

Jørn Holm-Hansen
Peris Jones

Combating violence against women – Comparative evaluation of FOKUS' projects on VAW 2005–2012



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Jørn Holm-Hansen
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Combating violence against women – Comparative evaluation of FOKUS’ projects on VAW 2005–2012

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Abstract: FOKUS' projects to combat VAW have enabled organisations in a wide variety of countries to keep up and strengthen their advocacy work and capacity-building. Project results are mainly attributable to the South partners' capabilities. The partnerships with Norwegian organisations have created little in terms of interaction effects. The evaluation recommends a new model in which the South partners get access to a broader interface with Norwegian experiences than hitherto.

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Preface

This evaluation has been carried out for FOKUS – Forum for Women and Development. It is based on case studies as well as desk studies of a number of projects in a large variety of countries. Field work has been conducted in Latvia, South Africa, Mexico and Guatemala.

The Norwegian Institute for Urban and Regional Research would like to thank all those having shared their time, information and insights with the Review Team. Everybody has been very helpful.

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Oslo, April 2013

Marit Haug

Research Director

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Summary

Jørn Holm-Hansen and Peris Jones

Combating violence against women – Comparative evaluation of FOKUS’ projects on VAW 2005 – 2012

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In general, FOKUS’ projects to combat Violence Against Women (VAW) have been effective in the sense that they have enabled many organisations in a wide variety of countries to keep up and strengthen their advocacy work and capacity-building over time. This is not least an effect of the basic funding of the day-to-day running of the organisations, which gives the organisations some breathing space in between implementing commissioned projects. This enables the organisations to carry out advocacy work. In the nature of things advocacy work is process orientated, cannot always be planned in advance as components of project funding, and must be based on exploiting the opportunities when they arise. This type of funding may be “risky” if the recipient is a donor-driven NGO, but the more valuable when going to a genuinely embedded and autonomous NGO, like most of the implementing organisations evaluated here.

In some cases, like with Gender Links, project activities have contributed to regional level influence. For others, like Marta Centre in Latvia and CATW-LAC in Mexico project activities have contributed to policy changes at national level. Some of the activities have consisted in cooperating with duty bearers in their capacity-building to cope with new policies and legislation. These activities have contributed to the strengthening of anti-VAW advocacy coalitions. In other cases, activities have consisted in strengthening the capacities of right holders, such as SAIH in South Africa at the local level. Projects that consist in providing legal or other services have proven to strengthen the implementing organisation’s attractiveness as partners of public authorities.

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CATW has been able to contribute to the closing of hotels in which prostitution used to take place, and they had a hand in the pressure that led adult services ads to be shut down. In East Timor, WJU has contributed to more gender based violence cases reaching the courts. In South Africa, Masimanyane has contributed to the fact that more women than before now feel confident about accessing courts, and ADAPT/CDP/1in9 has helped young women become aware of their rights. Nicaraguan CEIMM has contributed to the fact that a regional anti-VAW strategy is in place in the country's Atlantic provinces. Fundación Débora has established a one-stop service delivery centre in Guatemala City. Moldova's Ministry of Education has included Elements of life skills education introduced by CRIC and IOM in Moldova in the general school curriculum, but so far has not been able to finance it.

The strength of FOKUS' VAW project rests mainly on the *implementing organisations'* capabilities, and the project results are mainly attributable to these capabilities. The value added from the Norwegian organisations is mainly in the field of writing project proposals and reporting in ways that meet the funder's requirements. The potential of adding value through interaction effects has not been exploited fully due to functional differences between the two partner organisations and not least weakly developed interfaces between them. The latter is a result of the two organisations spending little time together, and at times, the Norwegian organisations not exposing the partner to its operative people. The "international department" or project responsible may be the right entry point for project management issues, but not necessarily for the operative cooperation on specific policy issues. In the cases where the two organisations actually have communicated over substantial matters, it has contributed to the implementing organisation's ability to reach its goals. Nonetheless, the partnership model as applied by FOKUS in its VAW project is not the optimal solution in order to make full use of the effects of exposing the implementing organisations to Norwegian practices.

FOKUS has contributed with strengthening the capabilities of the organisations in managing projects and meeting reporting requirements. FOKUS' efforts to permeate the cooperation with rights-based approaches has provided a useful starting point for those implementing organisations not already familiar with the concept. Nonetheless, the two-tier construction between the

funding agency and the implementing organisation is seen by some of the latter as leading to double work. Although FOKUS has introduced structures to strengthen substantial, thematic (Norwegian: 'faglig') aspects of the cooperation, project management still dominates in the implementing organisations' interaction with Norwegian partners and FOKUS.

The projects evaluated in-depth and through desk studies have all been designed in ways that make them relevant as contributions to the struggle against VAW. Some of them, however, do this in indirect ways, e.g. through capacitating women to take on political responsibilities or providing health and educational services, and also, for some, providing products or tools that largely rely on others to make use of. Most of the projects increase their relevance by linking up with likeminded segments of national, regional and local authorities as well as civil society organisations. These links seem to be the single most important success factor. In some cases, the target groups have been involved in planning the interventions.

The types of project activities or interventions chosen belong to the standard repertoire also used by other project implementing organisations. To a large extent they consist in well-proven training and capacity-raising events, and do not stand out as innovative.

FOKUS seeks to combat VAW through a large number of relatively small and substantially different projects that are carried out by organisations that differ considerably in their profile and that make up partnerships of a wide variety. Moreover, apart from all being complex the contexts in which the projects pursue change, differ in many respects.

FOKUS aims at developing an explicit Theory of Change for its work against VAW. Already, in FOKUS' *modus operandi*, key elements of a possible Theory of Change can be found. From the organisation's steering documents and practices, one basic assumption stands out clearly as the core of such a theory: the assumed effects of creating an interface between Norwegian and foreign experiences in combating VAW. This is operationalised as *partnership in pairs* between Norwegian and foreign organisations. Implementing organisations in the "South" and "East" are expected to benefit from being twinned with a Norwegian counterpart. To be eligible for project funds there has been no

requirement that the pair of organisations actually match each other functionally. In consequence, the two organisations involved often have little in common except for sharing a wish to combat VAW.

The implementing organisations are strong and genuine organisations – i.e. not primarily set up to serve the donor community. Analytically and operationally they have the leading role in the project development and implementation in the countries of operation. The implementing organisations tend to have clear assumption about how their project interventions will work, and some of them study best practices, but they have not developed systematic theories of change.

The two elements of the implicit Theory of Change consists in drawing on *Norwegian experiences* to bring about *structural change*. Structural change is sought through advocacy to change legislation and policies (either by changing them and/or enabling efficient use of existing legislation and policies). Therefore, the countries in which the projects are most relevant are those with reasonably well developed public authorities and administration as well as a civil society, notably in countries in which these features are genuine and not merely set up and run as part of aid efforts. FOKUS is at its best in countries where it can *support* efforts by the authorities and civil society to combat VAW, but the community of Norwegian women organisations is not able to *create* these efforts.

The evaluation leads to one main recommendation: Rearrange the partnerships, keep the most genuine and self-driven implementing organisations, provide them with direct support, and base their exposure to the Norwegian experiences on study trips to Norway prepared by FOKUS and its member organisations. In this way some of the core assumptions in the current, implicit Theory of Change are retained. The new model would still be based on the potential value added from the Norwegian member organisations, and on exposure to the Norwegian system of fighting VAW. The suggested model would have the advantage of letting the Southern organisations get to know their partner organisations where they are at their best, i.e. at home. Moreover, the model would be better suited for a systemic approach, in which single measures against VAW are seen in their interaction with their institutional surroundings.

Sammendrag

Jørn Holm-Hansen and Peris Jones

Combating violence against women – Comparative evaluation of FOKUS' projects on VAW 2005 – 2012

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FOKUS' prosjekter rettet inn på å bekjempe vold mot kvinner har vært effektive på den måten at de har gjort mange organisasjoner i et stort antall ulike land i stand til å opprettholde og styrke både påvirkningsarbeidet og kompetanseoppbyggingen sin over tid. Dette skyldes ikke minst at støtten også har bestått i en viss grunnfinansiering av driften av organisasjonene fra dag til dag. Dette gir organisasjonen litt pusterom mellom iverksettingen av ulike oppdragsprosjekter. På denne måten blir det lettere for dem å drive påvirkningsarbeid. Det ligger i sakens natur at slikt arbeid er prosessorientert og ikke alltid kan planlegges på forhånd som del av prosjekter. Ofte må mulighetene benyttes når de dukker opp. Denne typen finansiering kan være "risikabel" hvis mottakeren er en giver-drevet NGO, men desto mer verdifull når den går til en organisasjon som er autonom og har solide røtter der den opererer, slik tilfellet er med de fleste prosjektutførende organisasjonene i sør og øst evaluert her.

I noen tilfeller, som med Gender Link, har prosjektaktivitetene hatt innflytelse i SADC-regionen. Andre, slik som Marta-senteret i Riga og CATW-LAC i Mexico, har hatt prosjekter som har bidratt til politisk endring på nasjonalt nivå. Noen av aktivitetene har bestått i å samarbeide med myndighetsorganene som har ansvaret for at rettigheter blir oppfylt. Prosjektene har da gjerne dreid seg om opplæring som gjør dem bedre i stand til å arbeide med nylig innførte lover og politiske retningslinjer. Disse aktivitetene har bidratt til å styrke samarbeidet mellom grupper og organer som arbeider mot vold mot kvinner. I andre tilfeller har aktivitetene gått ut på å styrke kompetansen i å kreve rettigheter. Dette er

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tilfellet med SAIH i Sør-Afrika på lokalt nivå. Prosjekter som består i å yte rettslige eller andre tjenester har vist seg å styrke utførerorganisasjonens tiltrekningskraft som partner for offentlige myndigheter.

CATW har bidratt til å få stengt hoteller der det drives prostitusjon samt å få stanset fora for sex-annonsering. I Øst-Timor har WJU bidratt til at flere saker om kjønnsbasert vold når rettsapparatet. I Sør-Afrika har Masinanyane bidratt til at flere kvinner enn før føler seg trygge på å henvende seg til rettsinstansene, og ADAPT/CDP/1in9 har hjulpet unge kvinner i å bli klare over rettighetene sine. Nicaraguanske CEIMM har bidratt til at en regional kampanje mot vold mot kvinner er på plass på landets østkyst. Fundación Débora har etablert et senter i Guatemala By der mange skole-, helse- og sosialtjenester tilbys. Moldovas Utdanningministerium har innarbeidet deler av CRIC og OIM's opplæring i livsførselsferdigheter i landets skoleplan, men har så langt ikke funnet penger til å iverksette tiltaket.

Styrken i FOKUS' prosjekter rettet mot vold mot kvinner, ligger hovedsakelig hos de utførende organisasjonene i sør og deres kompetanse. Prosjektresultatene kan i all hovedsak tilskrives dem. De norske partnerorganisasjonene bidrar mest når det gjelder utarbeidelsen av prosjektsøknader og rapportskriving i henhold til oppdragsgivers krav. Potensialet som ligger i interaksjon har ikke blitt utnyttet fullt ut. Dette skyldes funksjonelle ulikheter mellom de to partnerorganisasjonene og lite utviklede kontaktflater dem i mellom. Det siste skyldes igjen at partnerorganisasjonen tilbringer lite tid sammen. Av og til blir ikke partneren i sør brakt tilstrekkelig i kontakt med den norske organisasjonens operative folk. ”Internasjonal avdeling” eller prosjektansvarlig kan være rett inntakspunkt når det gjelder prosjektforvaltning, men ikke nødvendigvis når saken gjelder det operative arbeidet rundt spesifikke saksspørsmål. I de tilfellene der de to organisasjonene faktisk har kommunisert rundt substansspørsmål, har det bidratt positivt til utførende organisasjons evne til å nå målene sine. Likevel er ikke den nåværende modellen for å eksponere de utøvende organisasjonene for norske erfaringer og praksis optimal.

FOKUS har bidratt ved å styrke organisasjonens evne til å forvalte og rapportere prosjektene. FOKUS innsats for å gjennomsyre samarbeidet med rettighetsbaserte tilnæringsmåter har vært

nyttig for de organisasjonene som ikke var særlig godt kjent med dette fra før. Likevel blir systemet med to nivåer (FOKUS og norsk partnerorganisasjon) mellom finansieringskilden og utøvende organisasjon oppfattet av noen av de sistnevnte som unødvendig arbeidskrevende. Selv om FOKUS har innført strukturer for å styrke de faglige sidene ved samarbeidet, er det prosjektforvaltning som står i sentrum for interaksjonen mellom utøvende organisasjon på den ene siden og norsk partner samt FOKUS på den andre.

De prosjektene som er evaluert gjennom dybdestudier og gjennom desk-studier har alle blitt designet på måter som gjør dem relevante som bidrag i kampen mot vold mot kvinner. Noen av dem gjør dette på indirekte vis, for eksempel ved å gjøre kvinner bedre i stand til å påta seg offentlige verv eller å yte helse- og utdanningstjenester. I noen tilfeller dreier det seg også om å skaffe til veie produkter og hjelpemidler som andre kan dra nytte av. De fleste prosjektene øker i relevans ved å knytte seg opp mot likesinnede deler av lokale, regionale og nasjonale myndighetsstrukturer samt med sivilsamfunnsorganisasjoner. Disse båndene later til å være den viktigste enkeltfaktoren bak suksess. I noen tilfeller har målgruppene vært involvert i planleggingen av prosjekttiltakene.

Typen prosjekttiltak som er valgt, tilhører standardrepertoaret som andre utførende organisasjonene også benytter. Det dreier seg i stor utstrekning om godt utprøvde opplæringsarrangementer, og de skiller seg ikke ut som spesielt innovative.

FOKUS tar sikte på å bekjempe vold mot kvinner gjennom et stort antall relativt små og innholdsmessig ulike prosjekter som gjennomføres av organisasjoner som er forskjellige med hensyn til profil og som inngår i partnerskap av ulike typer. Dessuten er konteksten prosjektene gjennomføres i, svært ulike – i tillegg til å være komplekse.

FOKUS tar sikte på å utvikle en eksplisitt endringsteori i arbeidet mot vold mot kvinner. Likevel er det mulig å finne nøkkelementer til en mulig endringsteori i organisasjonens grunnleggende virkemåte: De antatte virkningene av å ha en kontaktflate mellom norske og utenlandske erfaringer i arbeidet mot vold mot kvinner. Dette blir operasjonalisert i *parvise partnerskap* mellom norske og utenlandske organisasjoner. Utførende organisasjoner i øst og sør

antas å ha nytte av å bli koblet opp mot en norsk motpart. For å kunne motta prosjektmidler har det ikke vært noe krav at partnerne faktisk matcher hverandre funksjonelt. Som følge av dette, har de to organisasjonene lite til felles utover et felles ønske om å bekjempe vold mot kvinner.

De utførende organisasjonene er gjennomgående sterke og genuine organisasjoner. Det vil si at de ikke er primært opprettet for å betjene giversamfunnet. Analytisk og operasjonelt har de en ledende rolle i prosjektutviklingen og gjennomføringen. De har klare antakelser om hvordan prosjekttiltakene vil virke, og noen av dem studerer 'best practices'. Systematiske endringsteorier på projektnivå mangler.

De to elementene i den implisitte endringsteorien består i å lære av *norske erfaringer* for å få til *strukturell endring*. Dette tar man sikte på å få til gjennom påvirkningsarbeid rettet mot endring av lover og politiske retningslinjer. Dette kan skje enten ved å endre disse, eller å bidra til mer effektiv bruk av eksisterende lovverk og politikk. Derfor er de landene der disse prosjektene er mest relevante, de landene der det finnes et rimelig velutviklet styringsapparat og sivilsamfunn – som vel å merke er genuine og ikke installert og drevet av bistanden. FOKUS er på sitt beste i land der de kan *støtte* bestrebelsene fra myndighetene og sivilsamfunnet for å bekjempe vold mot kvinner. Norske kvinneorganisasjoner kan ikke *skape* disse bestrebelsene.

Evalueringen fører fram til én hovedanbefaling: Arranger de parvise partnerskapene på en ny måte, behold de mest genuine og selvdrevne utførerorganisasjonene, utstyr dem med grunnstøtte, og gi dem en kontaktflate med de norske erfaringene på studieturer til Norge forberedt av FOKUS og dens medlemsorganisasjoner. På denne måten vil noen av kjerneantakelsene i den eksisterende, om enn implisitte, endringsteorien bibeholdes. Den nye modellen vil fortsatt basere seg på den potensielle merverdien fra de norske partnerorganisasjonene og fra eksponering for det norske systemet for å bekjempe vold mot kvinner. Den foreslåtte modellen har den fordel at den vil gi organisasjonene i sør mulighet for å bli kjent med norske organisasjoner der de er på sitt beste, nemlig hjemme. Dessuten vil modellen være mer egnet for systemtilnærminger, der enkelttiltak mot vold mot kvinner blir sett i interaksjon med deres institusjonelle omgivelser.

1 Introduction

1.1 On the Forum for Women and Development FOKUS

The overall objective of the Forum for Women and Development – FOKUS – is improvement of the social, economic, and political situation of women internationally. No less than 74 Norwegian women's organisations have come together in FOKUS to facilitate their international engagement. Norad is FOKUS core funder and main partner in setting standards. The usual procedure is that member organisations together with partner organisations abroad develop project ideas, and FOKUS applies for funds from Norad. In some cases member organisations are asked by Norad to take on a project, but reportedly such projects generally tend to be less successful than self-initiated projects.

The membership consists of a very wide variety of organisations, including among others women groups in the political parties from the right to the left, trade union organisations as well as religious, feminist, solidarity, immigrant and sexual minority organisations. However, the member organisations share a common platform which emphasises women's organising and participation as key factors for sustainable development. FOKUS bases its work on the UN Convention on the Elimination of All Forms of Discrimination Against Women, the Beijing Declaration and regional conventions. Since 2010 FOKUS has been the Norwegian National Committee for UN Women.

The core element in FOKUS' current strategy, like in the previous one, is to build partnerships with women organisations abroad based on the knowledge, working methods and objectives of the member organisations. The overall Theory of Change has the project-based interface between the Norwegian and foreign

organisations as its starting point (see below on Theory of Change). Having its origins in the 1989 fundraising telethon "Women in the Third World", FOKUS is an experienced facilitator of this type of collaboration. FOKUS was the beneficiary of the 2005 telethon, and the funds raised have been spent on projects to combat violence against women, which is the focus of the evaluation.

The United Nations defines violence against women as "any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life."

Violence against women (VAW) is one of FOKUS's six thematic foci, the others being climate change; sexual and reproductive health and rights; peace and security; political rights; and economic rights. The organisation has advisory boards for all thematic working groups, also including representatives from member organisations without projects.

FOKUS' approach is rights-based, which means it centres its projects mainly on advocacy for structural change. Service-delivery is included if it is carried out in a framework in which rights are emphasised. The organisation has carried out a thorough internal discussion on rights-based approaches in which the entire network was involved. Partly as a response to the 2008 Organisational Review (Aasen et al 2008), the current Strategy (2012-2016) aims towards a programme – to replace a project – approach, in which individual projects are linked according to a common target groups, subject matter or geographical scope.

FOKUS has gone through important changes during the last years, and has limited its geographic as well as thematic scope, as reflected in the FOKUS Strategy 2012-2016. The number of countries covered by FOKUS has been reduced from 35 to 20, but the organisation still covers most of the globe, i.e. Africa, including the North, South Asia, Central America, the Andean region of South America, and the Middle East.

Likewise, FOKUS has developed thematic guidelines that define how the organisation shall work within each thematic area. Moreover, FOKUS Criteria for project and program support goes

further in demanding added value of the Norwegian organizations' involvement and rights based approaches than was the case before.

These guidelines and criteria already have influenced granting of funds to new projects and programmes as well as the development of existing ones.

1.2 The aim of the evaluation

The objectives of the evaluation are:

- 1) To analyse the results, relevance, Sustainability of FOKUS-funded projects to end violence against women
- 2) To identify strengths, weaknesses, challenges and current trends in FOKUS' initiatives that have implications for strengthening its future programmatic and funding directions
- 3) To provide forward-looking recommendations and a potential Theory of Changes to strengthen programming in the area of VAW

The projects covered in the evaluation refer to the following aspects of VAW: a) Gender-based violence; b) Violence in close relationships, and c) Trafficking in women.

1.3 Methodological considerations

The over-arching structure of the evaluation is that of systematic *case studies*. The case studies have been of two types. First, five projects have been assessed in-depth as traditional case studies. Second, eight completed project evaluations have been subject to desk studies (document analysis and telephone/skype interviews). These will also be analysed as *cases*, although necessarily less in-depth.

The evaluation's analyses have been made with the help of the two concepts described above (and in chapter 8.3), i.e. *Theory of Change mechanisms* (on mechanisms see below). Data will be collected through individual and group interviews, perusal of a wide variety of document types and media analysis.

Case study method in order to go in-depth

The methodology of case studies enables attention to the concrete context in which the evaluated projects takes place. These techniques include document studies, analysis of local press coverage, semi-structured interviews and conversations, and observations. This means our focus has not primarily been on the inner workings of the project, but on its interaction with the institutional surroundings and mentalities, in other words the social, economic, political and cultural conditions the project partly seeks to change, partly is dependent upon to succeed. We have identified *what* changes were brought about by each of the selected cases, and *how* these changes happened, or alternatively *why* they did not happen.

The evaluation is based on four in-depth and eight desk studies, which is a relatively large number for an evaluation. The cases have been selected by FOKUS in the Terms-of-Reference to give a broad representation of projects within its portfolio. This enhances the robustness of the conclusions drawn.

The case projects cover different regions, and different types of organisations and partnerships. Some projects are ongoing, like CATW-LAC, CATW International, the SAIH programme in South Africa, Masimanyane, Gender Links, and Moloj. Others have been phased out as a result of FOKUS' narrowing down of its geographical scope, like Marta Centre in Riga, CEIMM in Nicaragua, WJU in East Timor, OIM/CRIC in Moldova. In the cases of Fundación Débora and ICCPG there were other reasons (see separate chapters).

Mechanisms in order to be general

The individual VAW projects handled by FOKUS are quite diverse, and there has been a need to avoid that the case studies end up in a set of particular conclusions merely relevant for the individual project in question. Therefore, we have looked for the underlying *mechanisms* that make projects and programmes work. These are the “frequently occurring and easily recognizable causal patterns”, referred to by the Norwegian political scientist Jon Elster.

The mechanisms are called into play by the provision of resources through an intervention (free legal help, SOS phones, support to

become economically independent, awareness-raising incentives, a training course for potential local politicians, baseline data and indicators, and information exchange/sharing of best practices, or other). To what extent the mechanism actually is triggered depends on the *context*, the context being composed of the subjects and the programme locality. This is based on an observation that the mechanisms that are supposed to "resonate much more for certain subjects in certain contexts", as the British expert on evaluations Ray Pawson has put it. In fact, an identical mechanism may be set going in two different contexts with the opposite result, which is one of the reasons we have chosen case study techniques. In order to catch sight of how mechanisms unfold, i.e. the interrelations between the interventions and the context, we will make a systematic comparison of the case studies.

