAP Aid Quality Checks 2019 & 2020.
- Gender consultant mapping of GAP M&E plans and approaches Dec 2017
- GAP Performance Results 2017-18, 2018-19 and 2019-20 (spreadsheets)
- GAP Foundation Workshop 30 May 2017 – Summary
- Mid-Term reviews (where available)

Gender Equality and primary prevention documents:

- Rao, Sandler, Kelleher and Miller (2016) Gender at Work: Theory and Practice for 21st Century Organizations, Routledge.
- The Equality Institute (2017) Piecing together the evidence on social norms and violence against women
- Ellsberg Mary, Fulu, Emma, et al. (2020) Ending violence against women and girls: Evaluating a decade of Australia's development assistance, Office of Development Effectiveness, DFAT, Canberra
- UN Women (2015) A Framework to Underpin Action to Prevention Violence Against Women
- VicHealth (2018) (En)countering resistance: Strategies to respond to resistance to gender equality initiatives
- Zohra Moosa (2012), Theory of Change for Tackling Violence Against Women and Girls, UKAID Gender and Development Network and ActionAid.

ANNEX IV: GAP REVIEW WORKSHOP PARTICIPANTS

1	Alex Tanabi	YWCA PNG
2	Janet Kabo	YWCA PNG
3	Kone Fisher	ChildFund PNG
4	Melinda Lem	ChildFund PNG
5	Lorna Maso	ChildFund PNG
6	Stephanie Aniwup	ChildFund PNG
7	Lorna Maso	ChildFund PNG
8	Matthew Brodie	ChildFund Australia
9	Sarah Hunt	ChildFund Australia
10	S. Sooriyakumary	OfERR Ceylon
11	Thenmozhi (Ms.)	OfERR India
12	Sathessan (Mr.)	OfERR Ceylon
13	Sharon Edington	Act for Peace
14	Timothy Moore	The Border Consortium (Thailand)
15	Florina Xavier (Dr)	Act for Peace
16	Apsorn Chaopitak	The Border Consortium (Thailand)
17	Sayama Muree	Karen National Women's Organisation
18	Sothearith Siyonn	ActionAid Cambodia
19	Lucy Ntongiai	ActionAid Kenya
20	Flano Vano	ActionAid Vanuatu
21	Sally Henderson	Action Aid Australia
22	Stav Zotalis	ActionAid Australia
23	Carol Angir	ActionAid Australia
24	Trina Howley	CARE Australia
25	Eva Hall	Marie Stopes Australia
26	Helen Henderson	Marie Stopes Timor-Leste
27	Tarciso Amaral	Marie Stopes Timor-Leste

28	Imelda Kachau	WaterAid PNG
29	Maria Odete	Water Aid Timor-Leste
30	Livia Cruz da Costa	WaterAid Timor-Leste
31	Antoneta da Costa Soares	WaterAid Timor-Leste
31	Chelsea Huggett	WaterAid Australia
33	Anisha Namete	World Vision PNG
34	Stella Rumbam	World Vision PNG
35	Molly Voboe	World Vision Vanuatu
36	Shanna Ligo	World Vision Vanuatu
37	Chloe Morrison	World Vision Vanuatu
38	Geoffrey Peterson	World Vision Australia
39	Erica Bradford	World Vision Australia
40	Katharina Dollmann	DFAT
41	Felicity Errington	DFAT
42	Annemaree Rerink	DFAT
43	Heather Fitt	DFAT
	Heather Brown	Facilitator