Comparison in order to learn

After having inferred a rough Theory of Change we have compared our findings from the in-depth and desk cases on how changes are made – and what impedes them – with the theory. This means we have used the Theory of Change as a *template* against which we systematically have contrasted the real-life findings from the case projects. Doing this, we have "decomposed" the Theory of Change into the set of "mini-steps" it consists of. Then we have proceeded with studying these steps in detail in order to follow empirically the key assumptions in the theory and how they correspond with real life. How does activity A lead to result X, and activity B, which is based on result X, lead to result Y?

By contrasting the connection between project activities on one hand and results on the other as hypothesised in the Theory of Change with what we observe in our case studies, we have been able to point at what works and possibly where the theory fails. In the latter case, suggestions on how to revise the theory (and activities) have been provided. This is a practical method to facilitate discussions in group interviews as well as individual interviews, in the analysis as well as in dissemination seminars.

Data collection

Document and media studies

We have gone through FOKUS' project documentation for the collaborative projects as well as report and notes written by the

member organisations in Norway and their partners in the South (plus Latvia). The documents consulted were prior evaluations as well as annual reports and project proposals in the period 2007 to 2011. To enrich the picture of how VAW is framed in the four countries of case study, we did searches on the web-based newspapers (in Latvia only the Russian language press). This work was completed prior to holding interviews, and served as a basis on which to create well-informed questions. We have also consulted scholarly literature (see Reference and Documents Consulted at the end of this Report).

Interviews

Interviews constitute a major source of information for this evaluation. Our primary interviewees have been the members of the FOKUS Secretariat, relevant member organisations and their project partners abroad. During field work interviews have been made with other stakeholders and duty holders, like community leaders, decision-makers at all levels, health sector personnel, education sector personnel, as well as the police and the judiciary as well as key informants and to some extent, peers.

Interviews have been made in groups and individually.

For in-depth informants, interviews have been semi-structured, meaning that they have proceeded according to an Interview Guide common for all interviews with similar interviewees. This allows the interviewees to bring in aspects or issues other than those planned by the consultant.

Through an analysis of the interviews with primary and secondary interviewees, we will identify change stories. Much of the interviews have concentrated on what the interviewees hold to be the most significant change they have brought about/have witnessed.

On two occasions the team has been able to observe the organisations in their work. The consultant accompanied CATW-LAC to a medical conference in Puebla, Mexico, where the organisation's president presented her approaches to VAW work with young people. Likewise, the evaluator took part at a meeting with the Health & Education Group in Mexico's Interministerial Commission to Prevent and Sanction Trafficking in Persons, where CATW-LAC's regional director was invited to discuss victims issues. In Guatemala, we witnessed a joint meeting of Moloj, MTM and Conavigua.

2 Theory of Change

2.1 Theory of Change as tool

Theory of Change is central to this evaluation. Firstly, one of the main objectives of the evaluation is to contribute to FOKUS' development of its Theory of Change (see separate chapter). Secondly, Theory of Change serves as a methodological tool used throughout the process of evaluation.

In this evaluation we make use of Theory of Change to structure the study. This applies for the data collection and the Interview Guide, the comparison of cases, the analysis, the outline of the report, the communication of the findings and recommendations, including learning among partners and FOKUS.

Theory of Change is a systematised collection of assumptions about the causal links from the initial project activities to the impacts. It is a theory in the practical sense of the word. It helps us answer the question of “what works?”. How – in concrete terms – are effects brought about by the activities constituting a project or programme?

Often projects and programmes lack an explicit Theory of Change, although they may be based on several robust assumptions – hypotheses – about how things change through project activities. We will bring to the fore underlying assumptions in the VAW projects, and discuss their validity.

On the basis of the project portfolio selected for case studies (in-depth as well as desk), we identify – schematically – how FOKUS and VAW project holding member organisations concretise the steps along the iterative sequence of actions that lead towards the objectives. Conventionally, these steps are structured like this:

Input (*project activities*) → output (*deliverables*)
→ outcomes (*most significant results*) → impacts
(*e.g. a significant reduction or abolition of violence against women*)

In the evaluation we recommend attention to be directed at the *outcomes*. What leads to outcomes? What do outcomes lead to? Outcomes refer to what *changes in attitudes and behaviour* the concrete project deliveries have led to among participating individuals and institutions, and most often are identifiable only after the project has been completed. Such results may be new skills, ways of thinking, attitudes, mindsets, or new routines and practices. These are the *triggers of change*. To quote the “theoretician of evaluations”, Ray Pawson: “The triggers of change in most interventions are ultimately located in the reasoning of those touched by the initiative, so that effects are generally produced by, and require the active engagement of individuals.” (Pawson 2006: 27).

2.2 What is Theory of Change?

Programmes work through the target groups’ reasoning and reactions. For programme advisers and evaluators this insight complicates the matter because it means we must find out how the targeted individual reason and react, and this information is not to be found by counting numbers of workshop participants or handing out questionnaires to check participant satisfaction. Instead, an analytical approach is needed.

In short, the outcomes have to be analysed in the light of the *mechanisms* they are a result of, and the *contexts* that allow for these mechanisms to be “switched on”, to use Jon Elster’s wording (Elster 1989:9). In fact, Elster goes as far as to say that we lack theories of society that are reliable enough to make planning easy. What we have, he says, is “a tool-box of mechanisms, not a set of laws” (Elster 1989: 168). What, then, is a mechanism? Following George and Bennett (2005:8) it is “the independent, stable factors that under certain conditions link causes to effects”.

To cite Ray Pawson (2006: 25) again: “Interventions offer resources which trigger choice mechanisms (Mechanism), which are taken up selectively according to the characteristics and circumstances of subjects (Context), resulting in a varied pattern of

impact (Outcome)”. Theory of Change deals with how the resources offered by the intervention activates mechanisms, *and* how these mechanisms, while activated interact with social processes, or counteract them, as Pawson and Tilley (1997: 75) put it.

What is said above, means that the Theory of Change will not primarily address the inner workings of the project, but rather its interaction with the institutional surroundings and mentalities it seeks to change. The Theory of Change must take into consideration the social, economic, political and cultural conditions the intervention partly seeks to change, partly is dependent upon to succeed. A good Theory of Change is aware of the necessary conditions for its intervention to take hold – mechanism to be triggered – in the context it is implemented.

No Theory of Change is valid if it does not pay careful attention to the context in which its hypothesised change is going to happen. Since FOKUS’ work is rights-based it has to base its project activities on a clear understanding of the preconditions under which duty-bearers may operate and the characteristics of the rights-holders. The context in many countries that receive aid is marked by a non-existing civil society, or if it exists it is not of the kind that facilitates the changes sought through aid. Even worse, many of the countries do not have real state structures. Instead aid compensates for the lack of both civil society and state structures through projects and programmes. It goes without saying that in such a context it is difficult for a project or programme to produce sustainable change. The reason is that there is nothing, or very little, with which to work, apart from other projects and programmes. Not all aid-receiving countries are like this, however. There are aid-receiving countries in which the civil society has been active, often fighting the state in place, often oppressively. Guatemala is one of these countries.

2.3 Theory of Change and FOKUS

FOKUS lacks a clear Theory of Change for its overall operation. Therefore, the Evaluation Team was asked to address the issue of a potential Theory of Change.

Most likely, FOKUS working according to an explicit Theory of Change would be beneficial. As we argue elsewhere in the report,

in practice, the organisation already has the core elements of such a theory. The mechanisms FOKUS seeks to set in motion are those of interfaces in broad terms, operationalised through twinning of organisations North-South. In the Recommendations we suggest how these core elements could be retained within a more effective model.

FOKUS argues that the partnership between the Norwegian organisation and implementing partner does not necessarily have a direct and causal (and measurable) effect on the achieved results. That is most likely true, but FOKUS might gain from thinking through its assumptions on what actually happens when two organisations meet.

Theories of change at project level

In the report we have been looking for Theories of Change at project level as well, and have been able to discern elements. The implementing organisations probably would benefit from a more careful attention to Theories of Change. For instance, some VAW interventions rely heavily on the mechanism of “naming and shaming”. What do we know – in the concrete cases – of the preconditions for this mechanism to be switched on? If the general cultural climate is heavily “macho” shaming may come to nought. Likewise, the mechanism of “raised self-consciousness”, which is very much turned to in gender projects. What are the preconditions for self-consciousness, or gender consciousness, developed as a result of work-shop participation, to become an “outcome”? The answer can only be given if we know the context into which the work-shop participants go back after the completion of training.

In addition to applying programme theory’s input output-outcome-impact scheme, the *iterative* approach applied in theory of change can be made use of. In this line of thought programme theories are divided into iterative sequences, i.e. the programme is carried out step by step and the evaluator would have to look at each step at close range to spot what actually happened at each step in order to track the programme’s inner workings.

Connell & Kubitsch (1998) see programmes as iterative sequences of theoretical assumptions. Implementing a programme is likened to jumping from stone to stone in order to cross a stream. At each

stage it is necessary to disclose and follow empirically key assumptions in the programme. This can only be achieved by going through *at close range* what happens in the programme, i.e. by tracing how the workings of the programme interlock with the social processes it wants to change. The programme advisors and evaluators alike must do observations of the actual processes at each stage and check whether the theoretical assumptions hold water.

In order to concretise, we suggest the following scheme:

Example: Consciousness-raising workshops on VAW for police

Stage:	Input/ activity →	Output →	Outcome →	Impact
Expectations	Workshops	75 police officers trained	Police officers taking VAW seriously in everyday work	Significant reduction in VAW
Mechanism appealed to			Professional pride; inner convictions	Preventive effect of persecution
Mechanism <u>not</u> appealed to	Instant enrichment (e.g. through 'sitting allowances'); symbolic activity			
Contextual conditions to be taken into consideration	How are workshops received ¹ ?	Are the lessons from the workshops applicable in real life?	With what other other factors do the workshops interact ² ?	With what other other factors do the workshops interact?

¹ Do the workshops coincide with target groups' perceived needs for training? Do target groups have a motivation; plans for how to use new knowledge? Or are workshops seen as sources of allowances; status-enhancing events. Is the region or country subject to "tallerismo"?

² Do the contents taught coincide with other trends? Is there something to link up with? Or are there counteracting factors that neutralise the possible effects of the workshops?

3 In-depth –study: Marta Centre/JURK

The project “Legal Aid for Women Suffering from Family Violence” lasted from January 2006 to December 2009, which makes this project an excellent case for evaluative purposes. Three years have passed and if the project has had impacts they are likely to be discernible now.

3.1 Background on the organisations involved

Marta Centre is a resource centre for women in Latvia. It has a multi-disciplinary, mainly part-time staff that provides legal, social, and psychological assistance for women, including couch consultation and psychotherapy. In addition to being a service provider, the centre is a policy actor pushing for gender equality. Marta centre perceives crisis centres and shelters, of which there are not too many in Latvia, to be major allies on issues related to domestic violence.

The centre was funded in 2000 as a result of a partnership project with the biggest Swedish-speaking Finnish women’s organisation, Marthaförbundet. The centre implements projects for foreign and domestic funders. The project with FOKUS and JURK concentrated on domestic violence and was the centre’s first activity in the field of VAW. JURK and Marta Centre got acquainted in 2005 as part of the preparations for the telethon.

In 2012 the centre has 12 staff and 8 specialists and a group of volunteers. The four staff that was employed as a part of the project with JURK still works in the Centre, three of them as part time legal advisers for women.

JURK is a Norwegian NGO providing legal advice to women on issues like VAW, housing, labour legislation, social welfare, immigration and other.

3.2 The character of the problem addressed and its relevance in the actual context

At the time when the project started up, stereotypes regarding domestic violence prevailed. In 2005 Latvia had got a new Criminal Procedure Law that distinguished between slight bodily injuries due to domestic violence on one hand and other cases of violence on the other. In cases of domestic violence, there was public prosecution. Otherwise the victims would institute the legal proceedings themselves. Marta found that policemen and judges interpreted 'domestic violence' very differently. The narrow definition included only violence involving married couples, which in practice left a large number of cases out.

And still, in 2012, there is a certain reluctance against talking about violence against *women* as a distinct form of violence. Recent surveys show that people tend to believe that domestic violence affects men just as much as women. As one interlocutor in one of Latvia's ministries told the evaluator: "It seems to be ok to talk about violence against children, or domestic violence, but not violence against women."

Services programmes for adult violence victims were supposed to be implemented in 2010, but at the moment the government has postponed implementation to 2015

Some municipalities run centres or shelters. The city authorities of Riga, for instance, runs two shelters, but with a total capacity of no more than 55 clients. How to deal with domestic violence forms part of the curriculum at the Police College, but there is no specific department in the police specialised in domestic violence or VAW more generally.

At the time when Marta/JURK project was established there was a lot of discussion on what "family violence" actually meant. Should the police intervene only in the cases where the involved parties were married? The police tended to be in favour of this narrow

definition because it reduced the legal complications a wider definition would entail.

The project was conceived as a contribution to improving Latvia's judicial system and practices in the field of domestic violence. In 2004, the UN Committee on the Elimination of Discrimination against Women (CEDAW) recommended that Latvia strengthen its work against VAW. CEDAW considered that victims of domestic violence should have immediate means of redress and protection, including protection or restraining orders (keeping the perpetrator away from the victim) and access to legal aid.

Also, CEDAW called for measures to be taken to provide sufficient numbers of shelters for women victims of violence and to ensure that public officials, especially law enforcement officials, the judiciary, health care providers and social workers, are fully sensitized to all forms of violence against women and can adequately respond to them. At the time, stereotypes regarding domestic violence prevailed. According to Marta Centre and JURK the main obstacle to strengthening "women human rights and encourage women to stop the violence in the family is the attitude of state officials, especially policemen and prosecutors" (project proposal 2008). Moreover, the fact that there was no special law against domestic violence in Latvia, nor "an adequate national policy against violence against women" was highlighted as a problem by the two project partners³.

The two cooperating organisations leaned among others on the concern raised by CEDAW that Latvia lacks comprehensive legislation on VAW. Moreover, the two organisations noticed a worrying vagueness in dealing with VAW in relevant Latvian policy papers. The work against VAW has been hampered by a lack of clear lack of definitions and shared understanding of the phenomenon.

³ Latvia has no specific law punishing domestic violence. Moreover, there are no definitions of domestic, family or emotional violence in Latvian legislation. This type of violence is prohibited, but is prosecuted through the use of general laws against intentional bodily harm. Spousal rape is not recognised as a crime.

3.3 Explicit or implicit Theory of Change

The project was guided by a clear sequencing of its operations: First consult the women, then analyse her problems, then come up with suggestions for improved policies. The project consists of a set of interrelated measures in the legal sphere of work and some general consciousness-raising. The core activity is to establish a legal aid centre to give assistance to women. Marta centre's Norwegian counterpart JURK has extensive experience from working with concrete cases, which was useful for Marta centre. The project with JURK was Marta centre's – and the involved lawyers' – first project on domestic violence, and VAW in general. Therefore, JURK's transfer of insights in the initial phase was important for the later outcomes. During the project period Marta centre was informed about JURK's work on domestic violence, among others through its newsletters and study visits. The joint activities consisted of study visits.

The centre concentrates on the following activities: Contribute to a comprehensive legislation on VAW and improvements in the juridical system through publishing articles and proposals; taking part in work shops with relevant ministries to integrate VAW in their work; create a dialogue between, police, courts, the crisis centres and Marta centre on VAW; train lawyers in VAW; provide legal aid for every battered woman (consultations, preparing documentation, representations in courts, police, other institutions). In order to strengthen the awareness of the general population information is posted on the centre's own web-side and through mass media. There is no direct work with Latvia's university, which may be surprising given the Norwegian partner organisation's academic profile.

According to the project proposal 2008 the target group is women who have suffered from domestic violence or are in the risk group *and* “the whole society of Latvia whose opinion should be changed”. In fact, a third and fourth category could be mentioned, lawyers/legal specialists and representatives of relevant public institutions respectively. Both categories are de facto targeted by the project, and would have a core function within a project-level Theory of Change. The project was carried out following clear line of thought although not spelled out as a Theory of Change.

3.4 Results – outcomes and impacts, and their relevance in the actual context

Marta centre has a clear policy of linking up with likeminded groups and individuals. The interviews carried out in Riga left the evaluator with a clear impression that Marta centre is an active contributor to a vaguely defined gender equality advocacy coalition in Latvia. The project with JURK contributed to Marta Centre gaining this position.

In its capacity as a policy actor pushing for gender equality the centre has developed good relations with relevant ministries, notably the Ministry of Welfare and the Ministry of Justice, but also the Ministry of Interior (including the police). The Ministry of Welfare is the responsible institution for the development of gender equality policy in the government. The working groups that prepared the package of law amendments included two NGO's, Marta Centre and Skalbes Crisis Centre.

One significant outcome of the project was that the project team continued operating as a core team on domestic violence after the project period. The core group was instrumental in developing Marta centre's work on domestic violence and finding new funding. Since 2009 when the project with JURK was finished the centre has had five different funders of projects on domestic violence: the NGO support under the EEA Grants; Open Society Foundation; Latvia's Forest Company; funds (around 5000 lats annually) from individuals through the web based Charity Portal; and the Dutch embassy.

Until 2011, 'family violence' was prosecuted by the state, whereas other violence, e.g. against an unmarried partner, the victim itself had to do it. In the process Marta Centre argued that domestic violence should be as an aggravating circumstance, and domestic violence should be defined in broad terms (including spouses without marriage, former spouses, relatives, no matter if they live together or not).

Marta stood out in this debate as a strong supporter of understanding domestic violence as a problem to be combated regardless of the type of household it may be married or unmarried

couples or couple not living together. These rules are new and it remains to be analysed how they are implemented in practice.

The package of amendments in the laws relevant for VAW, will be in force in 2014, and restraining orders issued by the police and courts most likely will be a part of it.

The legal cases carried out by the centre as part of the project were useful to show a) why women are reluctant to report to the police, and b) only 30 pct of the victims considered the work of the police to be good. The centre started looking into how the court are working in cases of domestic violence. Judges proved to have little specific insight into domestic violence. This made Marta Centre and the Ombudsman's Office go together and arrange a conference on domestic violence in 2009. The conference had a focus on the work of the court and police. But still, in 2011, 300 calls were made to the police about domestic violence, and 97 percent were not followed up.

The main output was the establishment of a legal aid centre (in project document also called the Project centre) within Marta centre with six lawyers employed. The last annual report from the project (2009) lists several *outputs*, like the number of hits on the anti-violence web site www.pretvardarbibu.lv, in all 8610. This web site has been defunct for a while for technical reasons, although clickable from marta.lv (under Vardarbības ģimenē cietušiem – domestic violence victims). In all, 94 women had received legal assistance “in full amount” in 2009, which was twice as many as in 2008. Consultations, including by mail or e-mail, amounted to 341.

The legal aid centre did not obtain financial support from Latvian authorities, thus remaining a project without becoming a regular activity. The project holders emphasise (in the 2009 annual report) that the project lawyers were acknowledged by the authorities by being invited to the regular workshop in Ministry for Welfare on program “Elimination of Domestic Violence 2008-2011”.

3.5 Sustainability

The fact that the centre operates actively only in Latvian, although responding in Russian when needed, reduced the effect of the

centre's actions. Russian is by far the most used language in Riga. Many people who might be able to use Latvian for official purposes might be more comfortable using their everyday language when talking about personal and highly troublesome matters. The language issue, however, is regulated by the Latvian law according to which Latvian is the only official language in the republic.

Marta centre has been able to position itself in the Latvian political and administrative environment with relevance to VAW and is taking part in several processes of legal and administrative change. The value added, as seen from the point of view of the authorities, by bringing Marta centre in, lies in the centre's hand-on experience with realities at case level.

Marta Centre holds FOKUS reporting system to be user friendly as compared to many other funders, who require more paper work. The FOKUS indicators were mainly referring to activities, like numbers of participants at trainings, number of clients and the like.

The communication with FOKUS was indirect, through JURK.

3.6 What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

Having become a fully-fledged EU member, Latvia does no longer belong to the type of countries in which FOKUS is operating. Still, there may be lessons to be learned from the cooperation between Marta centre and JURK. First of all, Marta case illustrates that transfer of skills and insights benefits from some basic structural similarities between the "exporting" and "importing" country. After all, Latvia and Norway of today both relate to and adapt to European – EU – standards. Secondly, given the element of partnership and twining in FOKUS' overall Theory of Change, the project illustrates the benefits of linking two relatively likeminded organisations. Marta centre and JURK are quite similar. They share a background from the legal sciences as well as core values and methods. For Marta to utilise JURK's experiences, therefore, there have been very few obstacles originating from the partnership itself. In all, the way in which Marta centre has been able to work

rights-based, by arguing for change in close cooperation with progressive elements of the state apparatus, presupposes a certain level of development in the country. There is reason to discuss whether this holds true not only for the Latvian case, but for FOKUS' project methodology in the field of VAW in general. We will come back to that question while analysing the remainder of cases in this evaluation.

4 In-depth –study: ICCPG/JURK

4.1 Background on the organisations involved

The Institute of Compared Studies in Penal Sciences of Guatemala (ICCPG) was experienced in the field of penal law, but had difficulties in getting funding. In 2002, a project idea on penal justice for women presented to a representative of the Women's Committee of LAG who contacted FOKUS. FOKUS considered JURK to be a suitable partner for ICCPG, and the project started up in 2003 (Thoresen, 2007). (ICCPG) carried out the project Penal Justice and Gender as part of FOKUS telethon portfolio of projects.

ICCPG is an academic, civil society organisation, specialised in the issues of penal justice and security defined broadly. It is not primarily involved in women and gender issues, and towards the end of the project period JURK considered that ICCPG from 2010 no longer would be eligible for funds from FOKUS.

In 2010 the project period was over, but JURK continued to be active in Guatemala through the opportunities offered through FOKUS. A new project was established with a newly established (2008) Guatemalan NGO, Mujeres Transformando el Mundo (MTM). The initiators of MTM had their background from ICCPG, but wanted to focus more specifically on legal gender issues than the framework within ICCPG seemed to allow for at the time.

Whereas the ICCPG-JURK project targeted women deprived of their freedom, the MTM-JURK cooperation has a wider focus. Focusing on penal justice and sexual violence, MTM considers its activities to be a thematic continuation of the ICCPG/JURK

project. JURK stresses the discontinuity between the two projects, stating that the establishment of the joint project with MTM is unrelated to the discontinuation of the cooperation with ICCPG.

The project group within ICCPG consisted of four and half man years. The change oriented organisations in Guatemala differ as to their emphasis on indigenous issues versus an emphasis on fighting oppression as such. The two are, of course, intertwined. Although being very sensitive to the dimensions and specificities of Guatemalan racism, and working with indigenous victims, the project group in ICCPG was considered mestizo, just like MTM is being considered mestizo.

4.2 The character of the problem addressed

The project targeted women in prisons or other penal institutions who suffer from gender based discrimination and even violence. The project was implemented on the backdrop of the need to strengthen legal justice after 36 years of counter insurgency on the part of the government⁴. Although the National Civil Police had undergone reform it still had not reached an adequate professional level. Based on strong evidence, the ICCPG (and now MTM) argue that there is a systematic violation of the women's rights by the penal structure, since their situation and gender particularities are not considered. The project aims at assisting indigenous and poor women otherwise likely not to be able to make use of the legal apparatus to claim their rights.

Working for criminal reform in Guatemala is difficult due to the widespread violence and feeling of insecurity that make demands for being tough on crime quite popular. The political slogan of 'mano dura' (hard hand) which at times helps political alternative win elections does not easily include the practice being fair with criminals. The level of violence in Guatemala is worrying. The number of homicides (violent deaths) are growing steadily (as is the population), from 2655 in 2001 to 6498 in 2009. If taking a closer look at the female victims of violent deaths, there is an increase from 322 in 2001 to 720 in 2009 (López de Caceres 2010: 127)

⁴ For a short overview VAW in Guatemala, see Kanakarajavelu (2010).

4.3 Explicit or implicit Theory of Change

The overall objective was defined like this (project proposal 2006): To develop the conditions that guarantee the respect to the human rights of the women deprived of freedom, subject to a penal process and condemned to an imprisonment sanction by promoting a criminal policy adequate to the gender perspective. The project consisted in three elements clearly linked to each other: Litigation, training, and political pressure in that order.

The point of departure of the project is the observation that practice lags far behind the formal legal framework. Therefore, at this stage change can be achieved through a fuller use of the existing formal system.

Although perhaps not spelled out in explicit terms, the project's Theory of Change stands out for its clarity. This was already noticed by the 2007 evaluation of the development cooperation through Norwegian NGOs in Guatemala (Norad 2007), and is illustrated through the project activities presented below. Women who are persecuted for misdemeanour or small crimes were singled out as the beneficiaries of the project. Target groups – to spur change – are justice functionaries, more precisely police officers, public defenders, judges, and prosecutors. The project aims at linking up with the broader advocacy coalition for Human Rights and Justice in Guatemala. The discrimination of women in the penal system is rooted in the conservative cultural structures of domination and submission of women permeating Guatemalan life. The society at large is therefore targeted.

The toolkit in use in the project was abundant. Initially it consisted in doing basic research to strengthen the argumentation. This was followed by training (“sensitising”) of employees in the judicial sector, followed up by political pressure for change. Also free legal assistance through *defensores públicos* was made use of. Two cases of abuse were notified to the Human Rights Court.

On one, important, occasion the project conducted a case for the court, making it an *emblematic case*, the Juana Méndez case. Juana Méndez was a young Maya women, speaking only her native Quiché language, and who had never left her village in the Western Highlands of Guatemala. She discovered opium plants near her

home in December of 2004, and was arrested and arbitrarily imprisoned accused of being the owner of the plants, a charge that was later dropped for lack of evidence. In the Nebaj regional police station she was sexually assaulted by two officers of the National Police, who threatened to kill her if she denounced her. Nonetheless, that was what she did the day after. In 2008, three years later, the trial began. Surprisingly, one of the police officers was accused of rape and abuse of authority, and was sentenced to 20 years in prison. The other police officer was on the run. The sentence was a significant breach in the impunity that characterise Guatemala, not least regarding abuse of women in prison and detention. The Juana Méndez case was followed by human rights and women organisations that wanted the trial and verdict to become the critical precedent that brings an end to impunity.

The partnership/twinning character of the cooperation functioned well in the case of ICCPG/JURK. The communication was easy due to the similarities between the two organisations. Exchange of experience took place once or twice a year. When ICCPG started out with its investigations it lacked experience, and JURK's advice on how to work with the cases were valuable. The fact that the counterparts in JURK changed regularly (and frequently) due to JURK's character as a student organisation does not create problems because it has a small permanent staff that ensures continuation. JURK was helpful as an intermediary in ICCPG's communication with Fokus.

The target groups have not taken part in the planning of the project activities.

4.4 Results – outcomes and impacts, and their relevance in the actual context

The most important result from the project period 2006-2009 was the establishment of penal justice for women as an issue and a field of work in Guatemala. At the outset of the project very little was known about women deprived of their freedom, i.e. women in detention and prison. The first year of the project ICCPG carried out a qualitative study, followed up the year after by a study quantifying the scope of the problem. The study found that there are no tools for applying gender perspectives or taking gender

considerations in the judicial system. In general the qualitative study summed up the deficiencies in the system, like the non-existence of the *tribunales de turno*, “courts on duty”. The figures, among them a 75 percent risk of being raped if being female during capture, custody or prison sentence, helped put the issue on the agenda. One hundred percent of the employees in the judicial system interviewed, confirmed that they did not know laws and international treaties on women’s rights. If not outright innovative, the use of prior research to identify the specificities of the problem addresses proved to enhance the accuracy of the project interventions.

How can a fuller use of the legal provisions and institutions be achieved? In line with a large number of foreign NGO’s operating in Guatemala the project targeted women with workshops aiming at awareness-raising. In the case of ICCPG/JURK the awareness-raising had a clear aim, that of women stating making use of their legal rights. In addition, the project aimed at core professionals in the legal system, i.e. police, lawyers and judges.

Under project goal 1 (*sensitising/ awareness*) the last report from ICCPG (2009) listed in detail several cases of publicity to their activities in radio, TV, newspapers and events. Likewise, under *training*, very specific figures were given of where training had been given, to what categories of target groups and to how many (distributed on gender). In all 568 justice functionaries had participated (of whom 308 women). Moreover, 124 ‘community leaders’ had been trained. Under *advocacy*, ICCPG presents the following outcomes: strategic litigation with gender perspective in 8 cases followed up, using gender perspective; the legal management for the approval of the *Freedom* deprivation centres for women disciplinary code is followed up, along with the lobbying of the Facultative Protocol of the Convention Against Torture. The introduction of an Instruction for work with cases related to the armed conflict could be attributed to a large extent to ICCPG’s work.

The JURK team makes use of indicators as a tool to structure the work towards results, but is fully aware of the risk of losing sight of important results, e.g. results not planned for. JURK would have liked to undergo training in practical project implementation, including the use of indicators and other tools for reporting

results. The organisation would have liked FOKUS to be more explicit regarding its wishes and requirements. JURK is based on voluntary work and does not have the administrative apparatus to be permanently “on” in its relations with Fokus. ICCPG had a very professional way of dealing with the required paper work, including accountancy. Using indicators, in the ‘constantly moving’ field of Guatemalan justice, has not been easy.

4.4.1 On MTM

The discovery of mass graves made MTM busy following up the legal aspects for the surviving family members, most often women. In all, 320 cases have been registered, and one third have been reported to the legal system despite difficulties in presenting evidence given the time that has passed since the crimes happened. The starting point was sexual violence during the civil war, but it soon turned out to be difficult to detect individual crimes from that time and hold individuals responsible.

Therefore, focus has shifted to contemporary sexual violence. The inclusion of contemporary cases of sexual violence has made MTM include psycho-social assistance to the victims, which is a step away from the strict legal profile of the organisation’s activities hitherto.

Establishing precedents is an efficient way of moving practice forward. Therefore, the project produced cases for the court, making them ‘*emblematic cases*’. This is the core method used by MTM. Talking with representatives of other organisations defending the rights of women (and indigenous people), including public institutions, the practice of presenting concrete cases and their solution (not only cases brought to the court) seems to be widespread in Guatemala (see e.g. CODISRA et al 2010b). For ICCPG and now MTM the work with emblematic cases are systematic and based on professional, legal argumentation. The cases constitute the backbone of the activities, and actions are made on the basis of the cases. Through cases obstacles are made visible. The Juana Méndez case, mentioned above, was the most publicised due to its significance.

In the field of litigation MTM cooperates with ECAP and UNAMH. MTM has contacts with the Prosecutor for Human Rights and the Ministry of Public Affairs.

MTM has a diversified network of financial supporters, among them the Global Fund for Women, that supported the renovation of the house where MTM has its offices. The Irish Trócaire, the UNFPA, and Terre des Hommes are also involved together with organisations providing smaller sums. FOKUS/Norad is by far the largest contributor.

4.5 Sustainability

After the project, ICCPG did not continue focusing on women issues in the penal system, neither did JURK's new project in Guatemala. In the following, we will present the context in which sustainability of women rights projects in Guatemala should be analysed. As the presentations shows there is a quite well developed framework for defending women's rights in Guatemala, and the achievements from the ICCPG project – notably the Juana Méndez case – therefore will have somebody to follow them up. However, this chapter has relevance beyond discussing the sustainability of the JURK/ICCPG project. Working in the field of legal justice in Guatemala has got its specificities drawn from mainly three sources. First, even for being Latin American country Guatemala has an unusually oppressive history where large segments of the population enjoyed very few rights. There is a lot to catch up with.

Secondly, the peace accords made in 1996 between the government and the guerrilla to end the armed conflict that had lasted since 1960, were followed up by a new set of instructions and legal provisions to secure rights to the population. Also a new set of people joined the ranks of those manning the public institutions. The evaluator met with several of them, and they may be considered an advocacy coalition. Guatemala has a set of thematic prosecutors (*fiscalías de sección*), among them one for woman issues. CONAPREVI (Coordinadora Nacional para la Prevención de la Violencia Intrafamiliar y contra la Mujer) is the main organism coordination efforts in the field of VAW.

CONAPREVI has initiated the Centres for integrated assistance to women who have survived violence (CAIMUS). The Attorney general (Ministerio Público) has developed a model for integrated care (*atención*) for women who are victims of violence, but so far offered only in the capital. Here, in a centre applying the model the

victims are taken care of at once by a psychologist and a lawyer/assistant prosecutor (auxiliar fiscal) and as soon as the denunciation is made, security measures are taken together with the juzgados de turno. The Instituto Nacional de Ciencias Forenses (INACIF) and a clinic of the Médécins Sans Frontières are both co-located with the centre.

In the field of indigenous women's rights DEMI (defensoría de la mujer indígena) plays an important role, and handles 3000 denunciations annually. Likewise, CODISRA (Comisión presidencial contra la discriminación y el Racismo Contra los Pueblos Indígenas en Guatemala) protects the rights of indigenous women. There is a secretariat for women's issues (SEPREM) in the presidential administration, and since 2008 there has been a National Policy on Woman Issues (the existing one is lasting until 2023) (Gobierno 2009).

The third main factor to be mentioned here is the fact that Guatemalan authorities since 1996 have been determined to join international conventions and follow international recommendations. Among members of the women's rights advocacy coalition, with whom the evaluator had several interviews Guatemala's formal international commitments certainly was considered to be a strategic tool for pressure. The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), UN Security Council resolution 1325, the Inter-American convention on prevention, punishment and eradication of VAW (MESECVI), the Inter-American convention against the International convention against all forms of racism, the ILO Convention 169 on indigenous peoples as well as the human right protection mechanisms in the inter-American setting.

National laws underpin the formal rights of Guatemalan women: Law on dignity and integral promotion of the women (1999), referring to Guatemala's multi-cultural and pluri-lingual character; Law on maternal health (2010) referring to CEDAW, with regulation 2012; Law to prevent, punish and eradicate intra-family violence (1996), with regulation (2000); Law on social development (2001); Law against femicide and other forms of VAW (May 2008); Law against sexual violence, exploitation and trafficking in persons (2009).

4.6 What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

There is always a risk a project or programme fall on rock simply because the intervention and the context into which it is imported do not match. In Guatemala this risk is a lesser threat than in many other aid-receiving countries. Guatemala has an active civil society that at times is willing to take a fight over issues on grounds of basic principles. Guatemalan civil society organisations by and large are genuine. They have not been set up to serve the donors. Compared to many other countries in the aid-receiving South, Guatemala has a relatively well-developed state apparatus, although with a highly oppressive record historically. Unlike many other aid-receiving countries Guatemala has a political situation in the sense that the struggle for political power to a large extent is about rivalling world views, not about clan, tribe or the like. The political balance vacillates between conservative forces with strong links to the military and more liberal and social tendencies. The existence of a civil society, ideological alternatives and a state apparatus means that there is a context in which project interventions may take hold. For Fokus, applying a rights-based approach, this is of great importance. Right-holders and duty-bearers are aware of rights and obligations largely without having to be told through projects. Projects and aid do not *replace* civil society and state, but *work with* them. In Guatemala projects stimulate and underpin positive actions, e.g. against VAW, but do not primarily create them. All this makes working through projects and programme very relevant for Guatemala.

The ICCPG/JURK project fell very clearly within the thematic framework of FOKUS that in its work on VAW seeks to reduce the extent of violence against women through changes in attitudes, behaviour, judicial frameworks and support measures. The same holds true for JURK's cooperation with MTM. MTM has a clear focus on violence against women, in particular sexual violence, and it is clearly rights-based.

In sum, there are three main lessons of relevance to a Theory of Change to be learnt from the ICCPG (and later MTM) project. First, the importance of selecting countries of operation according

to the character of what Fokus has to offer. Since Fokus is working through right-holders and groups organising them, and also through duty-bearers, it is a great advantage that these institutions exist genuinely, and not as mere constructs set up by the international aid apparatus. The ICCPG/JURK project shows how the existence of like-minded groups, ideological battles, and a state apparatus are preconditions for a project type of operation to make sense.

Secondly, if Fokus' Theory of Change keeps the partnership/twinning element also in the future, the ICCPG/MTM case shows the importance of paying attention to the qualities of the partner organisations, and first of all the one in the country of operation. Much hinges on a clearly defined mission, and well thought-out modus of operation, like we saw it in the case of the ICCPG project group, and later, when the project with ICCPG had come to an end, in the new project with MTM.

Thirdly, within a two-by-two partnership model, projects are more likely to succeed if the two organisations share basic *skills*, which make them able to communicate despite not spending much time together or being well-acquainted with each others' societies. In the case of ICCPG/MTM and JURK law brought the two sides together.

5 In-depth –study: Moloj, Guatemala/LAG

5.1 Background on the organisations involved

Moloj Kino'jib'al Mayib' Ixoqib' (Political Association of Mayan Women) promotes indigenous women participation and leadership in the country's political life. Unlike the groups with which Moloj cooperates, Moloj is registered as a political organisation, not an NGO. This allows Moloj to carry out political work that NGO's would have to keep away from on formal grounds. The practical implication of this distinction is, however, not significant. The organisation is steered by its founding partners (*socias fondadoras*), a group that has been widened to include 22 new members (making the total number of founding partners 92). Moloj aims at covering all Maya language groups, but is stronger in some of them than others. It operates in 13 of Guatemala's departamentos (provinces).

The Latin America Solidarity Organisation in Norway (Latin-Amerikagruppene i Norge –LAG) is a membership-based organisation of activists that disseminates information on the social, economic and political situation in Latin America with the aims of strengthening Norwegian solidarity with the groups and movements that fight against military oppression, abuse of human rights, discrimination and market liberalism, and for the establishment of a real and participatory democracy. LAG also has a focus on gender issues, that are followed up by the LAC Committee for Women Affairs. Members of this Committee have been involved with Guatemalan, indigenous women groups since the 1980's, and the cooperation with Moloj emerged out of this.

5.2 The character of the problem addressed

There is wide-spread racism and discrimination against the indigenous population in Guatemala. Indigenous Guatemalans are much less represented among those taking actively part in the country's political life than mestizos. Combined with traditional sexism and wide-spread VAW, this makes indigenous women doubly oppressed and underrepresented among those taking on a public duty.

5.3 Explicit or implicit Theory of Change

The indigenous issue is at the forefront of the project. The overall objective is to contribute to the construction of a peaceful, inclusive and respectful of society acknowledging cultural diversity. Moloj's contribution to reaching this objective is to strengthen the leadership of Mayan women to enable them to fully exercise their rights. The project activities to reach these goals are mainly workshops. The funds provided through the Norwegian telethon were specifically used for public information through broadcasting and targeted sensitising during the 2006-2009 project period. In other words, the factor of change addressed by the intervention is that of awareness. Consequently, the intervention consists in information, and one of the methods applied are chat shows (conversatorios) with experts speaking local Maya languages. The project operates partly through *social communicators* and *co-facilitators* and local women's groups.

5.4 Results – outcomes and impacts, and their relevance in the actual context

During the period of the telethon project (2006-2009) 452 Maya women were trained in 60 workshops (2006)/434 women in 16 workshops (2007)/132 women in seven workshops (2008)/465 women taking part in workshops (2009).

30 bilingual women were trained as trainers (2006). 30 women got training in how to make radio spots, and two radio spots were translated and recorded in five Mayan languages and Spanish, 8 community radios broadcasted the 2 spots for one month (2007), a

figure that rose to 14 radios broadcasting one spot for a month in 2008.

Moloj reports that thanks to its workshops women in the villages are beginning to understand the differences between the political parties. Moloj has also been helpful in advising women on how to acquire documents. There are several – as of autumn 2012 they are altogether 64 – local women groups resulting from the activities of Moloj. Local women have been brought together during workshops and have decided to follow up through organisational work. The foci of these groups differ from traditional handwork to the struggle against mining (in Huehuetango and San Marcos), but Moloj supports them with the aim of strengthening Maya women's capacities as leaders through organisational practice. In the politically more controversial case, like those regarding mining, Moloj helps formulate demands.

Many women who have been introduced to political work through Moloj have entered local government and the local development councils (COCODES). They are working in the women's offices in the mayors' offices and in several cases have been engaged in preparing women budgets. In other words, Moloj has been helpful in helping implement legal provisions. Moloj also work with the rare cases of women entering the traditional authorities (the four cases in the departments of Totonicapán, Sololá, Quiché, Alta Verapaz). Some of the women with a background from Moloj are now having positions in the state structures, in particular those having been set up as a part of the Peace Accord to strengthen indigenous rights. Moloj's leader and vice-leader has been recruited to sit on the presidential board on women issues. Moloj holds some the new laws (on femicide, on discrimination, and on maternal health) to be results of, among others, their own efforts.

5.5 Sustainability

The communication between the local women's organisations in Moloj could have been more developed. Communication is hampered by a deep-seated cultural reluctance to let rural women travel. The fact that Moloj, has an office in Panajachel (in addition to its headquarters in Guatemala City), in an area densely populated by indigenous people, enables Moloj staff to reach out physically to the villages and thereby enabling a horizontal flow of

information between the women's groups. Moloj reports to be in contact with FOKUS when writing applications and reports. Some of the reporting is made difficult due to LFA requirements and vocabulary. Moloj have good experiences recently from being assisted by FOKUS in writing the project proposal, i.e. formulating ideas in project language and project-type of activities. Moloj would have liked to see a more systematic historical account of the cooperation in order to reduce vulnerability to personnel shifts. This would be a task for Moloj/LAG as well as Fokus.

LAG is visiting Moloj and takes part in meetings in the local communities. Moloj holds LAG to an important ally on the Norwegian side, but the alliance seems stronger on the emotional field than the practical one. Unlike the partnership between MTM and JURK, which is taking place between "functional equivalents", Moloj and LAG are very different, although sharing a broad political position. As an organisation, LAG's strength lies in its ability to disseminate qualified insights on Latin American and Guatemalan realities in Norway. The cooperation with Moloj has been of use for LAG in this work. As a competence milieu the organisation has a potential role in all Latin American activities carried out by Fokus. It is less clear, however, how their insights could be made use of by their Guatemalan partner. As compared to Moloj LAG is much closer to Fokus and Norad, and its role as a representative of the partnership vis-à-vis the Norwegian organisations is potentially an important one.

Moloj takes part in several networks of women organisations in Guatemala and Latin America and states as one of its strategic priorities to form alliances with relevant government institutions, like the Defence Office of Indigenous People of the Institution of the Office of the Attorney of Human Rights; the Presidential Commission against Discrimination and Racism against Indigenous Peoples (CODISRA), and the Defence Office of Indigenous Women (DEMI).

Moloj receives support from foreign sources only. In addition to Fokus/LAG funds come from the Soros Foundation, Swedish Diakonia, and a Canadian organisation. The staff has been relatively constant in numbers. In 2005 they were 12, in 2011 15 and 2012 they are altogether 9. In addition 12 community-based co-facilitators are engaged.

Moloj takes part in a joint programme with MTM and Conavigua and the Norwegian partner organisations. The purpose is to learn from one another, join forces and have a greater impact. In the programme applications and reports are handled directly by FOKUS. For the purpose of implementing the project the three organisations have formed an alliance for the strengthening and empowerment of women. Involving itself with other local organisations is a strategic choice to secure backing.

Guatemala does not have a National Action Plan on United Nations Security Council Resolution 1325 (UNSCR 1325). Therefore, as an initiative from the civil society the alliance is going to prepare an Action Plan for the implementation of Resolution 1325. Each of the three organisations cover specific aspects of the total problem and certain groups. Together they cover a wider field and complement each other.

Moloj works with the Ministry of Education at national level on intercultural and bilingual education, and cooperates with the Ministry and others on local level, among others in alphabetisation initiatives. Moloj takes part in a working group on indigenous issues in the Ministry of Health, and for human rights for indigenous people in the Ministry of Justice.

There has been direct involvement of women in the planning of project activities. The workshops usually start with a round in which the participants come up with their wishes and needs.

5.6 What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

As argued above in the chapter on the ICCPG/JURK Guatemala offers beneficial preconditions for projects be relevant. Although being dependent upon foreign funding and benefitting from the international community's preference for supporting indigenous rather than purely social movements, Moloj represents a real-life current in Guatemalan society. The Moloj/LAG project illustrates the importance of the implementing organisation being embedded in real-life locally. The project also illustrates some of the problems inherent in the North/South partnership model. Apart from being

an intermediary between the implementing organisations and Norwegian decision-makers the Norwegian partner organisations – not only LAG – have difficulties in adding values on project level. In the case of Moloj and LAG the absence of structural similarities between the two organisations is particularly striking. Being a vibrant and high-quality competence milieu on Latin American issues, LAG's strength is not on project implementation within in a partnership model. Under Conclusions and recommendations below, we will discuss ways to make better use of the individual organisations' resources.

6 In-depth study: CATW-LAC/Norwegian Women's Front

6.1 Background on the two organisations involved

The project was carried out by CATW-LAC based in Mexico City and Norwegian Women's Front (Kvinnefronten) during a three-year period starting in 2006. After the telethon-financed projects were finalised in 2009, the cooperation continued to be financed by Norad through FOKUS. The two organisations share a long-standing commitment not only to the cause of fighting human trafficking and prostitution, but also the main approaches to do so. They hold the demand side to be the root cause of prostitution and therefore demand prosecution of the clients. Their 'abolitionist' stance stands in clear contrast to the 'reglementarist' position, which holds prostitutions to be 'sex work' that ought to be subject to regulation rather than prohibition. This latter stance permeates the international work against HIV/AIDS and makes it difficult for CATW-LAC to apply for funds from sources in this field. Being exponents of the abolitionist line Sweden and Norway are perceived by CATW-LAC as allies in international forums, whereas the German-Dutch line is reglementarist.