ANNEX V: KEY INFORMANT INTERVIEWS

Date	Organisation	Contact(s)
Ongoing	DFAT (ANCP)	Karen Lummis, Assistant Director – NGO Partnerships section, Humanitarian, NGOs and Partnerships Division (HPD)
25/5/20	DFAT (ANCP)	Kate Brow (maternity leave, GAP)
5/6/20	DFAT	Heather Fitt, Assistant Director, NGO Program, Performance and Quality, NGO Partnerships section, Humanitarian, NGOs and Partnerships Division (HPD)
11/6/20	DFAT	Annemarie Reerink, Director, Gender Strategy Effectiveness and Performance Unit, Gender Equality Branch, Multilateral Policy Division Felicity Errington, Assistant Director, Gender Equality Branch, Multilateral Policy Division
12/6/20	MSI	Michelle Laws, GAP Regional Manager, Timor-Leste
12/6/20 and 19/1/21	WaterAid Australia	Chelsea Huggett, Equity Inclusion and Rights Advisor
12/6/20	CARE	Ei She Yi Win, Program Director (Urban) CARE Myanmar
14/6/20 and 6/10/20	CARE	Trina Howley, Project Director STOP
15/6/20	ActionAid	Sally Henderson, International Programs Manager Stav Zotalis, Head of Global Engagement Carol Angir, Humanitarian Program Manager Lily Jiang, Program Coordinator
20/10/20	ActionAid	Sally Henderson, International Programs Manager Stav Zotalis, Head of Global Engagement
15/6/20 and 9/10/20	Act for Peace	Sharon Edington, International Programs Manager – Protection Programs James Thomson, Senior Policy and Protection Advisor
15/6/20	UTS-ISF	Keren Winterford, Research Director Tamara Megaw, Research Consultant
16/6/20 and 20/10/20	ChildFund Australia	Sarah Hunt, Program Director, Mekong and Grants
16/6/20	WVA	Chloe Morrison, Programme Quality Manager, WVA International, Vanuatu Stella Rumbam, Portfolio Manager, Health and Gender, WVA International, PNG
22/6/20	CARE	Suzi Chinnery, (Previous) Program Director, STOP
22/6/20	Marie Stopes PNG	Liesel Seehofer, Director, Partnerships and Program Development Marie Stopes PNG
23/6/20	ActionAid Kenya	Lucy Ntongai, Project Officer GRACC

ANNEX VI: MAPPING OF PROJECT OUTCOMES & IMPACTS

Consciousness and capability	Resources
ActionAid: Women gained extensive new capacity and knowledge about gendered dimensions of climate change/disaster risk reduction (CC/DRR) and could describe, explain, disseminate and implement CC/DRR strategies. They and their communities are more prepared and resilient. Women reported increased confidence, status within their communities and involvement in decision-making in public and private spheres.	ActionAid: Women developed organisations, alternative livelihood strategies and climate change and early warning and preparedness systems.
Act for Peace: Women in Sri Lanka and Karenni women became more informed about their status as refugees, options for return and reintegration, and risks and opportunities for protection in camps and as part of return and reintegration processes. Women informed about community-based protection shared what they knew with others, highlighting the crucial leadership role of women within their communities.	Act for Peace: Support for women's livelihoods within community-based refugee protection programs empowered women economically and enhanced their preparedness.
ChildFund: Adolescent boys and girls (in and out of school) have increased understanding of SRH, women's rights and respectful relationships. Female peer educators in communities have increased confidence and visibility as leaders.	ChildFund: Adolescent boys and girls (in and out of school) increased their access to formal referral pathways to violence response and SRH services.
MSI/WaterAid: Girls have increased understanding of sexuality, SRH, respectful relationships, understanding of menstruation and knowledge of hygiene to protect health. Women entrepreneurs are trained in MHM business management.	MSI/WaterAid: Girls reported on the positive impact of private, clean and comfortable spaces to manage their menstruation, which may contribute to improved school attendance. Women and girls have increased access to SRH/FP; and women and men have increased access to water, sanitation and hygiene in communities.
CARE: Almost all female workers felt confident that they knew the correct channels to report sexual harassment in Myanmar.	CARE: Women in 22 factories have access to sexual harassment committees to manage complaints, which increased women's access to justice.
VVA: Adolescent boys and girls and faith leaders have increased knowledge of gender equality.	VVA: Women, boys and girls have increased access to support services: police, human rights defenders, health and counselling. Human rights defenders have increased financial support from the government.