When it comes to organisational profile, the two organisations differ. Whereas CATW-LAC is a regional lobby organisation dominated by a strong and charismatic leader, Women's Front operates at national and local national level with an individual membership base.

The Coalition against Trafficking in Women (CATW) was established in 1988 thus becoming the first international NGO to organise against trafficking and sexual exploitation as its primary objective. The Women's Front has been closely related to CATW since the latter was founded.

In 1990 the Regional Coalition against Trafficking in Women in Latin America and the Caribbean (CATW-LAC) was established as one of several regional branches of CATW. CATW-LAC operates through its networks in most of the countries of the region. Its aim is to prevent and report cases of trafficking in persons, especially in women and girls and boys, for prostitution, and to provide protection to the victims. CATW-LAC aims at dialogue with national assemblies and government institutions as well as the Central American Parliament (PARLACEN).

CATW-LAC's Norwegian counterpart – Kvinnefronten (the Women's Front) – has a broader feminist agenda, and links up with trade unions and anti-imperialist initiatives. One of Women's Front's leading issues is the fight against sexual exploitation of women. Much competence has been developed on this issue in the organisation, which has a clear position in the political and academic debate on prostitution. The organisation is a staunch defender of the Nordic laws that target the "demand" side by prohibiting purchase of sex. Women's Front has been actively involved in international issues, and is currently running solidarity projects in countries like the Philippines, Afghanistan and Palestine. Women's Front was one of the organisations that supported the establishment of CATW from the outset (More on CATW in chapter 8). Women's Front reports that much of the follow-up on CATW-LAC's reporting is carried out by the CATW HQ in New York and primarily on email and phone by Women's Front.

6.2 The problems addressed by the project

The project had a clearly defined subject matter, which is trafficking and commercial sexual exploitation of women and girls. The demand side is brought into focus as the root cause of trafficking. CATW-LAC operates in a region where human trafficking is taking place on a large scale run by the drug cartels. The war against the drug cartels in the region has led to several side effects, among them pushing the

cartels to diversify their sources of income. Human trafficking has become a relatively more attractive field of operation for the cartels. Human trafficking is combated with a much lower priority from the authorities than the struggle against the drug traffic.

In the period of time covered by the telethon funds, the projects name was "Prevention of Child Trafficking and Prostitution in Mexico" (2006-2008). In the follow-up the projects have been "Human Rights Advocacy Project to Implement Trafficking and Prostitution Law and Policy Reform" (2009) to "LAC Award for the Life and Security of Women and Girls in Central America and Mexico" (2010 and 2011).

6.3 Explicit or implicit Theory of Change

The goals of the project are to raise awareness on trafficking and commercial sexual exploitation of women and girls with special focus on the demand side in the Mexico and Central American Region. CATW-LAC 's broadly defined Theory of Change to fight prostitution and trafficking is as easily discernible as is that of Women's Front.

In broad terms the implicit Theory of Change is to attack trafficking on its demand side. From below this is addressed through education, training and awareness-raising, and from above through pressing for changes in the legal and institutional tool-kits. Moreover, change is sought through active use of comparison and policy transfer between countries in the region. In other words, CATW-LAC's Theory of Change is based on constant pressure on all flanks which makes it dependent upon being a strong organisation. The funds made available through the project contribute to this by providing financial resources. But apart from the funds, on *project level* the joint CATW-LAC/Women's Front project would benefit from a more refined "theory" or opinion on how, in concrete terms, working together could contribute to change.

The two organisations have not applied an explicit Theory of Change in their cooperation, but they list a number of activities to reach their goals. In 2006-2008 the activities consisted in training teachers, i.e. six workshops in Mexico per year in the three year project funded by the telethon. The training was designed to make teachers more capable to inform children, adolescents and parents about trafficking and sexual exploitation. For strategic reasons the

geographical scope was mainly confined to the Mexican state of Michoacán, due to the strong presence of organised crime as well as military and security forces that fight them, which is a combination that lead to high risk of violence against women.

The 2006-2008 project was a quite traditional type of project, addressing consciousness-raising and capacity-building of target groups. This type of projects are often resorted to both by donors and recipients in 'aid' settings. Workshops are easy to design and report, and most often they do not challenge dominant power structures. In the case of Michoacán, however, the workshops certainly challenged strong groups. And for CATW-LAC the opportunity to run workshops contributed to its overall activities. One of the organisation's strengths is its first hand insight on what happens in real-life where trafficking is taking place. This point was made by several interviewees in Mexican public bodies responsible for the fight against trafficking or aspects related to it.

The project activities are closely in line with CATW-LAC's strategy. Introducing law packages on trafficking, prostitution and sexual exploitation is at the core of this strategy. This means lobbying with national authorities. Also, keeping up and developing the regional network of like-minded organisations is one of the main activities carried out by the regional office. Micro level activities at local level, e.g. in schools, belong to CATW-LAC's tool box.

CATW-LAC, although being dependent upon project funding from foreign donors, has a strong 'ego'. It has not been set up by the aid community, nor is it set up to serve this community's need for somebody to do the NGO/civil society part. On the contrary, it is a genuine, ideologically self-going machine, and it has a strong profile when it comes to law, psychology – and administration. The implicit Theory of Change applied by FOKUS involves a strong Norwegian component. The question is what that component might be for cases like CATW-LAC. The question is important because CATW-LAC is the kind of organisations that FOKUS probably should work with since these are the organisations that may bring about the change Theory of Change is about.

6.4 Results – outcomes and impacts, and their relevance in the actual context

The telethon fund enabled CATW-LAC to continue the workshops and trainings they started in 2002, and some of the telethon funds were used for refreshing the offices, buying pc's and a vehicle, all necessary preconditions for doing advocacy and work with victims.

The support to CATW-LAC's advocacy work related to legislative and policy innovation, has been used to influence new policies and their implementation. Through this CATW-LAC has strengthened its position as counterpart to the authorities. This work is being continued. The new Law on trafficking takes most of CATW-LAC's recommendations into consideration, but not the fundamental ones on prostitution.

FOKUS/Women's Front has supported CATW-LAC's work with the *Award for life and security of women and children in Latin America and the Caribbean*. The idea behind the award was to publish best practices and inspire regional attention to the issue of trafficking. It has contributed to enhance the visibility of the public bodies fighting trafficking.

For practical and financial reasons most of CATW-LAC's activities take place in Mexico. The organisation has been working actively with the Mexican legislature to promote an abolitionist model for the country's Law on human trafficking. The organisation provided a whole range of concrete proposals. The law that was finally passed in 2012 nonetheless failed to satisfy CATW-LAC's requirements. Moreover, the organisation works directly in the field, identifying victims of trafficking and rescuing them physically. It also runs workshops and trainings.

Mexico has set up a variety of institutions and bodies that deal with human rights, women's rights and trafficking. And although CATW-LAC's stance could be said to a radical feminist one, the organisation is communicating closely with these bodies. It was

CATW- LAC that coordinated the preparation of a CEDAW Committee Shadow Report on Mexico⁵.

CATW-LAC's director sits on an interministerial commission (including not only ministries) to follow up the Law on trafficking from the point of view of taking the victims' interests into concern, among others by giving advice on how to implement the law. This includes among others provisions for shelters, protocols for care for the victims, compensation for the victims, a fund for identity change of victims. Mexico is a federation of 31 states (plus the Federal District, i.e. Mexico City), and the CATW-LAC director is a member of inter-ministerial commission of no less than 15 of the states.

The organisation is working closely with the progressive city authorities of Mexico City. CATW-LAC is for the time being preparing two projects for them, one on the rights of victims (a video to be shown in municipal waiting rooms), and a Diagnosis of the structural and social causes of trafficking and sexual exploitation in Mexico City as well as a multi-annual programme to protect and assist victims of trafficking.

CATW-LAC received funding through Norad in 2003-2005, and again after the end of the telethon project. Currently, CATW-LAC has a ten member staff, but this number is fluctuating. The staff is exposed to psychological stress from working in direct contact with victims and run great personal risks from challenging organised crime.

Having established its position as a major counterpart and resource centre in the struggle against human trafficking CATW-LAC also has gained a position as organiser. Various federal and state as well as city authorities hire CATW-LAC to run trainings. Among the beneficiaries are policy-makers, children, parents, police, prosecutors. CATW-LAC is also used for the preparation of informational materials, among others from the city authorities of Mexico City.

In the period of time since 2006 when CATW-LAC and Women's Front started their cooperation, CATW-LAC has been able to

⁵ El Gobierno de México miente (The Mexican Government Lies), México, 2010.

contribute significantly to the struggle against human trafficking in the region. In the period of time covered by the telethon fund the scope was mainly Mexico. Some of the breakthroughs have come as results of other projects than the one with Women's Front. One example is the Red Alert programme designed to rescue women and young children from human trafficking. The UN Trust Fund for Contemporary Forms of Slavery is supporting this programme, that has been able to trace 1036 individual cases since 2006, of which 22 were dead. The programme has saved 700 from trafficking. Other countries in the region have taken interest in the system, and CATW-LAC would particularly like to share it with Central America.

Another CATW-LAC run programme, named "Get it, man" helps boys counteract stereotypes on masculinity, including attitudes to prostitution. The programme is being carried out in 11 Latin American countries. It is being supported by the US State Department. The CATW-LAC director received the Gleitsmann International Activist Award in 2011 at a ceremony in Harvard for leading this programme.

A package of law proposals on VAW, including a Model Law against trafficking, has been presented to the Mexican Congress, and is promoted in other countries of the region. A leading Mexican newspaper, El Universal, popular both for its journalism and advertisement columns, removed its sex ads among others due to campaigning from CATW-LAC. In all, the organisation has executed projects for almost 20 Mexican public bodies. The LAC awards have been used as a means to bring to the fore good practices and calling attention to the cause.

Having established good working relations with the Mexican police is considered a major break-through.

It could also be mentioned that CATW-LAC has been able to expand its membership base from 12 to 25 national organisations, and is now strong in the French- and Spanish-speaking countries of the region, but could be better grounded in Brazil and English-speaking countries. There is not much money for meeting each other, but internet solutions nonetheless make it possible to keep in touch. Regional virtual meetings are arranged and CATW-LAC pays 7 USD a month to keep a meeting place on the net. Assisting member organisation preparing Shadow Reports is a main task.

CATW-LAC has been able to draw on the Women's Front's capacities. The organisation reports that it has been useful to consult with Women's Front on the Swedish-Norwegian model, and that Women's Front has been helpful in providing Swedish contacts. Women's Front also gave valuable input on the importance of banning pornography, and shares its wide experience in this work. CATW-LAC has made use of input from Women's Front in its work with the Legal Advisory of the Presidency and the Centre for the Advancement of Women in the Chamber of Deputies in the Mexican National Assembly. The centre granted 10 000 USD, and CATW-LAC spent the sum on bringing a representative of Women's Front to discuss the Nordic model with the centre. Also Women's Front was helpful in sharing the evaluation that was made ten years after the introduction of the Swedish law, and also in facilitating a visit from the Norwegian organisation Rosa Help that offers assistance to victims of trafficking in Norway. Also Women's Front gave advice on texts related to the CATW-LAC-sponsored *Award for life and security of women and children in Latin America and the Caribbean*, established to call attention to best practices in combating of trafficking.

These are all valuable outcomes – and as such “added value” – of the cooperation, but still there is little in terms of dynamics in the relations between CATW-LAC and Women's Front. The interaction between Global CATW and the Women's Front seems to be more intense and some of this is passed on to CATW-LAC.

Just like in most of the other in-depths studies we found little in terms of concrete operational cooperation. The information conveyed by the Women's Front to CATW-LAC and vice versa has to a large extent happened through the two organisations' involvement in Global CATW. There is little evidence from the CATW-LAC/Women's' Front cooperation to justify the “twinning model”. Just like in the other in-depth cases of this evaluation, the value added would have been higher with a broader interface with Norwegian women organisations.

The cooperation has mainly been related to project technicalities, proposals and reporting, and not the implementation of the project. In matters of project technicalities FOKUS has also been involved as a counterpart. Their mutual contacts are on e-mail and during conferences, but the contacts are not close and intensive.

In all, the project has contributed to enabling CATW-LAC reaching several milestones of importance within the organisation's strategy, among them increasing its membership, to diversify its activities, and increase its security and capacity. It is, however, not possible from the reports to tell exactly what of CATW-LAC's achievements that can be attributed to the funding through FOKUS, and even less possible to trace the effects and impacts of having cooperated with Women's Front.

6.5 Sustainability

The project activities enabled through the Norwegian support are well integrated in the overall activities carried out by CATW-LAC which means that although the quality of the activities would have to be reduced without the funding, they would not necessarily come to a halt. Women's Front and CATW-LAC would continue their exchange of experiences. CATW-LAC is genuinely interested in the Nordic Model Law. Unlike many development projects the one between Women's Front and CATW-LAC is more demand-driven (from Mexico) than supply-driven (from Norway). Basing itself on a real demand is a sine qua non for sustainability to take place. In this regard, the project has been solid. Its effectiveness, however, is mainly due to the qualities of CATW-LAC.

CATW-LAC holds the Norwegian funding to be significant because it has made it possible for the organisation to operate independently of Mexican and other Latin American and Caribbean authorities. On the other hand in order to have effect CATW-LAC relies on its ability to interact with the authorities, and in particular those state structures most likely to contribute to the struggle against trafficking. In Mexico, CATW-LAC has a close cooperation with progressively minded authorities, not least in the Distrito Federal. Its ability to enter into dialogue and cooperation with authorities varies a great deal from country to country in the region covered by CATW-LAC.

6.6 What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

The CATW-LAC/Women's Front projects is a replication of what we saw in the cases from Guatemala. The projects are well run, the implementing organisation is well embedded in its local context and is creating effects through its cooperation with progressive elements in the state and judicial apparatus (although CATW-LAC still is mainly operating in Mexico). However, just like in the other in-depth studies, some value has been added. However, more value could be added from the interface with Norway if the two-by-two arrangement was abandoned. CATW-LAC and Women's Front are very similar in outlook and Women's Front has been helpful in sharing its insight and contacts related to the Scandinavian abolitionist model. This type of cooperation, however, does not require a partnership-type of project to materialise. On the other hand, CATW-LAC's work would benefit from being in contact with what is going on in Norway.

7 In-depth study: Gender Links, Southern Africa/ Norwegian Council for Africa⁶

7.1 Background on the organisations involved

Gender Link's (GL) overall organisational goal is 'a Southern Africa in which women and men are able to realise their full potential and participate equally in all aspects of public and private life'. GL was founded in 2001, with its Head Quarters located presently in Cyrildene, Johannesburg, South Africa, and now has nine satellite offices in Botswana (headquarters of SADC), Mauritius (Francophone head office), Mozambique (Lusophone base), Lesotho, Madagascar, Zambia, Zimbabwe, Namibia and Swaziland. In contrast to some other South Africa-based organisations that have 'grown' regionally in order to access funding, according to the leadership interviewed, GL has always been conceived first and foremost as a regional organisation. This characteristic arguably has important implications for both GL's *modus operandi* within the region and South Africa itself (where the field work for the in-depth assessment took place as requested by FOKUS but with some regional sources referenced, albeit limited due to the evaluator's time and budgetary constraints).

Nonetheless, the regional work is in any case relatively well documented elsewhere (e.g. PPA Independent Progress Review, 2012). In the period between 2005-2011, GL has seen rapid expansion both in terms of budget (381% increase), with several

⁶ For additional information for this chapter see Annex 2.

large bilateral donor agreements, and a fourfold increase in staff, now numbering 58.

The Norwegian Council for Africa (NCA) is first and foremost an information network based in Oslo describing itself as a ‘solidarity’ organisation. It is particularly concerned with encouraging more accurate representation of the continent, especially by the global North. NCA does this through both encouraging and commissioning dissemination of more ‘correct and balanced information’ which it sees as its most important contribution to structural change for development and justice in Africa. In addition to holding events, it is also especially well known for its Africa ‘Year book’ publication. It has two full time employees, its leader, and also a senior advisor. Otherwise, the Council is structured by various committees of volunteers, whose role is to support the leadership. A case in point is the ‘project committee’ consisting of approximately 10 volunteers, who provide support by assessing project applications and processes concerning reporting, project visits and dialogue with partners. The contrast between the scale of both organisations, in terms of functions, human resources and geographic scope is apparent. NCA also has relatively little experience of either donor funding of long term and complicated development interventions. While counting gender among its interests, NCA does not have an explicit gender focus and is more focused upon structural issues pertaining to economic and trade-related issues (although not exclusively).

7.2 The character of the problem addressed

Despite credible strides in ending legislated discrimination against women, gender violence in the region remains ‘exceptionally high’ (according to GL’s application 2007), and compounded by HIV/AIDS. South Africa, which is the focus of the in-depth study, can indeed boast of an array of legislation, policies and other measures for advancing equality and empowerment of women. There is a highly progressive constitution with strong equality clauses, and high profile progressive judgements on cultural practices, for example, concerning female inheritance. There are now laws enacted for Domestic Violence; Sexual Offences and Related Matters; the Protection from Harassment Act; and for Prevention and Combating Trafficking, and the recent Women’s

Empowerment and Gender Equality Bill of 2012, as well as policies in other areas such as the Victims of Crime (Victims Charter) and minimum standards for Shelters for Abused Woman. Since 1994 there has also been an impressive ratio of female political representatives in Parliament. Despite these progressive measures, South Africa encounters the following paradox: progressive policies and legislation amidst extremely high and sustained levels of gender based violence. Mistrust of the police and justice system results in massive under-reporting, with even lower conviction rates of cases pursued. All of this is compounded by weak data and monitoring and continuing failure to disaggregate a broad range categories under sexual offences in South Africa and the region as a whole. The creation of policy and legislation can be taken on one level as an indication of commitment. However, in order to achieve implementation an acute problem described by all respondents in South Africa is the lack of political prioritisation of gender related issues and with inadequate funding allocations for implementation. The first national census for over 10 years also highlighted the burden of poverty is disproportionate in South Africa. While female headed households had seen their incomes grow quite rapidly in this time, their overall income was still approximately half of that of the average male headed household. South Africa therefore provides a compelling example of the gap that exists between the aspirations and principles associated with the constitutional values, laws and policies and the actual personal experiences and spaces that women live in. Both the implementation gap and apparent lack of political prioritisation for gender based violence would appear considerations that should be pivotal in designing project interventions to tackle gender based violence.

Project intervention

GL 'Gender Justice' Programme

Gender Justice is presently one of GL's 4 inter-related programme areas and under which NCA's funding falls. The primary focus of GL historically has been transformation of gender relations in and through the media. The Gender justice project states (2008) specific project objectives as to 'raise awareness, change attitudes, mindsets and behaviour, as well as effective legislative and policy changes aimed at ending gender violence in Southern Africa

through building the capacity of civil society to run targeted campaigns'. Furthermore, advocacy and documenting best practices are also objectives. GL therefore states in its project application to NCA that despite many active organisations in the field, one of its added values is its focus upon *strategic communications*, especially ICTs and mainstream media, as tools for *lobbying* and *advocacy*. Paraphrasing information in its funding proposals 2005-2011, GL states that the thematic programme grew out of the adoption of the SADC protocol and also refocusing the annual '16 days campaign' that starts 25 November (International day of no violence against women) until 10 December (Human Rights day) and whose shortfalls led to a 365 days approach, i.e. yearlong rather than limiting the time span. Furthermore, it achieves its vision for Gender Justice 'by coordinating the work of the Southern African Gender Protocol Alliance formed around the sub-regional instrument that brings together all key African and global commitments for achieving gender equality by 2015, also the target date for MDG 3 (gender equality)'. GL also describes itself as an important actor in linking stakeholders from different sectors and countries. The programme logic is particularly about awareness raising and shifting attitudes, representation of woman, particularly in the media, and the need for physical presence through quotas in local government and quotas for female sources within media accounts. In relation, there is much emphasis upon capacity building of partners to have their own campaigns, and to influence the media and other stakeholders through training. There has been a more rigorous move to produce solid evidence-based approach and hence greater attention to research, data and M & E in recent years.

NCA funded interventions

NCA funds a range of inter-related activities. In particular, one of the gaps mentioned in the brief description of South Africa's context was the poor data and measurement of gender based violence. It is therefore particularly relevant that a key project intervention has been the baseline and indicators project which aims to fill this gap by producing better data and to link this to awareness raising and public debate. According to GL, "the NCA funding, together with the UN Trust Fund, has contributed to the development of a comprehensive methodology for measuring the extent, causes, effect, support and efforts to prevent gender

violence using an array of tools, including a household survey of representative samples of the population; interrogation of administrative data; Political Discourse Analysis and Media Monitoring, as well as qualitative research – the I stories or firsthand accounts that give a human face to these numbers. Piloted in the Gauteng province of South Africa, this globally innovative research has since been extended to the Western Cape, Limpopo and KwaZulu Natal, (with joint support from Irish Aid) as well as to Mauritius and Botswana (with joint support from DFID). GL has raised further funds to extend the research to Zimbabwe (UNWOMEN and Sida) and Zambia (UNDP and UNICEF).” Some of the funding has also been used for what is called the Barometer Bulletin, which provides a monthly update on gaps in legislation and policy pertaining to GBV. The Barometer itself, 15 annual country profiles and a regional overview –albeit not directly funded by NCA- provides important measures of progress made by governments against the 28 targets of the Protocol. GL has integrated these 28 targets into its three core, closely linked programme areas: the media, governance and gender justice, and its cross cutting programmes: gender, climate change, and economic justice. The 28 targets also form the basis for another key NCA-funded intervention concerning encouraging states to create national action plans for tackling gender based violence based on the evidence highlighted in the baseline, indicators and Barometer. In terms of relevance to target groups, the evaluator is aware that partners have been involved in planning, implementation and evaluations. In particular, the GBV indicators project has reference groups and working groups that have been key to the design methodology. Moreover, according to the head of the project, questionnaires have been adapted to different country contexts. Though there was limited time to discuss with partners, the indicators and baseline project appears to reflect high quality underpinned by buy-in from key state actors in regional countries (see ‘results’). However, such ‘buy-in’ –for various reasons- appears less so in South Africa (see later discussion).

The leadership explained in interviews that GL had always been concerned with evidence based approaches. An accelerated shift is nevertheless particularly noticeable in terms of the larger amount of data produced by GL and especially through the baseline and

indicators project for gender based violence which constitutes the bulk of NCA's funding within the Gender Justice programme. Furthermore, there has also been a considerable effort made to document impact resulting in several publications. Direct services, unlike the other FOKUS funded interventions in South Africa, are therefore not provided, other than indirectly through capturing the experiences of survivors through the 'T' stories described as 'therapeutic' by GL, and that were piloted in South Africa and then expanded to the region.