Informal norms and exclusionary practices	Formal rules and policies
<p>ActionAid: Women-led collectively engaged and influenced sub-national and national plans and budgets (commune investment plans, village plans and county plans) for climate change, disaster risk management, women's protection/security and development. Governments recognise the work of women leaders.</p> <p>Men were advocates when they had some understanding about the work of the women champions.</p>	<p>ActionAid: Three women's charters of demands (one per country) were developed and used by women to influence and engage with national and national governments.</p>
<p>Act for Peace: Women had increased involvement in decision-making in the return and repatriation process.</p>	<p>Act for Peace: Act for Peace influenced the practice of return and repatriation to be more gender sensitive with UNHCR and government change agents.</p>
<p>ChildFund: Evidence of changed attitudes regarding gender equality, particularly in adolescent boys. Equal representation of male and female peer educators to out-of-school youth resulted in improved opportunities for young women to lead actions that contributed to gender equality.</p>	<p>ChildFund: Distribution of a learning resource about gender rights and SRH education resources contributed to improved knowledge, attitudes and behaviours of young women and men in 17 schools and two settlements in the National Capital District and Central Province of PNG.</p>
<p>MSI/WaterAid:</p> <p>Adolescent boys and girls are able to speak more freely about menstruation, and teachers had improved confidence to teach SRH and MHM</p>	<p>MSI/WaterAid: The comprehensive sexuality education curriculum approved by the Department of Education in PNG. An integrated behaviour change communication flipbook approved by the Ministry of Health in Timor-Leste is awaiting distribution.</p>
<p>CARE: CARE documented the cost of sexual harassment in factories to enable shifting norms around sexual harassment within this male-dominated sector</p> <p>The percentage of female workers who say their factory has policies to protect workers from sexual harassment more than doubled in Myanmar; the women who reported observing sexual harassment behaviours decreased in Cambodia.</p>	<p>CARE: CARE Myanmar influenced the amendment of the Occupational Safety and Health (OSH) Law.</p> <p>CARE Cambodia influenced the third National Action Plan on Violence Against Women (NAPVAW-III) on to include sexual harassment prevention</p>
<p>WVA: Men and female partners report significant changes in men's behaviour and decreased use of violence against women and increased engagement in housework and family life.</p>	<p>WVA: MoU with the Department of Correctional Services to support the scale-up of MBC throughout the corrections systems after the end of GAP.</p>

ANNEX VII: LEARNING EVENTS AND PRODUCTS

NGO	Learning event or product	Description	Focus: project, DFAT, Sector
Act for Peace	Regional learning forum in Bangkok	Learning forum with staff and NGO partners and: IOM, US Embassy, IRC, Asia Pacific Centre on Disability - NGOS: Save the children, ADRA, JRS. Outcome; Participants documented reflections to inform sector practice.	Sector
Act for Peace	Discussions	Several discussions with Assistant Director, South Asia Section Home Affairs	Sector
Act for Peace	Training of in-country researchers	UTS-ISF training in-country researchers to track experience of refugee and returnee women	Project team only
Act for Peace	DFAT Myanmar briefing	First Secretary, Australian Embassy in Myanmar	Posts)
Act for Peace	Year 1 Baseline Report and learning	Shared with DFAT round table Feb 19	Other DFAT (Desks
ActionAid	Attend Grassroots Academy UNSIDR meeting - Geneva	Women from all countries attended the meeting. GLOBAL SECTOR	Sector
ActionAid	Video of UNISDR platform	Shred online	Sector
ActionAid	Contribution to advocacy statement	Contributed to statement which was read out at the gender assembly of the Huairou Commission	Sector
ActionAid	Learning events	Learning from the project was shared in 4 different Australian and global events of which two included presentations from community women.	Sector
ActionAid	Conference	RDI Conference	Sector
ActionAid	Global meeting	Ignite Stage UNISDR global meeting	Sector

ActionAid	ACFID conference	Monash Uni presented research findings are Canberra round table	Sector
ActionAid	Book chapter	Maria Tanyag and Jacqui True, "Gender-responsive alternatives on climate change from a feminist standpoint." In Climate Hazards, Disasters, and Gender Ramifications edited by Catarina Kinnvall and Hellen Rydstrom (Routledge, 2019). The research papers are also being finalized and will be published and launched at a separate event	DFAT
ActionAid	Presentation of research in Nairobi post	Presentation of research in Nairobi post	Posts
ActionAid	Presentation of research for DFAT Canberra	Presentation of research for DFAT Canberra	Other DFAT (Desks)
ActionAid	Policy paper	Presented to DFAT	Other DFAT (Desks)
ActionAid	ANCP Reflection		ANCP
CARE	Rapid review of evidence	Conducted a rapid review of evidence which engaged over 100 private sector actors. Also engaged with ILO, Business Coalition for Gender Equality (Myanmar), Better Factories (Cambodia)	Sector
CARE	Cost of Sexual Harassment Study	Shared with Trade Union Leaders	Sector
CARE	Rapid review of evidence	Cited in IFC Myanmar Country report and DFID Work and Opportunities for Women project	Sector
CARE	Training SH Assessors	Trained sexual harassment assessors for Better Factories Cambodia - PRIVATE SECTOR	Sector
CARE	Sharing learning	Myanmar Centre for Responsible Business, Business Coalition for Gender Equality, IFC, Fair Wear Foundation, ILO, Department of Social	Sector