The project has therefore evolved through different phases according to project documentation and interviews and has comprised three specific phases of funding through NCA support (see Annex 2, I, summarised from the Inception report). These shifts show broadly that there has been significant expansion both geographically and also in terms of evidence based documentation of the Gender Justice programme and, as mentioned, the focus upon research and methodology in producing indicators and baselines. It is therefore appropriate to reflect upon whether these (and of course the other interventions not funded by NCA but obviously closely inter-linked) are the most relevant interventions likely to bring about changes desired by GL and others in the GBV sector.

7.3 Explicit or implicit Theory of Change (ToC)

GL's ToC is a dynamic process and something they have clearly developed in recent years to make more explicit. It also reflects the complexity of gender relations as shaped across a range of different arenas. It is reasonable therefore to suggest targeting interventions at different levels (see for example, *Diagram: from Results for Change*, one of several diagrams GL referred to in correspondence with the author and are in some of the documents referenced). As stated, there is a strong emphasis in GL's work upon communication, awareness, representation and advocacy for the SADC Gender Protocol. There is an assumption therefore throughout their work that by presentation of evidence, reasoning and delivery of products (GBV baselines and indicators, action plans, Barometer bulletins, a range of publications such as the 'T' stories, and cyber dialogues etc) and representation in these

different spheres that change comes about. For example, GL says that its Justice Programme ‘contributes to change at the policy level through advocating for governments to adopt indicators and to measure Gender Based Violence to strengthen their national action plans’ (see Annex 2, Part Two, under GL Theory of Change, showing briefly some GL strategies for change). Power is regarded as something that can be altered by reason and output of tools, which are then selected to assist reasonable decision makers to incorporate them. The assumptions should be scrutinised as to what the mechanism is to how indicators and measurements bring about social change. All of this sharpening of analysis and explanation of impact has been encouraged by Dfid funding, and its Mid Term Review (PPA Independent Progress Review, 2012). GL clearly anticipates some of the obstacles that they identify, such as encountering patriarchal societies that may slow down implementation; and/or government may not commit necessary resources. The effectiveness of the 16 Days itself was mentioned (in prospectus to 2008 application not in main application) as a possible obstacle, and which resulted in shifting focus to more on-going annual efforts. Also regarding the GBV indicators, the project relies on collaboration and therefore has particular management challenges. Networking is another intervention logic. The 2005 external evaluation highlighted GL as highly networked but that this also has inherent tensions. Differences in official languages in the region have influenced implementation (results 2006-2008). The status of regional offices was also flagged as an issue (external evaluation 2011, and i.e. how integrated GL is in the region). These are important challenges and ones which GL has responded to in various ways (such as extending the 16 days campaign etc).

To further test these assumptions interviews were conducted with a mix of key actors drawn from NGO sector, state and academia. It should be stressed that it is a sample heavily constrained by time and resources. Furthermore, only two respondents, according to GL, have direct knowledge as partners of GL’s work. It should be noted that respondents did generally appreciate GL’s work and regarded them as a strong organisation. Many also referred to GL products. They also lauded what GL had achieved in the region, outside of South Africa. However, *all* non-GL respondents raised

fundamental questioning of GL's approach and its assumptions as per its ToC, as follows.

One issue was in terms of who (and in which sphere) GL targeted beneficiaries are and how far down to the level of beneficiaries GL work reached. Typical beneficiaries were not regarded as poor and marginalised but rather constituting the educated elite. GL disputes this statement and in particular highlights the 'T' stories as far from elitist (see Gender Links @ 10). They also highlight the work being done in 300 councils around Southern Africa covering a population of 22 million, including four provinces of South Africa that were not visited. However, how typical the 'T' stories beneficiaries are of GL's *total* count of beneficiaries and what proportion this comprises of overall FOKUS funding still raises the issue of who is a typical beneficiary. In 'Giant footprints' since 2002 an overall figure of 50,000 beneficiaries in total is given (of which Gender Justice is the largest single component). However, based on GL's own methodology, this includes its own staff, consultants, partners, participants and individuals in the count. A cursory reading of 'occupation of beneficiary analysis respondents' (p.58) clearly sees Media practitioners as the biggest group of respondents, closely followed by a third largest category comprised of boards members, staff and volunteers. In terms of GL's approach it can be argued that such beneficiaries represent influential gate keepers in society and that it is correct to target them. Respondents, however, also raised an associated issue concerning the accessibility of GL's products and saw a need for GL to popularise them. One perception was that most of the products required either computer access (cyber dialogues and other products) and/or being conversant with newspapers considered highbrow, such as the *Mail and Guardian* newspaper. A related issue is that GL tends to address a sympathetic constituency who are already familiar with the message:

'GL is preaching to the converted. Whereas how one talks is the key'. (NGO)

Again, the 'T' stories with first its hand accounts by victims of gender based violence appear a notable exception and one clearly valued by respondents (see also reference, 'T' Stories: Healing through writing, 2009). The Cyber dialogues also have a large number of hits (see Annex, part III, results). GL also respond that it has trained over 17,000 women in its use of ICTS, with also a

1000 stories of first-hand accounts of GBV, 560 village meetings, amongst other activities, which they deem can hardly be construed as elitist. There is also a broader issue, however, whether this information alters perceptions of those committing GBV, or, whether such training and related materials are used in changing decision making or practices. The MTR of the Dfid funding says that GL's 'current case studies should be analysed to get a sense of what the people are saying and use that information to improve performance and reporting'.

In the complicated gender politics of South Africa one must also caution against the depiction of GL as elitist. Such labels are used to delegitimize opponents for political motivations. But an important consideration more generally for the NGO sector as a whole is therefore how organisations that are urban-based and middle class should and could network with others. The issue of linkages between different kinds of organisations is a critical one, not only in terms of who is best placed to access funding but also mutually supportive roles and legitimacy that can be brought to interventions. In this, NCA cautioned that despite good intentions FOKUS' efforts to encourage coordination of its partners in South Africa for the sake of coordination in the absence of specific objectives would be fruitless. However, given that three of the respondents had experienced that GL had taken on a domineering role in events they had been invited to participate in does qualify the nature and quality of 'networking'. In two specific instances, interviewees felt events were taken over by GL, who also, at one of them, it was claimed, insisted on their logo being more prominent and at the other, did not give any credit to organisations whose ideas were shared with them.⁷ Based on a limited sample of respondents, whether this is due to GL alone or actually reflects the state more generally of divided and competitive gender sector remains an open question. GL response is that it works with a broad cross section of South African NGOs and other partners and that it was actually asked by stakeholders to convene an

⁷ This even extended to the creation of the forthcoming National Council for GBV in South Africa, with questions had been raised about the selection of the NGO representatives (not only GL but also more generally and without space for discussion here) and with suspicions shared that it was not a deliberative process with other organisations without resources unable to participate.

interim task team regarding the national action plan adopted by government in 2007.

Another issue raised was that to do with the GL's potential gap between knowledge creation and direct engagement. An NGO respondent contrasted their own politically grounded approach (e.g. engaging directly with local Ward Committees on local needs) to what they perceived as GL's lack of direct engagement. In response GL state that they have gender justice, local government managers and local government work in four provinces, which should qualify such comments. Furthermore, identifying gaps in gender policies through baselines and indicators, arguably does provide engagement, albeit, from a different –less direct- angle. In extending its local level work, GL can potentially provide direct engagement (along the lines of interacting with duty bearers). But to focus on strengthening gender awareness within a sea of structural constraints and service delivery protests requires a joined-up approach to gender across sectors and direct engagement with duty bearers for effectiveness to be realised.

There is also the fundamental assumption that government (particularly national) adopt and act on the tools and plans GL produce. A South African government respondent suggested:

‘They do it alone and not with us. We are inadvertently in competition. From their perspective it is to their disadvantage to work with us, so we only see their finished product. I'd never use their data on my reports. But in a personal capacity I do use it. Can we not rather make it a GL and government product, with endorsement from Stats SA? To do so we would need to work collaboratively. But the problem is ownership. When research is done and released they want it seen as a GL product. The point is not to deny there are issues for our official statistics, but rather to identify where and how GL could join us in improving this. They are 80% committed to the cause, but 20% is also about their own survival’. (State)

Such a response clearly requires nuance. Though the appearance may be of competition between a state and an NGO, other explanations may be rather more positive: that the GBV indicators and baseline project -by filling a gap- serves uncomfortably to

remind government of its duties. Furthermore, GL is very open about the need for governments to take ownership of the process. So they draw attention reciprocally to what governments –such as South Africa- themselves also need to do. An important starting point to that end has been for GL to build relationships with governments and stakeholders in the region and to get MOUs. This has been successful in the region in contrast to South Africa, reflecting challenges of different contexts. Other respondents working more closely with GL also give a more positive impression (see below example from Botswana government, under ‘results’ etc). The respondent from GL in Mauritius, for example, was asked about how they respond when the same project experiences opposition from government on particular issues. She stated that they had not yet reached the point of needing to anticipate responses as they have high level backing from government. But nonetheless the respondent did indicate that government is also feeling competition from GL. GL see the above quotation as superficial evidence. Alternatively, it might be interpreted as bringing to the surface issues about GL’s interventions and when their room for manoeuvre with some governments is greater precisely because they deemed as providing ‘technical’ support rather than opposition.

7.4 Results – outcomes and impacts, and their relevance in the actual context

The adoption of the 2008 Protocol by SADC driven by GL is deemed to be a global best practice of civil society activism (external evaluation 2011).

Taken from PPA Independent Progress Review, 2012.

The Women’s Affairs Department (WAD) in the Ministry of Labour and Home Affairs has partnered with GL (GL) to conduct of a Gender Based Violence (GBV) Indicators Study. GL was responsible for the technical aspects of the study, including the development of data collection tools, training of fieldworkers, and data analysis and report production. The WAD provided resources and monitoring for the data collection component of the study. These included hiring of 93 field staff and deploying CTO drivers and vehicles. Furthermore, WAD worked closely with Statistics Botswana on research sampling. In a nutshell, WAD managed all in-country processes while GL provided and managed technical research components including analysis and drafting of the report. The partnership between WAD and GL in this research was of a mutually beneficial nature. Overall the project was a success. The project culminated in the launch of the Botswana GBV Indicators Study Report by the Minister of Labour and Home Affairs Honourable Edwin J. Batshu (WAD Botswana).

Several areas of innovation were described in another more extensive evaluation as ‘path breaking’ including the Justice programme (from MTR/PPA, 2012). The baseline and indicators project itself is considered by GL, as stated, as ‘invaluable’ and globally innovative. In this the high level buy-in is apparent in several countries. One good example of partnership innovation was with Botswana concerning the GBV indicators study: ‘GL and the Women’s Affairs Department had a mutually benefiting partnership in the GBV indicators study in Botswana. GL managed technical research components including analysis and drafting of the report (the software) while WAD managed all in-country processes including provision of resources (financial, human and administrative), logistics for training and fieldwork (including mobilization of research assistants) as well as for the launch of the GBV Indicators Study Report (the hardware). This model of partnership is unique and should be replicated with other countries in the region. GL is using the Botswana and Mauritius models to persuade other governments in the regional to conduct GBV indicators research, starting from local to national level so that these twin objectives can now be achieved’.

Other results appear more at an output level (for a full listing see Annex 2, III): Number of individuals trained and countries drafting action plans or draft communication strategies; 602 participated in on-line cyber discussions (out of total of 3 300 face to face), 4 ‘I books’ published, gender barometer bulletins, documenting of 16 days, 138 participants at 4 workshops (report 2008). GL maintain that in the context of what existed before the interventions then these achievements should be regarded as outcomes. Certainly, we find that with regards to the indicators and baselines GL has provided innovation to fill this substantial data gap. But there is also a qualitative sense of outcomes emerging by 2009, in that nine SADC countries shifted from campaign mode to more integrated programmatic approach to dealing with GBV reflected in a shift from 16 days to 365 day multi-sector action plans etc. Pilot stages have been completed for baseline and indicators, including researchers trained, questionnaires completed and processed and, most recently, studies finalised. In 2010 some results included advocacy efforts where the South African Police Services had improved their violence data by including a new relationship tick box and

inclusion of domestic violence in annual national crime report. Overall, the 2011 evaluation also found that GL had added a comparative advantage by building an evidence based research platform.

7.5 Sustainability

In 2010/11 as a proportion of GL's total funding, NCA's was from a low of 3% (R256, 054) in 2005, rising to 5.4% (R1.489, 884) in 2010/2011. This makes NCA's contribution considerably less than what GL receives from some bi-lateral funders, especially, DANIDA, DFID, and SIDA (the latter ending 2010/11). GL also receives funding from Norwegian Church Aid since 2005, of approximately half of NCA's total contribution. It appears, especially with a large DFID grant and also with considerable Dutch funding that GL is well placed for securing funding in contrast to many 'national' organisations working with gender in South Africa. GL state that FOKUS funding has been used strategically to leverage other funding and has contributed to developing a coherent gender justice programme. To what extent then NCA added value is mentioned as: access to information and expertise; to share ideas and expertise; linkages with their partners and in Norway and the South; being able to evaluate programme implementation and assist in ensuring value for money. GL activities in Norway were described as 'an exciting example of South-North cooperation' (NCA), including an event in Oslo in October 2012. By 2010 NCA repeated, despite 3-4 years funding, that '[t]he partnership with GL is still quite new'. Given how busy and big GL in relation to NCA, the latter explained that they felt it was difficult to engage, compounded by difficulties in finding common interests. Scarce resources to develop relationship beyond financial and administration issues and that NCA has 'not had the capacity of developing strong relationships to other civil society actors in South Africa' was identified. GL regards NCA as having made some valuable suggestions, mainly regarding the role of media and information and exchanges across North and South. These activities were due to the quality of personal relationships cultivated. In relation GL also stated that it is far preferable to have a relationship than have 'faceless' donors. They also regard themselves as at the cutting edge of information production and dissemination enjoyed recognition from the 'North' for this. There

were challenges, as mentioned earlier, in FOKUS attempts to coordinate funded partners in South Africa. FOKUS' goal in South Africa was unclear to NCA and to reiterate they regarded FOKUS attempts to coordinate South Africa based partners as requiring clearly defined purpose for it to be useful to GL. GL expressed frustration in being a regional organisation but unable to tap into Norway's bilateral funding compounded by lack of an open advertised call. NCA were described as 'interlocutors' for GL who are 'still trying to find the door into Norad', with NCA facilitating a meeting with the Norwegian Embassy to do so.

7.6 What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

The support to GL highlights a number of key issues:

- GL's NCA-funded interventions are technically efficient and effective and have received recognition for their innovation. In particular the GBV indicators and baseline project which originated through TV-aksjon funding, is filling a significant omission in data on GBV.
- There is considerable effort put into delivering products in its NCA-funding and overall, in general, in log frames, heavy monitoring, beneficiary analysis and large amounts of publications. But amidst the level of detail the evaluator nonetheless finds it appropriate to raise the issue of whether one particular side-effect has been to deflect GL's energies as a civil society watch dog into a role of as technocratic partner delivering products to stakeholders including governments in the region.
- One should ask what the added value is of the NCA agreement with GL given that the relatively small amount given to GL's overall budget (albeit which has been used for leverage for funding from much larger donors); in which NCA lacks human and financial resources to engage fully and does not mirror NCA's own solidarity interests particularly closely. If the main purpose of the support has been to raise awareness in Norway and learning from the South in key fora valuable also for FOKUS, then one should

question the efficiency of this as a costly and indirect way to support such activities. Rather fund information and network activities directly and someone else administer the donor aid.

- All FOKUS projects in South Africa face the challenge of how to maintain a balance between regular direct engagement with authorities on specific issues ('duty bearers'), not only to raise awareness (through GL getting plans, baselines, score cards or training etc in place) but to report directly on community issues that also fuel GBV and to get the specific actions required that could contribute to decrease GBV. It is strongly recommended that FOKUS more generally considers the mutual benefits and legitimacy that accrues to organisations that have some combined support and organising role at grassroots level within the social spaces where GBV flourishes and also linking this to higher level research, policy and media engagement. It remains to be seen whether GL's work at the local level may begin to provide something of a missing link in these regards and/or FOKUS' assistance in structuring on-going formal interactions with partner organisations in the gender sector movement may also be beneficial (see also comments to SAIH South Africa project).

8 The desk studies – A synthesis of findings

8.1 Short presentation of the projects

The seven projects presented here reflects the variety in FOKUS project portfolio and were selected for desk studies by FOKUS in the Terms-of-Reference. Four of the seven projects have been phased out (see chapter 1.3).

8.1.1 Desk: Coalition Against Trafficking in Women (CATW), New York – Norwegian Women's Front

'Combating Trafficking and Sexual Exploitation Globally'

Briefly on the background on the organisations involved

According to the original 2007 funding application the objective was 'to support CATW's projects in Mali, and the Philippines. A selected amount of this application is allocated to CATW's general operating expenses and to the law reform project. All aspects of the project help support CATW's global network against trafficking and sexual exploitation. Proposed funding will support CATW's regional coalitions and partner projects in the developing world, and in countries in economic and political crisis, as well as contribute to the general operating expenses of its international secretariat'.

This evolved over the years to become less country specific and (by the 2011 application) with the overall goal stated as 'to end human trafficking through the vigorous promotion of policies that discourage the demand for commercial sex (i.e., the Norwegian legal models).'

Projects goals were later reformulated to include in addition to public and governmental awareness-raising about trafficking; also drafting and reformulation of policies and legislation; and advocacy and promotion of the demand side of trafficking and commercial sexual exploitation.

CATW brings international attention to all forms of sexual exploitation, including prostitution, pornography, sex tourism and mail order bride selling. On these issues, CATW works with international and national policymakers, women's rights and human rights advocates and the United Nations. CATW is led by its Board of Directors and its one International Secretariat, Norma Ramos, located in the New York City office. The current staffing level of CATW International is comprised of 2 full time employees and 1 part time employee

The benefit of channelling the financial support via the Women's Front (for more information see other review of Women's Front project in this report) according to a previous application (2009) is that it has strengthened CATW's networked based approach to its work application. Direct contact with the Women's Front has allowed for the support of the international secretariat to provide regionally informed high level advocacy and an abolitionist approach to end human trafficking. Legal and policy advocacy on prostitution and trafficking in human beings can be most successful, it was stated, when it is done in close collaboration with local, regional and international women's and human rights organizations with similar abolitionist goals.

The relationship with The Women's Front has been a particularly important in the Philippines in lobbying for the prostitution bill punishing the buyers. The Women's Front has provided a significant testimony on the progressive intent of such a legislative framework, and presented several times in national and international events in the Philippines on this model legislation

Types of problems addressed Background rational is given as trafficking and sexual exploitation are two of the major human rights violations of the 21st century. Paraphrasing the documents, it is suggested that every UN, governmental and NGO study on sex trafficking and prostitution notes the alarming increase of both women and children who are sexually exploited worldwide. The European Institute for Crime Prevention and Control estimates

that 500,000 people are trafficked to EU countries each year, 90% for sexual exploitation. Interpol estimates that trafficking is a 19 billion U.S. dollar operation annually. Worldwide, millions of women and children are trafficked into the sex industry. Many women who are trafficked for domestic labour end up being sexually exploited as well. In an age of globalization of capital, information and technology, organized trafficking operates as a transnational industry not restrained by national borders. There are also small-scale prostitution networks, sometimes involving family or partners of women.

Theory of Change

The project appears to have evolved from mainly an education and information role to becoming one more explicitly anchored in advocacy and what is termed an ‘abolitionist’ approach to the sex industry. It was also one that shifted from the 2 countries in focus to a more global level. The logic appears to change therefore from information type function to more grounded advocacy at a quite high level and creation of an abolitionist network. This also has implications for changing the country focus and becoming more internationalist in approach (albeit with continuing geographic focus depending upon the campaign issues, e.g Albania and trafficking).

The logic can be termed awareness raising in terms of targeting policy makers (at a high level) but also through on the ground publicity (e.g. Albania campaign) and in seeking legislative change. How systematic this is remains less clear to the evaluator in what are a large number of closely related activities. The project in Mali appears therefore to be mainly information based- but with some attention to educate officials, potential victims and the public. In Philippines a module and teaching materials highlighting the realities of gender discrimination to facilitate male self-reflection on masculinity, especially the ways in which a certain behaviour leads to the abuse of women and self-destructive behaviour of men, has been developed.

The project is therefore mainly about teaching for behaviour change- in a more direct fashion (i.e. directly involving men). And also there is direct support for economic support to survivors.

By 2009, as mentioned, this had become more explicitly related to the 'abolitionist' or demand side, as well as the conditions that may victims vulnerable to trafficking reflected in target groups stated as UN and governments. Furthermore, it states, economic, social, legal and political inequalities of women and girls provide the breeding ground for trafficking in human beings. Most victims used for the purpose of prostitution and sexual exploitation are female, economically and racially marginalized and are most often victims of prior male physical and sexual violence. They are especially vulnerable to recruitment because of the absence of real, reasonable alternatives in their countries of origin. Generally speaking, women and girls from the most oppressed, exploited and vulnerable groups in society are the most likely to be enslaved by sex traffickers.

The demand for women and girls is the most important root cause of trafficking in human beings for sexual purposes and prostitution. In December of 2000, the member states of the United Nations came together to sign the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. The Protocol is the first binding international instrument that references those who create the demand for sexual and other forms of exploitation, and makes it obligatory for Member States to prevent and eliminate the demand. Importantly, according to Article 9.5 of the Protocol, "all States Parties shall adopt or strengthen legislative or other measures, such as educational, social or cultural measures, including through bilateral and multilateral cooperation, to discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking."

The CATW International Advocacy Program states its intention to address gaps in current anti-trafficking programs and policies by addressing gender equality, the demand, and the links between trafficking and prostitution. They seek to publicize alternative legalization and decriminalization of the sex industry and propose legal and policy initiatives that target demand. CATW will place an emphasis on the sharing of experiences and best practices with a view to overcome remaining obstacles related to the Millennium Development Goals.

It appears that more recent funding is to be directed to strengthen CATW's overall capacity to advance high level human rights policy advocacy. It will also support CATW's regional coalitions and network building. All aspects of the program will facilitate the ongoing development of CATW's global abolitionist network working against trafficking in human beings and sexual exploitation.

Other than this there is not any particular strategic programming laid. Rather there is a jumble of activities in which it is difficult to ascertain the specific approach and programme logic.

Results – outcomes and impacts, and their relevance in the actual context

These are stated in the various reports received as follows. There is the launching of the Mediterranean Network Against Trafficking in Women (MNATW) CATW, the Forum des Femmes de La Méditerranée, and Femmes Solidaires held meetings throughout 2010 to establish the Mediterranean Network Against Trafficking in Women.

As a direct result of the campaign in Albania in 2010, the Albanian police conducted a large operation in hotels throughout the Albanian coastline and announced on July 28 that at least three owners of hotels in Vlora and Durrës were arrested for harbouring pimps.