		Welfare, Heineken Myanmar, Myanmar Federation with Persons with Disabilities	
CARE	Presentation at the Sexual Violence Research Initiative	Oct 2019 - Global sector	Sector
CARE	Regional Event for Garment Industry	Further funding provided by DFAT	Sector
ChildFund	Brochure	A learning forum was held in Port Moresby to reflect on achievements, lessons, challenges across the life of the project and identify recommendations for further work in this space.	
ChildFund	Learning resource	'Let's talk about: Methods of Contraception' teacher instructional guide	
ChildFund	Forum	Shared learning A learning forum was held in Port Moresby to reflect on achievements, lessons, challenges across the life of the project and identify recommendations for further work in this space.	Sector
ChildFund	Meeting with Women's Plans Foundation	Shared learning	Sector
ChildFund	NDoE Workshop	Participated in a 5-day workshop to finalise behaviour management policy - presented on GAP	Sector
ChildFund	Gender Technical Working Group	CF Snr Project Officer shared learning with the Gender Technical Group in TL	Sector
ChildFund	monitoring	From feedback learned drugs and alcohol should be included	Project team only

ChildFund	ChildFund Asia offices	Shared learning	Project team only
ChildFund	Shared Learning Resource	Shared with Marie Stopes and WaterAid to influence the design of their primary school resource	Other GAP NGOs
ChildFund	ANCP Annual Reflection	Presented Y1 learning	ANCP
ChildFund	DFAT meeting	Meeting with DFT with MSI/WaterAid and other ANCP orgs to share in PNG	ANCP
ChildFund	Gender Assessment	Full assessment of ChildFund's work - was inspired by this project	ANCP
	Conference presentation	Asia-Pacific Conference on SRHR (2020)	Sector
MSI/WaterAid	Changed practice in MSI and WaterAid International	The project has changed the way that MSI and WaterAid manage MHM and SRH internationally	Strategic/contracted partner
MSI/WaterAid	Melbourne Learning Event	Share evidence and practice on menstrual health and hygiene with government, academic and civil society actors	Sector
MSI/WaterAid	Port Moresby Learning Event	Share evidence and practice on menstrual health and hygiene with government, academic and civil society actors	Sector
MSI/WaterAid	Webinar	Share learning from MH activities through MSI global partnership	Sector

MSI/WaterAid	CoPs	CoPs met 14 times to understand MHM, coordinate MHM day with gov, civil society and private sector	Sector
MSI/WaterAid	Regional workshops	Learning and sharing between TL and PNG	Project team only
MSI/WaterAid	Global forums	Women Deliver, Stockholm World Water Week: MH, WASH, SRHR report	Global sector

ANNEX VIII: COLLABORATION WITHIN THE GAP

Type of engagement	ANGO	Members	Description
Collaborate	Act for Peace	UTS-ISF	Consortium partner: Strong gender analysis focus using Moser and realist evaluation to improve evidence base, provided training
Collaborate	Act for Peace	Consortia of three ANGOS and UTS-ISF	Ongoing collaboration in implementation and learning
Collaborate	ActionAid	ActionAid Vanuatu, ActionAid Cambodia, ActionAid Kenya, Huairou Commission	Consortium partner – linking project participants to women’s movements globally
Collaborate	ActionAid	Monash Women Peace and Security	Document approach and learning
Collaborate	CARE	CARE Regional and in-country offices	Learning and project implementation
Collaborate	CARE	Better Factories Cambodia	Strong relationship, providing training
Collaborate	ChildFund	YWCA	New way of working with an implementing partner: capacity-building gender mainstreaming, project management
Collaborate	ChildFund	University of Melbourne School of Education	Co-delivered the first round of wellbeing training
Collaborate	MSI/WaterAid	MSI and WaterAid	Consortium partners: co-design, implementation and ongoing monitoring and learning of project

Cooperate	CARE	Myanmar Business Coalition for Gender Equality	Working on policy reviews
Cooperate	MSI/WaterAid	Communities of Practice and design of SRH/MHM materials	Close cooperation with government partners on learning, sector coordination and co-creation of manual
Cooperate	ChildFund	WVA	Collaborated with WVA on presenting to an EU delegation
Coordinate	Act for Peace	Donor coordination	Ongoing coordination with Department of Home Affairs, Department of State (US), NZMFAT
Coordinate	CARE	ILO	Sharing experience with STOP package
Coordinate	ChildFund	Service providers	Facilitated their connection to the schools
Coordinate	ChildFund	Meetings Salvation Army, WVA, Save, Oxfam	Coordination and sharing
Coordinate	ChildFund	Gender Technical Working Group Dili	Shared approaches of the GAP project in PNG