Within weeks of CATW's action and one week of the radio debate, it is reported that Craigslist shut down their "Adult Services" section in the United States. Craigslist's removal of their "Adult Services" section has had a significant impact they state. A recent report released by AIM Group, stated that in the two months that Craigslist's "Adult Services" section had been shut down, there was a 48% reduction in the volume of online adds for commercial sex with women and children, an untold number of victims of sex trafficking.

Regarding policy and legislation- CATW continues to work to create the legal, social and political conditions that are inhospitable to human trafficking- many activities mentioned, whether newspaper articles, consultations with policy makers and politicians etc.

What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

The supported intervention does not always appear to follow a clear strategic or clearly identifiable programme approach. It does though have potential for high level influence.

And where this becomes more solid is when it links high level influence to specific 'grounded' issues, notably, the Albania intervention, and also Craiglist. It is highly advisable that a strategic approach is more clearly stated. In view of this, and indeed, the objectives of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, one related suggestion is to more explicitly link measures of the Protocol to specific sectors addressing 'educational, social or cultural measures, including through bilateral and multilateral cooperation, to discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking'.

8.1.2 Desk: WJU/JSMP, East Timor – NKJF

“Judicial System Monitoring Program/ Justice Awareness Program for Women Victims”

Briefly on the background of the organisations

In the 2005 application NKJF looked towards relevance of Norwegian experiences to share with partner in Timor. As explained by the person responsible for the pre-2010 phase of funding NKJF reoriented its work from domestic issues to looking at overseas projects. They did not have any previous experience with East Timor, which was a brand new intervention encouraged by FOKUS. The logic appears to be lawyers working with lawyers. However, travel was limited to one visit per year, and initially due to the unrest in the country it was not possible to visit at all. The most important role of NKJF has been to help WJU fulfil FOKUS's requirements regarding applications, budgets, accounts, audit, reports etc, and to handle the direct contact with FOKUS. This time and effort in challenging circumstances appears to detract from more substantial, thematic (Norwegian: 'faglig') input that was mainly restricted to engagement during annual reporting. Otherwise substantial, thematic ('faglig') input was through explaining how the Norwegian system worked. The added

value of partnership was to project effectiveness is unclear, especially as the local organisation suggested that the country context was not ripe for this transfer of approach to East Timor and was more at an awareness raising phase. It appears that NKJF had to rely on the local partners evaluation of effectiveness and impact.

Recently, NKJF has established a contact between WJU and potential donors. In connection with NKJF's visits to East Timor, WJU has been able to initiate meetings with institutions that WJU has an interest in establishing a relationship with i.e. a legal aid clinic at the University UNPAZ.

NKJF has written articles about East Timor and the project, held lectures about women's situation in East Timor and the project, and in this manner increased the awareness in Norway regarding the situation of women in East Timor.

Objective (expected results)

The overall objective is to 'Promote development of a fair justice system for women in East Timor, specifically focusing on access to justice for women victims of sexual assault and domestic violence'⁸. The main objective of JSMP is to improve the quality of justice provided by the newly established judicial system, and to promote human rights and the rule of law in a meaningful and transparent manner for the people of East Timor.

The target group is aimed at targeting principally women affected by sexual assault and domestic violence throughout Timor Leste, and through women community leaders.

Several expected results include, first, having targeted affected women, in terms of outreach, that women and communities understand the right to access to justice and that GBV is a serious crime. It is less clear if this training can be considered capacity building. That women feel more confident in approaching the police is also desired and that there is a corresponding increase in the number of cases brought to the police. Second, distribution of materials, and radio programmes; third, training with people to be better informed, fourth, monitoring of police procedures for

⁸ See evaluation: Women Justice Unit (2007): Independent Evaluation of the Women's Justice Unit of JSMP, Programme January – December 2007, Dili

dealing with complaints for police to be better prepared and with monitoring of up to 20 cases per year. Five, court case monitoring will be done as many as possible; Six, report written and copies distributed; Seven, discussions with and recommendations to stakeholders.

Theory of Change

According to project materials, while there have been significant developments in the capacity building of court actors, the issues of access to justice for the people of East Timor, particularly women, is still to be addressed. Gender based violence is a significant problem in East Timor. Women subjected to domestic and general violence are often unwilling to lodge a complaint with the police for a number of reasons including: because women themselves are generally unaware of their rights and also because the police are apathetic when it comes to justice for women. Women's awareness of their rights and the investigation of complaints by police are extremely limited in the districts. Even if police register a complaint made by a woman, there is little monitoring of how the case proceeds from there (i.e. whether it gets to trial). Further, there has been limited monitoring of women's cases in the court (except by JSMP's Women's Justice Unit). Hence the logic centres mainly on raising awareness through training to women community leaders and some outreach with policed trainings, and networking, but whether this is also capacity building of their respective organisations or individual training is not clear. Furthermore, information materials are a significant component, including radio and TV. Reports based on monitoring are to raise awareness amongst stakeholders, and press releases. Access to police procedures will lead to better procedures.

Results – outcomes and impacts, and their relevance in the actual context

As the only women's organisation permitted to monitor GBV cases in the courts, the WJU has a strong and important role in providing critical analysis of the justice sector. The work of the WJU ensures that the courts do not put themselves above the law and adhere to domestic and international law

Noted outputs are recorded in terms of training, materials and for example monitoring e.g. WJU monitored, approximately 110 cases over the funding period (26 in 2006, 40 in 2007, 45 in 2008). WJU

obtained the decisions of the majority of these cases. The rise in the number of gender based violence cases reaching the courts and being decided by the courts in Timor Leste reflects that more women are realising that gender based violence is a crime, that they feel more comfortable to take their cases to the formal justice system instead of traditional justice (although many cases still go to traditional justice) and that police are treating the receipt of complaints of gender based violence more seriously. Although impact is very difficult to assess in this area, this change can be partially attributed to the work of the WJU, as seen in the comments of women in post-training evaluations, as well as the work of JSMP in general and other organisations working in this area.

According to funding application (2005) it cannot be expected that all, or even most women, will be able to overcome their fear of violence particularly during the project's duration. Police and court actors may also be reluctant to change their attitudes towards violence against women.

The report from 2009 highlights some issues to do with court system such as a lack of court schedules during the funding period (2006-2008) which has made it difficult for staff to monitor cases of gender based violence. Further, the Courts have not been cooperative in 2007 and 2008 in providing cases to the WJU for analysis. The WJU was not able to obtain decision from Dili District Court for 2008 due to staffing shortages in the Courts. The level of administration in the courts is low due mainly to a lack of human resources.

If cases are obtained, there are required to be translated into Tetum from Portuguese due to the dominance of Portuguese in the Courts. This is the same with legislation prepared by the Government. Although both Portuguese and Tetum are national languages, the Courts and the Government invariably produce all documentation in Portuguese, despite it not being widely used (approximately 5-10% of the population of Timor Leste use Portuguese). Some internal challenges include lack of human resources, including vacancies unfilled and also a change in director, and lack of transport.

The overall unstable country situation, reflecting political instability, affects the work of NGOs and functioning of courts.

For example, in the 2009 report, in terms of monitoring police procedures, however, during May 2006 the crisis, involving the police, the Vulnerable Persons National Unit in Dili was interrupted. This planned result did not therefore continue in 2007 and 2008.

What is to be learned An assumption was that solidarity from woman lawyers to woman lawyers was sufficient justification for project support. But what the partnership has added to effectiveness and impact appears rather limited.

It appears that the partnership mainly provided practical support in terms of assisting the recipient to meet FOKUS' reporting and financial requirements, which were deemed quite time consuming and detracting from ability to address substantial, thematic ('faglig') interventions.

Applying NKJF's 'faglig' or technical intervention has been restricted by both the demands of providing basic practical elements to local partner, and also by limited knowledge of country context. East Timor was a brand new geographic context for NKJF who had previously been focusing on domestic Norwegian issues. In this regard, it is also questionable how relevant the transfer of knowledge about the situation of Norwegian woman was to the local partner.

There was another big assumption that court cases could be monitored rather than perhaps giving consideration to the structural issues concerning difficulties in processing cases and also the challenging institutional issues (police reporting, judges training, court rolls etc). These issues do not appear to have been systematically dealt with in the support from the Norwegian partner. Monitoring of court cases is clearly valid and important, but what impact this has had is unclear. In relation, awareness raising is also difficult to measure. Measurement of effectiveness appears to rely heavily on the local organisation's own perceptions

8.1.3 Desk: Masimanyane, South Africa – Norwegian Crisis Shelter Movement

Briefly on the organisations involved

The 2011 evaluation says Crisis Shelter has been instrumental in shaping some of the work done, including the concept of trafficking, leading to significant policy interventions. They also stated benefits of exchange, especially to share experience of Crisis' ROSA project for trafficking. These exchanges are deemed by Masimanyane to be positive. The field visit by the Secretariat of the Shelter movement deemed to provide better understanding of the model being used in Norway to help abused women. They also cited learning about the work the Secretariat of the Shelter movement are doing on developing policy and how they were able to share work and thinking on how we can improve women's lives. However, although with full time staff, Shelter are restricted to one visit per year, though a visit has not taken place since 2011.

Types of problems addressed

The level of VAW is high in South Africa's disadvantaged communities, but women and girls have few places to seek shelter, and they are not familiar with their legal rights. In particular negotiating the court system can be very traumatic and unsatisfactory for women.

Theory of Change

The project aims 'to eradicate gender-based violence in order to achieve a healthy, safe, secure, responsible and supportive society for all women and girl children in our communities'⁹. Crisis fund the 'Crisis Intervention and Support Services' Programme. Furthermore, there is also funding for the Primary Prevention and Awareness Raising programme- involving awareness campaigns, schools-based Life skills (check this) and human rights clubs. The project is a Community Outreach programme which encompasses both support services and public education programmes in communities teaching women and girls legal literacy.

⁹ See: External Evaluation of Masimanyane Women's Support Centre, Pumla Mncayi Consulting, 2010

The main target groups are black women and girls from the Eastern Cape Province from previously disadvantaged communities where services such as this do not exist or are very few in number. A further target group is the health sector as well as the department of social development. They appear to benefit from the programmes being run. Services are provided across the Eastern Cape Province. The objectives of the work were based around counselling; public education; provide case support to women and girls seeking recourse through the courts; and to create a better environment for women within the court system.

The partnership itself is based on Norway having a long history of shelters and that VAW is a global challenge. The approach reflects one grounded in a solidarity and that reaches out to women globally and builds exchanges knowledge across North and South. The approach is underpinned by a strong believe in the need for equality between north and south to be reflected in partnership agreement. Masiminyane's community based approach was considered a value to Norway, according to Shelter. The overall objective of the support itself is to ensure that women have access to justice, that they are provided with the opportunity to heal from all acts of gender based violence and that they are able to access their rights. This work is regarded by Shelter as contributing to ensuring gender equality, reducing discrimination against women and it contributes to ensuring the human rights of women. Counselling is therefore an important pre-requisite for any fulfilment of human rights, and deemed to form the foundation for their work. They therefore provide direct services and access to services. The court system, for example, is often perceived as more supportive of men or simply inaccessible to women. To get maintenance claims or protection orders require negotiating a complex laws and system. Furthermore, there are severe backlogs. There is also awareness raising- changing the mind set is important in eradicating violence.

Results – outcomes and impacts

The external evaluation found that 'it is very evident that in all communities where Masimanyane has intervened, there was an urgent and desperate need for their services', though relevance is reflected in the personal testimonies of the 'transformed woman' (p14). There are generally good partnerships with police and court

services, even described as symbiotic in some instances. There is an increased number of women assisted and who feel confident about accessing courts. Many are demanding those rights as is evidenced by the increase in the number of protection orders applied for. Many more women and girls are reporting rape although not enough of these cases actually go to court. The evaluation identified the Human rights clubs seen as model best practice.

Obstacles are mentioned in various reports. The external evaluation also identified inadequate reporting for campaigns work in particular and problems in quantifying impact of counselling work. Incidents of mistrust between organisation and police (e.g. at Fleet Street Police Station) were also evident and public behaviour and statements of political leaders has a negative impact of gender. Interventions take the form of what is termed crisis intervention, short-term counselling, and telephonic counselling. This will result in the diminishing of the possible long-term psychological impact of gender-based violence leading to women being able to enjoy all their rights as set -out in the Constitution and participate fully in the life of their community. In addition to this, women and girls will be able to live confident lives while living with HIV/AIDS. Various targets are set for numbers to be counselled; number of support group meetings; number of public campaigns; in terms of legal support, with the logic being that it will result in a safer environment for women and girls as they will have been granted protection orders, improvement in the quality of life for women and girls because of their receiving maintenance payments, and a better understanding of the judicial process for women and girls programme will ensure better service delivery for women so that they are able to better access their constitutional right to justice. Masimanyane provide monitoring of the work of court staff and related police services, ensuring that the judicial process is carried out effectively and the Chief magistrate and Police management with information regarding the difficulties that women and girls experience in the court, as well as providing an opportunity to value those who have shown great dedication in their work.

Furthermore training of police and justice sector employees has been part of the project. Though it was deemed that local partners worked on range of levels that were needed, there appears to be

little direction from Shelter concerning attention to sustained relationships needed for a rights-based approach to improve services for women.

What is to be learned

Shelter represents a solidarity based approach and one steeped in export of Norwegian experiences, while also strongly advocating South based experiences coming to and shaping Norwegian approaches. A reciprocal dynamic is evident as a logic for intervention. There has been limited travel time (no visit since 2011); and this has also detracted from understanding country context. All this has resulted in relatively little analytical ('faglig') input. Input appears limited to mainly administrative support for reporting and application deadlines, as well as financial reporting. In addition, some other inputs were on Norwegian experiences and some new areas such as trafficking and providing CSW grant. What this approach has therefore added in terms of contribution to concrete results and project efficiency is rather limited. There are small amounts of funding relative to other donors but with a complicated donor environment (+10 donors) not reflected in any plans for co-ordination. Furthermore, there have been no plans made for sustainability e.g. no plan with Norad, nor plan with Embassy. Concerns were raised by Shelter that the solidarity paradigm was threatened by mounting pressure to fulfil a top-down donor role and shifting roles deemed to be counterproductive by Shelter. In relation Shelter maintain that limited funding for administrative and travel has also compounded what it feels is a shifting role. In the evaluators view, not least, a tighter definition of a rights-based approach and where Norwegian funding could be targeted for sustained engagement with authorities in South Africa would provide sharper focus for the intervention.

A key issue before any decision to reconsider funding is that sustainability of the local partner is very vulnerable given funding cuts in South Africa. Therefore a plan would need to be made before any decision taken.

8.1.4 SAIH and South African organisations

Educating young women to enable their political and social participation for the realisation of their own rights project period was from 2010 and ends 2012.¹⁰

Briefly on the organisations involved

Agisanang Domestic Abuse Prevention and Training (ADAPT) is a community based organisation located in Alexandra, Johannesburg. The Curriculum Development Project Trust (CDP) is an arts and culture education and training NGO that uses creative arts as subject, method and mediation tool for learning and personal development, in particular in addressing women's rights issues. It also contributes to an understanding of women's personal experiences and perceptions, which in turn informs and promotes public advocacy. It is regarded as the glue for the whole programme, based on women's experiences. The One in Nine Campaign (1in9) a campaigning organisation, originally under POWA, still with latter providing financial accountability and sharing facilities, both of which are planned to change. SAIH is a non-governmental organisation led by students and academics in Norway. Established in 1961, SAIH focuses on education in development cooperation, North/South information and political advocacy in collaboration with partner organisations and institutions in Bolivia, Nicaragua, South Africa, Zambia and Zimbabwe. SAIH supports higher education projects, informal training and capacity building in leadership skills and on topics such as sexual and reproductive health rights and HIV and processes of change where the target groups actively participate in the development of the projects.

According to evaluation, SAIH, through its programme approach has fostered collaboration between the three organisations that would otherwise not have happened. ADAPT's director noted: "In the absence of SAIH it is likely that we would never have encountered CDP and its work." All three organisations have close relationships with SAIH, value the ongoing interactions with SAIH as important learning opportunities, and see SAIH as a trusted and

¹⁰ Evaluation see: Ranchod, Sarita and Sonja Boezak (2012): Thinking and Working Differently SAIH Programme Evaluation - Education to Strengthen Women's Social and Political Participation in South Africa 2010 – 2012

actively engaged partner, markedly “different to other donors” based on the nature of SAIH’s engagement and approach to partnership, while sharing common goals and objectives. This said, one of the recommendations made was that there should be ‘more regular engagements between SAIH partners on common issues (in/formal to be determined’.

Theory of Change

The broad objective of this project is to stated as: to educate young women to enable their political and social participation for the realisation of their own rights. It had originally been three separate applications but by 2009, according to SAIH, has evolved into developing it more collectively as a single programme and giving a more practical approach for administering the project.

Programme goal: young women in the programme shape discourse that brings about social change to advance a feminist social justice.

Target group: young women between 15 and 35.

Result areas:

- 1) Young women activists are vocal and visible in communities in promoting feminist perspectives and demands.
- 2) Young women activists have gained and used their knowledge and skills in the creative arts for transformation.
- 3) Young women are creators of holistic feminist analysis.

The project consists of three organisations using quite distinct approaches, and which the evaluation deemed as complimentary- e.g. the services provided by CDP strengthens and supports the campaigning work of 1in9 and, also ADAPT, which focuses on the whole community, and reciprocally, the work of ADAPT and 1in9 brings solid women’s rights and feminist ‘content’; 1in9 is an advocacy Campaign using a strategy of feminist knowledge production and movement building with a core of women trained in feminist discourse, and the shifting of societal norms through political education, media advocacy, monitoring and showing solidarity through direct action, adding to CDP’s creative art for healing approaches and practices and for public advocacy, prioritising women (and children with non-SAIH money).

ADAPT was founded in 1994 and provides counselling, education and rehabilitation, and focuses on the entire community in efforts to end violence against women and girls, including perpetrators and the underlying causes of violence. ADAPT's YWM was focused especially on most vulnerable girls aged 13 upwards, touching upon feminist discourse through YWM. Some of the CDP's projects are intergenerational comprising of both young and some older women and diverse groups such as lesbians and traditional healers. 1 in 9 is more explicitly oriented to lesbian and young woman, through feminist media production including the AMP Studio, production of a calendar, T-shirts, local level mobilisation and direct action, and more recently through research publications (with two to date of the latter); all three organisations have shared their feminist creative outputs through art exhibitions in various public spaces). For 1in9 and the ADAPT Young Women's Movement making their voices heard about women's rights has included engagement with community and mainstream media. Training and classroom workshops also prompted ADAPT to involve educators.

There was an interesting discussion in the evaluation of how upcoming elections provided an opportunity to raise the profile of the work of the organisations- in particular a footnote (no. 7) alludes to the possibility that the project to date may not have sufficiently engaged to produce a 'deeper level of change'. We put it in full here because it is directly relevant for understanding processes of change more generally for the FOKUS evaluation:

'One-off activities help to draw public attention to a problem, and help to raise awareness of a situation. Holding authorities accountable to women's and girls' service delivery needs requires an ongoing and sustained approach. For example, YWM members could initiate a system among themselves based on where they live, and where they go to school, to monitor public spaces for cleanliness and safety. *Maintaining regular contact with authorities to report needs and actions required could contribute in a simple but effective way to ensure service delivery that works for women and making this form of accountability and delivery standardized and routine.* This is not yet happening. The YWM and ADAPT could lead the way through sustained action.' (emphasis added).

The elections therefore were deemed to provide a platform for a 'strategic movement building opportunity for 1in9 to take the lead on issues of justice relating to gender-based violence.' So according to SAHH's project coordinator, this is not really an explicit Theory of Change but rather implicit regarding creating capacity for a critical mass of gender activists that can then link individual experiences to government responsibilities. Since 2009 there has been greater focus on leadership dimension and getting women to engage through local council ward committees. This is direct engagement.

Results – outcomes and impacts

The evaluation discerns between three inter-related levels of impact: individual, organisational, and societal. The key achievements are stated as mainly at the individual level, which is described as 'profound': 'There is clear evidence of young women becoming aware of their rights, being empowered by this knowledge in multiple positive ways, and using this knowledge to demand and assert their rights and the rights of other women'. In particular, '[T]he discovery of their equal rights has proven to be life-altering, in relation to how the women see themselves, and in how they relate to others.' This was in terms of confidence, knowledge and skills base, and also encouragement of tolerating difference (e.g. in sexuality). It then equipped women to act differently in other spaces (home, community etc).

An innovative result was identified as the collaboration forged between CDP and 1in9 is the Advocacy Media Production (AMP) Studio. This has happened in various creative ways, including through the 1in9 Advocacy Media Production (AMP) Studio's production of art works, posters, bags, banners and T-shirts that powerfully and graphically communicate feminist issues and demands, and ADAPT's Young Women's Movement's (YWM) highly visible environmental clean-up campaigns and engagements with community media (and theatre productions).

ADAPT's Young women's leadership and clean up campaigns in Alexandra were also seen as innovative. Interacting with local government bodies has meant that ADAPT has succeeded in getting public service delivery for women's safety onto local government agendas, and YWM members thinking about what they can do practically, or lobby for, to create local communities

that are safer for women and girls. According to the evaluation, the ‘activities in this programme have laid a solid foundation for placing justice for survivors of rape and other forms of gender-based violence and women and girls’ needs on the public service delivery agenda at local levels in the case of ADAPT, and making the link between service delivery, state accountability and women’s rights and needs’. In one case with ADAPT pressure on authorities resulted in authorities cutting grass that had posed a hazard to safety. There was also scope for 1in9 to create local chapters.

Planning and M and E were deemed as preventing a fuller range of learning. As follows: ‘In this regard organisations are encouraged to engage in a process of planning that begins with what the organisation hopes to achieve in a project, and then plotting the pathways (including interventions, activities and products), requirements (human, financial, support and material resources) and key relationships that would support the achievement of this change, i.e. telling the story and naming the components in order to reach a particular goal. Such a process would allow organisations to begin the process of tracking and understanding complex change through their interventions.’ Such a planning approach would be valuable for internal identification of gaps to improve learning.

The death of CDP director illustrates the profound effects of directors on organisations.

There was also a possible trade off according to the evaluation between 1in9’s decreased public campaigning and its drive towards being a conscientised core of feminists: its ‘retreat from more public engagement was a significant loss in a context of growing intolerance and widespread and escalating violence against women, girls and LGBTI people’.

Furthermore, as expressed by SAIH, it is also not something that comes about quickly, with engagement with government taking years. Overall, the point was made that such forms of engagement, together with capacity building, are not easily reducible to the logic of a log frame approach. There is also a more explicit focus on directly approaching men in this work, with ADAPT for example having direct dialogue with men in *shabeens* for a survey.

Lessons to be learned

The project is an interesting attempt to combine different approaches of 3 organisations to create a critical pooled mass of young gender activists. Some real local engagement is evident, but how to make this sustained and linked to direct action remains key. A sharper rights-based approach could provide more strategic focus along the lines suggested by the external evaluation: more strategic engagement with duty bearers. Given the current state of funding, more local organisations, such as ADAPT in particular, would struggle if SAIH funding ended. The synergies, however, have been demonstrated and perhaps offer a template for how the gender sector movement could and should be more complimentary and come together on specific issues. For example, according to CDP, there could be some real advantages in structuring into the gender sector movement on-going formal interactions with partner organisations. This has been happening organically between the three organisations but also potentially adding other SAIH funded organisations as well. This could include joint discussion forums on immediate issues, targeted workshops, and more effective interaction and planning on how projects could supplement and support each other's programmes.

In terms of role of FOKUS, SAIH clearly appreciates much more the gender expertise of FOKUS, and its national and international linkages were seen as an added advantage, rather than the technical assistance which was deemed much less relevant.

8.1.5 Desk: CARE, the Balkans – CARE Norway

Project

“Combating Gender Based Violence in the Western Balkans”, 2006-2008¹¹.

Briefly on the background of the organisations involved

The project came about as a result of the opportunities offered through the telethon. Care International North West Balkans, in

¹¹ Evaluated: Final External Evaluation Report of The Project ””, FINAL REPORT, February, 2009, Commissioned by: CARE International NWB, Author: Nives Miošić-Lisjak, MAP Savjetovanja d.o.o.

the role of field office of CARE Norway, carried out the project with three implementing organisations. These were:

- Autonomous Women's Centre (AWC) from Belgrade, specialising in anti-VAW
- Centre for Education, Counselling and Research (CESI) from Zagreb, specialising in teacher training on gender-based violence
- MEDICA from Zenica (Bosnia-Herzegovina), an NGO having its strength in MEDICA successful in working with victims of gender-based violence

CARE is an aid organisation working for the rights of girls and women as a means to combat poverty. CARE is operating in more than 80 countries.

Types of problems addressed

The general level of violence in the three former Yugoslav republic covered by the project has been high during and after the armed conflicts in the 1990's. Much of the violence has been directed at women and girls. The level of professional knowledge about VAW has been identified as being low.

Theory of change

The overall goal of the project was to prevent gender-based violence and to create an environment favourable to the respect of women's human rights and the enhancing of gender equality. In line with the recognised need for more skills in dealing with VAW, the project stated aims were to:

(1) increase the capacities of select women and human rights NGOs to advocate for development programmes combating gender based violence; (2) promote safe, respectful, and equality-based relationships in all of the target countries, and (3) to integrate gender based violence prevention into educational policies and to help institutions to deal more effectively with this problem.

Creation of partnership, provision of financial and technical support and opportunities for regional networking among three leading feminist NGOs with expertise in combat and prevention

of gender-based violence. In other words, the intervention logic has started out with enabling the three organisations to operate and to urge exchange of experiences between the countries in the region.

The Belgrade-based AWC concentrated on working with university students, training and supervising peer educators among university students and SOS phone volunteers as well as suggesting changes in curricula and university policies to make them more anti-VAW. The activities were organised into a comprehensive project named “Kreni od sebe” (“Start with Yourself”).

Being a leading Croatian expert NGO on the issue of education of youth on gender equality and sexual education, CESI in Zagreb’s included training of trainers and workshops for teachers and high schools students. Relevant education materials were produced, media campaigns, and a specialised website were among the project activities. Whereas the Serbian colleagues in AWC targeted university students CESI’s main target groups were adolescents, aged 15-19, and teachers, pedagogues and psychologists employed in high schools.

MEDICA is based in Zenica, a town in the Bosniak-Croatian federation constituting one of Bosnia-Herzegovina’s two constituting entities (the other being the Republika Srpska). Its profile is on medical and psycho-social assistance. Among the interventions the organisation selected to reach its goals as part of the projects were: (1) direct support to women victims of abuse; (2) educational-prevention activities; (3) advocacy and media analysis; (4) updating MEDICA’s web page; (5) development of MEDICA’s promotional materials and (6) integrating MEDICA into the community.

Results – outcomes and impacts, and their relevance in the actual context

As summed up in the 2007 evaluation Belgrade-based AWC produced a considerable amount of outputs in the project period. It delivered no less than 36 workshops on gender-based violence. Together with the public presentations made by AWC the workshops reached a total of 1021 students at 10 faculties, 4 student dormitories, and 4 high schools in 8 different towns, including guests lectures held by the program coordinator for 190 students of family law in the South Serbian town of Niš and

students of political science and social work in Belgrade. Serbian authorities accredited AWC's education programme for members of the judiciary social workers, police and other professionals who deal with victims of VAW.

Creating systemic changes in university policies and curricula proved to be difficult, but AWC was invited by the educational authorities in the autonomous North Serbian province of Vojvodina to conduct VAW prevention peer education among students.

In Zagreb, CESI and the Croatian Education and Teacher Training Agency entered into cooperation to develop training modules for teacher on VAW prevention. The Agency recognised the training programme as being very relevant for teachers. Under pressure from the Catholic Church, the Conservative government of Croatia, sexual education was not introduced in Croatian schools at the time, and anti-VAW also fell out. In spite of this, as part of the project, CESI delivered education workshops to interested high-school students, recruited through youth organisations, individual teachers or schools. CESI carried out a public campaign, and set up an interactive website targeting youth.

Bosnian MEDICA proved to be able to assist other institutions offering assistance to victims of VAW, but was less effective in trying to introduce gender-based violence prevention in cantonal (regional) education policies. However, the 2007 evaluation states that by the autumn of 2007 MEDICA had provided shelter to a total of 112 victims of abuse (women and children), and conducted 403 therapeutic sessions. How this is attributed to the CARE grants was not clarified. However, the CARE capacity building grant for 2006 enabled MEDICA to employ a lawyer who devoted a part of her working hours to the provision of legal assistance to women seeking counselling, in all 79 clients in 2006. The strategic planning session held in late 2006, as part of CARE's capacity building grant, helped MEDICA improve contacts with local agencies and authorities, and obtained a cantonal grant and even a post on the 2009 cantonal budget (5000 euro a month).

Sustainability

CESI and AWC structured the activities financed through around already existing long-term programmes providing additional

financial security. For CESI, this enabled its long-standing programme entitled “Building Gender Awareness” to be continued and expanded. According to the 2007 evaluation MEDICA lacked strategic directions at the outset of the project, but achieved sustainability thanks to it. As such the support to MEDICA was a more risky undertaking than supporting the two other NGO’s. However, judged from the websites of all three organisations by early 2013, they have all survived and thrive with a wide range of activities in their portfolio.

What is to be learned with relevance to FOKUS’ strengthening its future programmatic and funding directions?

The CARE project in Serbia, Croatia and Bosnia-Herzegovina differ from most other projects evaluated here. It is run by a professional aid NGO, more precisely by this organisation’s office in the region of operation. The twinning elements, that prevail in other case projects of this evaluation, were absent. It is also worth noticing that in two of the three organisations (AWC and CESI) the funds through CARE were added to ongoing core projects in the organisation. As such the funds have contributed to strengthening the organisations.

8.1.6 SAIH/CEIMM

Project: “Researching, Forming, Debating and Promoting: An Action Proposal in Response to Gender Violence in Multiethnic Contexts”.

Briefly on the background of the organisations involved

CEIMM (CEIMM Centro de Estudios e Información de la Mujer Multitécnica) a Gender Research Centre at the University of the Autonomous Regions of the Nicaraguan Caribbean Coast (URACCAN). These regions are the North and South Atlantic Autonomous Regions respectively. It is committed to strengthening the capacities of indigenous, Afro-descended and mestiza women of Nicaragua’s Caribbean Coast and the promotion of public plans and policies for gender equity. The Norwegian Students’ and Academics’ International Assistance Fund (SAIH) is the solidarity organisation of students and academics in Norway focuses on education in development cooperation, as well as North/South information and political

advocacy in Norway. Thus, CEIMM and SAIH share roots in the academic sphere, and ideological positions in a broad sense, but differ as to what type of organisations they are (a gender research centre and a solidarity organisation).

The current activities are a continuation of the project cooperation that started in 2003, one year after CEIMM's establishment. SAIH has cooperated with URACCAN since the early 1990s and has been present in the country since 1980. The cooperation with CEIMM was evaluated in 2008¹². SAIH's profile on the Atlantic coast of Nicaragua has moved from focusing on health care, to education of health workers to the present focus on higher education, a field in line with SAIH's profile.

Types of problems addressed

The region in which the project is carried out is marked by increasing violence due to drug traffic routes through the coastal areas, latent effects of the war, reinforced patriarchy, and an increasing inter-ethnic conflict between indigenous misquitos and mestizos. Reforms have made it easier to report a case of violence to the police, and police, lawyers and judges have been trained. Therefore, the number of cases has increased substantially.

The purpose of the cooperation is perhaps best reflected in the titles of the three cooperation agreements made between CEIMM and SAIH:

“Specialization of indigenous and ethnic women in multidisciplinary and participatory research with a gender and intercultural focus” (2003) and Consolidation of its own culture of critical investigation and analysis of reality from an intercultural and gender vision”(2004). Since 2007 SAIH and CEIMM have concentrated on VAW issues through the project “Researching, Forming, Debating and Promoting: An Action Proposal in Response to Gender Violence in Multiethnic Contexts” (2007-2010).

¹² Zambrano, Margarita (2008): Evaluación Externa de la Cooperación 2003-2007 Informe Final

Theory of Change

The project's core objective is to have a functioning anti-VAW strategy at regional level in the two Atlantic regions of Nicaragua. First, CEIMM took part in the advocacy for the strategies, and when introduced, CEIMM contributes to the implementation through capacity-building of core personnel. Also advocacy in favour of local action plans to fight gender-based violence forms part of the project.

The university of which CEIMM forms a part is located in four different campuses on the Eastern coast, and CEIMM is present in all of them. Moreover, the centre carries out research financed through FOKUS and others. The research is action-based research, the researcher spend time in the field working with people. The hand-on contact with empirical realities and a wide network on all levels makes the research applicable. The findings and insights gained through action-based research is fed into development processes in the Atlantic coast region. Doing this work, CEIMM can refer to the Comprehensive Violence Against Women Act that was approved by the Nicaraguan National Assembly in 2012, but also on a local level the gender strategies that have been adopted in some of the municipalities. Furthermore, CEIMM can refer to the Autonomy Statute of the two Atlantic Coast regions and the Regional Autonomous Educational System (SEAR) that both emphasise women's rights. There are Women's Secretariats on regional level in both regions of the Nicaraguan Atlantic coast. CEIMM also works with the Women's Commission, the inter-institutional and inter-sectoral against VAW. Likewise, CEIMM is active within the framework of the NGO-based Observatory on gender and VAW in the autonomous regions.

Results – outcomes and impacts, and their relevance in the actual context.

The Regional anti-VAW strategy is in place. With the aim of enabling outcomes to happen from the fact that there is a Strategy, CEIMM runs capacity-building trainings for personnel responsible for following up the strategy. So far, it is too early to expect impacts from the Strategy.

CEIMM works closely with the authorities in charge of gender issues and forms part of a network against VAW.

Sustainability

CEIMM has been cooperating with SAIH throughout its history and has made use of the funds from FOKUS to establish itself as an actor in the field of gender issue, not only VAW-related, on the Atlantic Coast.

The value added from working with SAIH is mainly on project management (proposals and reports), but SAIH shares relevant reports and publications with CEIMM.

FOKUS is withdrawing its support to Nicaragua in line with larger international trends and Norwegian policies. In stead activities are concentrated in Guatemala and region-wide activities promoted. CEIMM and SAIH regrets this and refer to the unsettled situation in Nicaragua. For instance, Nicaragua introduced a ban on therapeutic abortion at the same time as an Ombudsman for the rights of sexual minorities. In this situation pressure for gender equality fra the civil society may be decisive.

What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

The CEIMM/SAIH does not differ from most other project evaluated here. The implementing organisation has been able to make use of the funds to position itself and strengthen its overall work, but it is not possible to identify the value added by the Norwegian organisation apart from some assistance in proposal writing and reporting. The potential use of SAIH's unquestionably high competence in solidarity work is not fully realised within the framework of a twinning arrangement. CEIMM finds the way SAIH and FOKUS as being based on critical dialogue and exchange, as well as their encouraging CEIMM's autonomy, as being useful, and not always exercised by other cooperating agencies.

8.1.7 Hvite Bånd/ White Ribbon and Fundación Débora

Briefly on the background of the organisations involved

The White Ribbon/Listón Blanco/Hvite Bånd is a religious (Christian) women's organisation that promotes temperance, but also the right for women to vote, dignified work, 8 hour working

days and peace. The Norwegian White Ribbon is a volunteer organisation basing its incomes on gifts from members and supporters and funds from Rusmiddeldirektoratet (the Norwegian Directorate for the Prevention of Alcohol and Drug Problems). The project started up in 1997 as a result of Norwegian White Ribbon members meeting Guatemalan members during a meeting in the World's Woman's Christian Temperance Union (WWCTU). The Norwegian side informed about the opportunities offered through FOKUS. A project proposal was developed with substantial assistance from FOKUS. As a result of this funding the Fundación Débora was set up in 2003, being a member organisation of WWCTU. Since then, until 2012 Fundación Débora has been almost totally financed through FOKUS. It has a staff of approximately 20 full time employees. An evaluation of Fundación Débora was made in 2011 pointed at several strong sides of the project, but a detailed scrutiny found that the Fundación far from complied with FOKUS' ideals¹³. As a result of the evaluation in December 2011 White Ribbon and Fundación Débora decided to discontinue the cooperation with FOKUS, which meant they renounced to receive more of the Telethon funds. In stead the White Ribbon of Norway gave NOK 500,000 for the running of the project in 2012, to give Fundación Débora a chance for new sponsorship in 2013. For 2013, the White Ribbon of Norway can only give NOK 150,000.

Fundación Débora has some traits of being a family undertaking. It is a three-storey centre for training, health and social services situated in one of Guatemala City's most deprived areas. The activities started out on the basis of a study made by the mother of the Foundation's president and legal representative, and the premises are owned by the president. The two plots on which the building has been erected are owned by the president and her husband respectively. The president acts as the centre's doctor. Although being almost exclusively financed by Norway the Fundación is well implanted in Guatemalan networks, including ministerial structures and municipal authorities (more on this under sustainability below).

¹³ Evaluation: The Debora Foundation Project Evaluation, Relevance, impact, results and sustainability in a Red Zone, impact, results and sustainability in a Red Zone, Final Report, Nordic Consulting Group, May 2011

As pointed out in the 2011 evaluation in 2011, two organisations involved, although having their individual strengths, did not make up an adequate match. Fundación Débora's Norwegian partner – Det Hvite Bånd – has minimal experience from running or giving active support to projects abroad. Apart from the cooperation with Fundación Débora, Hvite Bånd only has one small project abroad, consisting in paying the rent for a crisis centre in the small town of Nikel in the Russian Murmansk region.

In the Norwegian context involving the Hvite Bånd is not as surprising as it may sound. As a part of the Norwegian developmental aid sector's endeavours to gain legitimacy and active support from civil society at home, Norwegian NGO's have been recruited to run projects – often very small – in countries receiving Norwegian aid. Lack of 'professionalism' in the performance of Norwegian organisations involved in developmental aid, is therefore a pre-calculated risk.

Types of problems addressed

The area in which Fundación Débora is carrying out its work is quite typical for third world cities with a large influx of migrants. Twenty years ago it was a shanty-town. Now it has been largely urbanised with water supply, sewage, and electricity. But there are still areas with shanties. The overall development goal of the project, as of the Fundación Débora itself, is to empower the women in the sector Mezquital in the municipality of Villa Nueva – one of the Guatemala City region's most deprived and violent areas - politically, socially and economically so they can break themselves out of the cycle of poverty and violence. Poor access to health services, education and care for their children are among the main problems of women in the city district. The centre also has the function of being a Centro de Atención de Desarrollo Infantil

Although being a member of the World's Woman's Christian Temperance Union, the scope of Fundación Débora's activities goes far beyond mere temperance. Among others, it has an active cooperation with the Cuban doctor's programme in Guatemala aiming at reproductive health through the use of contraceptives. The women targeted by Fundación Débora are in high risk of being victims of violence, but VAW as such is only dealt with indirectly, and without updated insight in the character of the problem, according to the 2001 evaluation.

Theory of Change

Fundación Débora aims at empowering women in the a poor city districts of Guatemala City. This is being sought by helping them catch up with education they did not get as children. Many of the women in the area are indigenous having grown up in villages and circumstances with poor access to schools. The Fundación provides formal primary and secondary and *bachillerato* level education (for adults), vocational training, physical and mental health care, courses in economics, human rights, preventative health, reproductive health, childcare and child development, nutrition, and HIV/AIDS information.

Moreover, the centre provides health care, including dentistry. It also runs a kindergarten, and computer classes for school children. In short, the project provides training as well as health and social services. As such it addresses the primary needs of a defined group of deprived women, and as a part of that “capacitating them as the expression goes in Guatemala when people are trained. The Fundación functions more like a “one-stop” service-delivery centre providing the basic conditions for deprived women to obtain their rights than a politically oriented group fighting for structural change. However, forming part of a wider network at local level – the *Red de derivación* – the Fundación contributes beyond its own field of activity. Such networks form part of the public policies to provide multi-disciplinary and multi-sectoral assistance to victims of violence, and exists in all Guatemala’s 22 departamentos. The network consists of the Ministerio Público, Catholic and Evangelical Churches, National Civil Police, the municipality of Villa Nueva, judges, and another NGO, “de Fuego”. Through these networks Fundación Débora’s activities assume amore right-based approach than its service delivery profile otherwise would have done. The network of women organisations receiving funds from Norad through FOKUS also brought the foundation in closer contact with right-based approaches.

A Theory of Change related to the cooperation with the Norwegian White Ribbon does not exist.

Results – outcomes and impacts, and their relevance in the actual context

Given the character of Fundación Débora as kind of one-stop service delivery centre, its results are primarily going to rest on

individual level. The Fundación has given formal education to 350 women (to 49 women the current year), informal vocational training for around 200 women, provided kindergarten for 1300 children, and given health care to more than 6,100 persons. Workshops against addiction and violence have been given to 8500 young people.

For instance, the last year 49 women received school education. Several of the centre's former students have achieved very good schools result, and two of the bachillerato students have entered the San Carlos University. Through the centre's kindergarten, a number of women most of them single mothers, have been enabled to work without having to abandon their children at day time. The integrated and pluridisciplinary profile of the centre allows for active follow up of individuals. One of the misunderstandings between the evaluator and the evaluatee during the 2011 evaluation process happened because of differences in understanding of what it takes to be a result. What Fundación Débora does is to provide professionalised charity combined with systemic and right-based elements. Within this framework a women who has been able to receive education, or who have started to use contraceptives is a result.

Sustainability

The 2012 evaluation pointed at several inconsistencies in the way Fundación Débora operates with the expectations of FOKUS and Norad. Fundación Débora is involved with other organisations, like in the three year old *Red de derivación*, mentioned above. It also takes part in the departmental development council (CODEDE).

The Centre's activities are supported by the Ministry of education and the local municipality. The adult education and vocational training programme is carried out on the basis of a government accord, and officer of the Ministry of Educations follows up the work in the centre. As a result of the cooperation with the authorities – i.e. doing outsourced tasks – the salaries of three teachers as well as the food for the children in the kindergarten is paid by public funds. The basic funding for the services however come from the Norwegian source.

Seeking support from WWCTU as such or to include other national partners in addition to the Norwegian one, is a possibility,

and a grant writer was sent by the organisation in May 2012 to consider funding opportunities and strengthen fund-raising capacities. For Fundación Débora, however, having grown into addressing a wide scope of social problems, the WWCTU focus on temperance could be an obstacle, but much is up to the flexibility of WWCTU.

What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

The withdrawal of the project from FOKUS/Norad was made by the two partner organisation carrying out the project. The withdrawal made as a reaction against the evaluation that was made in 2011. The evaluation was unusually thorough and systematic in its in-depth approach. As a result it found deficiencies in the way the White Ribbon Norway and Fundación Débora carried out the project. If all Norwegian-funded aid projects were to undergo a similarly exhaustive evaluation, there are grounds to believe many would experience what the two project partners experienced in 2011. It is to be noted that the 2011 evaluation found substantial strengths in the way the Guatemalan side has been able to achieve results.

We noted above that Fundación Débora's Norwegian partner – Det Hvite Bånd – despite being entrusted the task, lacks experience in having projects abroad. In the Norwegian context this is not as surprising as it may sound. As a part of the Norwegian developmental aid sector's endeavours to gain legitimacy and active support from civil society – building an advocacy coalition – at home, Norwegian NGO's have been recruited to run projects – often very small – in countries receiving Norwegian aid. Lack of 'professionalism' in the performance of Norwegian organisations involved in developmental aid, is therefore a pre-calculated risk. The Norwegian NGO's, in addition to throwing legitimacy on the aid sector, are supposed to contribute with their capacities. In the case of the White Ribbon there are capacities in the field of anti-alcoholism. Exactly what may makes the White Ribbon somewhat 'exotic' in a Norwegian context, which is secularised and having a strong public set-up for fighting alcoholism, makes its approaches well suited for less developed areas of the world. It is FOKUS' main responsibility to enable these capacities to be realised as resources. The 'twinning'

model applied hitherto is not necessarily what most easily leads to results.

8.1.8 The Soroptimists and Moldova - Hope Is a Waking Dream - A Decent Life For Young Women in Moldova

Briefly on the background of the organisations involved

Soroptimist International is a world-wide service organization for business and professional women. Soroptimist International - Union of Norway designed the project, and made sure it was financed. Its implementation, however, was made by the International Organisation for Migration, Mission to Moldova (IOM) and the Child Rights Information Centre (CRIC). In other words, three very different organisations joined forces.

Types of problems addressed

It has been established that children growing up in residential care phase serious challenges when coming of age and leaving the residential school/home (internat). Girls are particularly vulnerable and risk trafficking. At the time of the project 2006-2008, 11 500 children lived in orphanages and residential schools in Moldova.

The problems of children leaving institutionalised care at the age of 16, have been acknowledged by the authorities in many former Soviet republics. The Moldova project, evaluated here, is similar to numerous projects and reforms elsewhere in the former Soviet realm to assist inmates of residential schools to get established after they graduate. This goes both for the project's justification and wording as well as the concrete project activities. Nevertheless, Soroptimist International – Union of Norway claim they do not know other similar projects.

Theory of Change

The aim of the project is to prevent that girls with a background from institutionalised care end up as victims of trafficking. In Moldova, and most other former Soviet countries, children living in orphanages and residential schools are classified as either 'biological' or 'social orphans', the latter having been abandoned by their parents or parents have been deprived of their parental rights. The project targeted girls of this latter category. The key to

success in this regard is to make the graduates of residential schools better prepared for an independent life.

Those targeted were girls 13 to 16 who still lived in residential schools, and 16 to 18 years old girls who had graduated. The main interventions to achieve this, is providing a) life skill education, including information about the danger of trafficking in human beings and risks related with irregular migration; b) education, a place to live, job opportunities; c) an economic base that allows a decent way of living. Also, making use of “role models” formed part of the project.

According to the 2009 evaluation of the project, it was “unique in its approach and was to be implemented for the first time in Moldova”. Nonetheless, the project included many elements that have already been introduced in other post-Soviet countries, notably Russia, as regular procedures to make the passage to adult life as smooth as possible.

In concrete terms, the project consisted in offering training for the girls. For the youngest ones (in all 90 girls per year aged 13-16 years the activities consisted in life-skill education, including hobby activities and vocational orientation. Two workshops a year (three days each) were held as part of the project. The oldest girls (30 girls 16-18 years old) were supported during three-year vocational education and trained in life-skills, e.g. on how to keep a flat and a household and how to get more education. In addition 9 social assistants were trained in how to make sure there is a supportive social network in the the local communities in which the oldest girls establish themselves.

The 2009 Evaluation discusses pro and cons regarding the use of social assistants internal to the residential school versus those from outside. Internal assistants may know the girls better, but they risk creating a kind of personal dependency which hampers the development of independent skills. External assistant may be better at helping the girls solving a wider range of problems, but may lack insight in the everyday realities of those living in a residential school.

Outcomes and impacts, and their relevance in the actual context

If we take the total project period, including the post 2009 phase until June 2012:

- Beneficiaries TG1 (13-16 years): more than 250 girls and boys participated in the project
Beneficiaries (16-18 years): 99 beneficiaries (86 girls 13 boys)
- In the period 2006-2009, in all 9 social assistants were trained.
- In the period funded through FOKUS, only girls benefitted from the programme.

The wider impact of the project is questionable since it seems to have taken place aside of the official structures in charge of residential schools, i.e. the Ministry of Education. On the positive side, it should be noted that the Ministry has included elements of life skills education in the general school curriculum. The 2009 Report mentions that “officials of the Ministry of Education were informed about the project activities and appreciated the activities conducted within the project”. Six years after it started up, and three years after FOKUS pulled out, it is still a project (with new sponsors), and not a regular activity.

Sustainability.

The project functioned more like an illustration of good practices than a readily adaptable model for immediate introduction. The simple reason for this is that the Moldovan state can not afford to employ a social assistant working with a group of no more than three or four persons. This point was made clear by the Ministry of Education during the project. Later, in 2010, the Ministry has opened up for the inclusion of elements of the Life Skills programme into ordinary school curriculum for residential schools to strengthen prospects of psychological and social integration, but the actual implementation is pending on financing.

After the project period financed through FOKUS, Soroptimist International – Union of Norway continued its activities for funds collected through the annual fund-raising campaign of the Soroptimist International in 2009. These funds are still being used until the project is completed in mid 2013. Moreover, the proliferation of Soroptimist clubs in Moldova from one in 2005 to five today, has contributed to the dissemination of Life Skill trainings. The clubs arrange such trainings and finance them on local level in their own geographical areas.

What is to be learned with relevance to FOKUS' strengthening its future programmatic and funding directions?

The project is not a typical VAW project, and “belongs” to other types of programmes, notably those directed at social reform and de-institutionalisation in Eastern Europe. Nonetheless, the way the project has been designed makes it a very relevant contribution to fight violence against women. The project targets an extremely vulnerable group of young women, who are in extreme risk of being victims of violence. The implementing organisations, OIM and CRIC, are strong and competent actors, and it is highly questionable whether Soroptimist International - Union of Norway has been able to add substantial value apart from facilitating the funding.

8.2 Conclusions from the desk studies

The desk studies are in keeping with the findings from the in-depth studies. Firstly, they confirm the picture of FOKUS making use of *a wide variety of intervention types* to fight VAW. Among the interventions are support to an international advocacy coalition for abolition of prostitution (CATW), support to efforts aiming at fair access to justice for women (JSMP, and also both SAIH and Norwegian Shelter movement)), service delivery in the field of health and education (Fundación Débora), training in feminist discourse (ADAPT), support to a gender research centre (CEIMM), a one-stop service delivery centre (Fundación Débora). The variation in intervention types hampers learning across projects. Secondly, the variation in *types of organisations* involved in the pair-wise partnerships varies no less than the types of interventions. In some cases, the Norwegian partner organisation is an experienced actor in the relevant field of work, like the Norwegian Shelter Movement. In other cases, the technical background of the Norwegian organisation to carry out a project in the given field is less clear, e.g. the Norwegian Union of the Soroptimists International and life-skills training in Moldovan residential schools. Also the level of experience in running international projects varies a lot between e.g. SAIH and the NKJF. Similar differences exist between the “Southern” partner organisations. In all, the considerable differences between the organisations involved in FOKUS' project against VAW makes it

difficult to expect a joint Theory of Change on project level to be developed. Thirdly, there is a large variation in the character of the partnerships. In some cases the projects benefit from being run by two partners that are very similar in terms of what scientific discipline they base themselves upon, like in the case when lawyers cooperate, e.g. WJU and JSPM, thematically very similar (Norwegian Shelter Movement and Masimanyane), “ideologically” very similar (Women’s Front and CATW). In other cases the functional differences are big, like in the case of the White Ribbon and Fundación Débora, or the Soroptimists, and IOM and CRIC. In the cases of similarity between partner organisations, a Theory of Change would build on exchange of skills and insights. In the case of dissimilarity, a careful division of labour would be required to justify the partnership model. The desk studies have not assured the evaluators that neither systematic exchange nor careful division of labour have taken place. The project cooperation is mainly valuable through its provision of funds to the implementing organisation. As the desk studies show, the organisations have been able to produce results, but little value is added as a result of the partnership as such. The organisations involved are either too different and spend too little time together for interaction effects to take place. The main area in which the Norwegian partners contribute is in project proposals and reporting, i.e. making them compatible to Norwegian requirements, unless they have more development experience where they provide also more strategic focus (SAIH in South Africa, for example) .

9 Conclusion and recommendations

9.1 Main findings

FOKUS' VAW projects have strengthened the implementing organisations, making them more relevant as contributors to the struggle against VAW together with other civil society groups as well as with legal and government apparatuses in their country of operation. This is mainly due to the implementing organisations' capabilities, and the project results are mainly attributable to these capabilities.

Based on the in-depth as well as desk studies we found that the implementing organisations are relevant actors in the field of VAW in their countries of operation. They are relevant in their capacities as partners of public bodies working against VAW, with other likeminded civil society groups, as well as with target groups.

Most of the implementing organisations have a clear "ideological" position, e.g. on the roots of prostitution, the need for restraining orders, or the discrimination of indigenous women. These positions form the basis around which the organisations carry out their projects. Although being dependent upon external funding, the organisations have firm identities and are deeply rooted in their own countries. In short, they are not "contract NGO's" catering primarily for the donors.

The FOKUS implementing organisations contribute to the policy development on VAW with their real-life experience from working with the target groups. In this respect elements of service delivery in the organisation's portfolio of activities can be of use for the development of new policies. Marta Centre, SAIH and CATW-LAC are good examples of added value through additional insights

being shared with the relevant authorities. When the organisations share these insights and skills with other organisations, grassroots, and public bodies *interaction effects* are created.

In most cases the organisations are operating according to FOKUS' policy on being rights-based and oriented towards structural change. The objectives of the projects evaluated are relevant in the sense that most of them, address core aspects of VAW with quite clear theories of change at project level. Often, the implementing organisations have been able to enter into interaction with relevant civil organisations and public bodies in cooperative patterns that resemble loosely linked advocacy coalitions. This way, the implementing organisations have been able to multiply their effects of their work, and in some cases they have been able to contribute to change in national policies and laws. Marta Centre and CATW-LAC are examples of this.

In some cases, like MTM the implementing organisation has been able to change legal practices, in others, like and Moloj target groups have been enabled to take on new responsibilities. Marta Centre has contributed to the application of a wider definition of VAW. In other cases, the implementing organisations have been important contributors to the establishment of regional instruments, like the SADC Protocol on Gender and Development (Gender Links). This Protocol, however, remains to be implemented in the individual countries.

In Mexico the public institutions involved often are at regional level in progressive regions, like the Distrito Federal (Mexico City) or, as in the case of Guatemala, institutions set up as a result of the Peace Accord (1996). Gender Links has a number of MoU's with several states in the SADC region, but these need to be followed by concrete policies. Whereas the phasing-out of service delivery to the benefit of structural change is justified, there may be a danger that "concreteness" suffer as a result. Structural approaches in project design need to be combined with concreteness and a view for outcomes. The production of policy papers or baselines and data in itself is not enough. For some organisations there may be a danger of falling into a role of provider of technically efficient products but which deflects the social and political engagement required to combat the complexity of VAW.

CATW has been able to contribute to the closing of Albanian hotels in which prostitution used to take place, and they had a hand in the pressure that led the adult services in Craig's List to be shut down. In East Timor the number of gender based violence cases reaching the courts has risen, much thanks to WJU. Similarly, in South Africa, Masimanyane has contributed to the fact that more women than before now feel confident about accessing courts. Also, in South Africa, ADAPT/CDP/1in9 has helped young women become aware of their rights. In Nicaragua's Atlantic provinces CEIMM has contributed to the fact that a regional anti-VAW strategy is in place. Fundación Débora has established a one-stop service delivery centre. Moldova's Ministry of Education has included Elements of life skills education introduced by CRIC and IOM in Moldova in the general school curriculum, but so far just on paper as they have not found money to finance the new school subject.

From the case studies it is quite clear that effectiveness is raised when intervention types are combined and a variety of immediate beneficiaries are involved. The combination of lobbying for new legislation together with likeminded actors *and* training of key personnel in public institutions as well as target groups in order to make them competent duty-bearers and right-holders respectively has proved to be effective. Lack of information and consciousness rarely is a major factor behind VAW. Therefore, interventions consisting in information and consciousness-raising seem to be more effective when combined with e.g. training the police or judges in new skills

By analysing the implementing organisations in their national and regional contexts the case studies have been able to point out the importance of an environment in which there is an existing civil society and a state apparatus. This is important for two reasons, and both are of great relevance for the development of a Theory of Change for FOKUS' work on VAW. First, the type of skills and insights that Norwegian women organisations have developed and offer to share with their partner organisations in the South are based on the existence of a state and a civil society.

Secondly, projects are more likely to have effects when they interact with a state and a civil society, and less likely to have effects if they mainly consist in compensating for the lack of state

and genuine civil society. Projects that stand alone easily end up in mere project deliveries (outputs) and fail to produce repercussions (outcome). Moreover, rights-based approaches make more sense in countries with fairly operative duty-bearers and organised right-holders. Therefore, choosing countries like Latvia, South Africa, Mexico and Guatemala as countries of operation makes sense. For all their deficiencies these countries are functioning states with a genuine civil society in which organisations would have existed even without foreign funding. In some cases FOKUS' can contribute effectively in less structured countries as well. This, however, requires specialised competence. The Norwegian Somali diaspora organisation for women and children and the Norwegian midwives working with the Afghanistan Committee are such cases.

FOKUS' VAW projects are ideological (in the good sense of the word) and political. In order to cause effects this type of projects requires an environment in which the struggle for political power to a large extent is about rivalling world views, and not totally dominated by e.g. clan or tribe issues. In short, the type of interventions represented in FOKUS's portfolio presupposes the existence of a political space or public sphere in which to operate.

In most cases the organisations have a diversified funding pattern, and the funding through FOKUS has been an important contribution to the organisations' overall activities. The fact that the funding through FOKUS includes support to basic functions of the organisation as such is significant and conducive to reaching results for implementing organisations that are genuine and grounded – i.e. having their own anti-VAW agenda – and not merely serving as project implementing agents of the donor community. This funding allows a certain degree of independence and flexibility on the part of the implementing organisations and enable them to take initiatives on short notice when new opportunities open up or circumstances require action. Operating solely through pre-planned projects would be inflexible.

So far, there has been no explicit Theory of Change underlying FOKUS' work on VAW. However, it is possible to identify the elements that constitute an implicit theory. Its core element is “twinning” or partnership, i.e. bringing together two organisations – one Norwegian, one foreign – to carry out a joint project. This formula is derived from two main sources. Firstly, the way

FOKUS itself is conceived, i.e. as an umbrella set up by independent women's' organisations. Consequently, projects are carried out by individual member organisations in partnership with implementing organisations abroad. Secondly, the partnership model is derived from the Norwegian aid model in which the extensive and multifarious Norwegian civil society is called upon to contribute.

FOKUS is operating according to the assumed effects of partnership. The in-depth as well as desk studies made as part of this evaluation do not lend support to this assumption. Our case studies have failed to identify the *mechanisms* that allegedly are set at work through partnership. In fact, when mechanisms of change are triggered off through the FOKUS-funded projects, it is thanks to the funding as such and the fact that the implementing organisations have been genuinely devoted to the cause and embedded in the national context (rather than catering for the donor community). So, the results that we have been able to identify stem from the fact that the implementing organisations have been provided with funds. The value added from the two-by-two partnership is insignificant. In other words, the basic mechanism in the implicit Theory of Change has not been "switched on".

One reason for this is that the economic framework does not allow for intensive contacts. Most of FOKUS' member organisations included as cases in the evaluation (with the exception of SAIH, the Secretariat of the shelter movement and partly the NCA) base their project follow up on voluntary work. The only remuneration they receive is a 5 per cent administrative supplement, in addition to one field trip per year and audit fees.

The FOKUS member organisations differ very much as to what type of resources they are able to contribute with in the cooperation with the implementing organisation. Some of the organisations, like JURK and Women's Front, have state-of-the-art competence on VAW issues, but as organisations they are not primarily equipped to operate abroad, in countries very different from Norway. Other members, like LAG (the Latin America Groups) and Fellestrådet (the Norwegian Council for Africa) have state-of-the-art knowledge on the countries in which they have projects, but have less to contribute with on VAW issues. Some of

the member organisations, like the White Ribbon and the Soroptimists, are neither strong on VAW nor on development projects (apart from charity). In some cases, like the Fellesrådet-Gender Links partnership, the Norwegian side is so much smaller than its partner that it is difficult to make a difference. In other words, the two-by-two partnership model is not optimal. The effect of the Norwegian organisations "looking over" the projects in situ is dubious. Moreover, the efficiency of having a two-tier construction (partner organisation and FOKUS) between the implementing organisation and the funding agency (NORAD) could be questioned (i.e. for non-telethon projects).

When discussing a possible Theory of Change, it is worthwhile to distinguish between FOKUS' Theory of Change, and the member organisations' and implementing organisations' Theory of Changes, even when the theory is stated only implicitly. There is also reason to operate with a Theory of Change at project level. In this evaluation it has been easier to discern an implicit Theory of Change at project level and at the level of each participating organisation, than in of FOKUS' overall work on VAW.

Although Theory of Change and mechanism in general do not appear in the vocabulary of the cooperating organisations so far, it is possible to look for the *mechanisms* that are referred to implicitly at project level. When training judges in VAW, MTM expects the mechanism of professional pride to be activated. By explaining the *fairness* of taking particular female experiences of violence into consideration, MTM expects judges to change their practices in order to be more in line with legal principles. When Gender Links refer to the SADC Gender Protocol, they expect the mechanism of shame avoidance on the part of the signatory countries to be activated in case the countries do not follow up the Protocol and/or their baselines and indicators on GBV to effect change. Through capacity-building Moloj stimulates the mechanism of self-confidence that makes Maya women take up positions they otherwise would have shied away from.

The tight cooperation on the operational level in the project interventions has not happened. The reasons for this vary from project to project, but among the most important are: Poor functional match between the partner organisations' functions and foci, lack of time spent together, too much of the interaction

taking place between contact persons in the two organisations instead of bringing in broader segments of the organisations.

The “value added” for the implementing organisation from having a partnership with a Norwegian organisation has in general not been established. In many cases the Norwegian partner has been helpful in practical matters related to reporting and communicating with FOKUS about project technicalities. In most cases the Norwegian organisations have shared their insights on substantial issues, and vice-versa, but transfer and exchange of knowledge has not been the project pillar that the partnership model indicates. The main reasons for this is the fact that in many cases the two organisations do not match when it comes to profile and competence. In other cases, the cooperation needed is impossible to arrange within the limits of the project, e.g. the voluntary character of the participants from Norway, with little time in close physical proximity, and also the partner organisation not being exposed to the breadth of the Norwegian organisation experience (but mainly restricted to the contact person).

The implementing partners appreciate the arenas established under the FOKUS umbrella on which they meet other implementing organisations and Norwegian organisations. This applies for instance for the regular networking conferences and the Commission on the Status of Women, where FOKUS facilitates the yearly participation of a number of implementing partners and member organisations. In addition comes seminars and courses in Norway and in the project countries. This exchange is important not only for project implementation but also for the broader advocacy work carried out by FOKUS (including member organizations) and south-partners. However, project management still dominates in the implementing organisations’ interaction with Norwegian partners and FOKUS.

“The organisations interviewed in this evaluation generally find FOKUS’ reporting system to be user friendly as compared to other funders. Those knowledgeable of LFA from other settings report that they find it easy, but there is no widespread enthusiasm for this tool in the organisations. Basing themselves on an analysis of the project proposals and annual reports from the implementing organisations, the evaluation team concludes that what has been termed ‘indicators’ in most cases have been concrete project goals

on output level without reference to how these output point toward outcomes and impact. As such they have been useful in checking project deliveries, but of little use for strategic thinking. In fact, there is little in the project applications and reports that give evidence to lessons being learned from year to year. This does not reflect the real practice of learning and perfecting of projects in the implementing organisations, but rather of reporting not being used actively as a tool for the organisations' own purposes.

FOKUS is responsible for quality control, monitoring and project visits in collaboration with the Norwegian member organisation. In most cases the partner organisations appreciate FOKUS' follow-up because they find it to be of practical use in complying with requirements. In most cases, the Norwegian partner is also mentioned as helpful in this regard, but also as a kind of advocate vis-à-vis FOKUS and Norad, which testifies to a multi-layered practice that hardly is conducive neither to efficiency nor to participation.

Input on project requirements is provided by FOKUS during visits in the countries and during courses and seminars in Norway. Some mention lack of continuity as a problem when the FOKUS advisor or their own personnel is exchanged. Also lack of routines in keeping an institutional record in their own organisation has been mentioned by implementing partners as a reason for continuity problems.

9.2 Recommendations

New models to facilitate interfaces

Involving FOKUS member organisations directly as project partners in twinning arrangements entails an additional level between funding and activity. All this has a cost. It entails additional need for communication, reporting and follow-up. And it may weaken the focus on the project activities furthest out in the chain of operation, where the change actually is meant to happen. Knowing that the FOKUS member organisations vary substantially as to what kind of resources they are able to add, and that the resources contributed, even when being of high quality, often cover only narrow aspects of the VAW project work. Some member organisations are experienced in running projects abroad, others are less experienced. Some know much about VAW, others

less. The Norwegian member organisations have complementary profiles, and might be of more help if they joined forces more systematically. FOKUS' present Theory of Change builds on the belief in the effects on foreign organisations' capacities from having an interface with Norwegian organisations.

So far the interface has been arranged in pairs, i.e. with a narrowed-down interface. Resources could be used more efficiently if the interface with Norway was broadened. FOKUS has already taken steps to broaden the interface through geographic and thematic programmes in an effort to generate greater impacts than the sum of each isolated project. The recommendations below, therefore, is in line with current trends in FOKUS, but take them a step further.

Exchange of experiences (including learning from Norwegian experiences) could be achieved by inviting people from the organisations in the South to Norway. This would allow for structured exchange of knowledge and skills, for instance in the form of study-trips in which participants commit themselves to follow-up in concrete ways. This way the interface element in the modus operandi/Theory of Change would be retained, and FOKUS member organisations could share their insights and skills in a domestic setting.

This would enable a more systemic approach to the struggle against VAW, and it would be possible to draw on a wider selection of FOKUS' member organisations. In the model, project work would be carried out by the implementing organisations in cooperation with FOKUS having the responsibility for project management. Member organisations would be responsible for contents.

The Thematic and Geographical Working Groups that have been established would probably be suitable units of operation in this regard. This way, the implementing organisations would be able to draw on Norwegian partner organisations in a more flexible way than by the current twinning arrangement. In line with FOKUS' aim of concentrating its activities regionally, South-South arenas should be established.

Recommendation: FOKUS and member organisations develop alternatives to the current partnership/twinning model and consider the development of South-South cooperation regionally.

Concrete projects and general support to the implementing organisations

The evaluation shows that those implementing organisations having a strong identity, being ideologically firm and embedded in their national or regional context benefitted from the leeway offered them through the core funding.

Recommendation: Core funding and project funding should be balanced. The core funding should be retained to sustain the general running of the implementing organisations.

Interaction effects

The evaluation shows that there is a potential for a more systematic use of *interaction effects* in FOKUS's project collaboration on VAW. When searching for the driving forces that may enable long-term change in the field of VAW it is relevant to elaborate on how the projects communicate, intervene, and co-operate externally, i.e. with the everyday work of the police, courts, schools, city districts and municipal and state agencies as well as other civil society organisations. However, it is also important to elaborate on the dynamics between the FOKUS projects and between the organisations involved. It is important to consider how the measures work in concerted action and in relation to each other. There is also an underused potential in making the Norwegian member organisations work together, which has been acknowledged in FOKUS' document "Criteria for programme and project support" that calls for better utilisation of the member organisations' professional and geographical knowledge. For instance, LAG and Fellesrådet are mainly manned by young people with knowledge and enthusiasm, but not so much to transfer. Women's organisations may have things to transfer, but lack insight and in-depth understanding of the countries in which they operate. Few of these organisations are strong on project management in an international context, which should be FOKUS' strong side.

Recommendation: FOKUS, and its member and partner organisations should make more use of the potentials of interaction effects. As we see it, the interaction may take place a) between VAW projects, b) among involved organisations in criss-crossing patterns, and c) between FOKUS' VAW efforts and wider societal trends.

Concentration and specialisation

FOKUS' portfolio of anti-VAW projects is highly heterogeneous. Some of the reasons for this is the variation in profile and capacities of organisations involved. Developing a joint Theory of Change on a level of concreteness that makes it operable is, therefore, difficult on the basis of FOKUS' current project portfolio. Moreover, having to handle a large variety of intervention types is time-consuming. Narrowing down the range of intervention types – and replicating them in different countries – would enable more efficient learning between organisations and thereby stimulate the refinement of the Theory of Change.

Recommendation: FOKUS and member organisations reduces the number of intervention types and specialise on some of them.

Select functional countries

Most of the projects on VAW evaluated in here, are rights-based and political and consist in strengthening right-holders as well as duty-bearers. The projects tend to be designed in such a way that they only make sense in interplay with other parts of civil society and the state and regional as well as local authorities. This is a prerequisite for interaction effects to be set in motion. Many of the project presuppose an existing legal system. In other words, they presuppose a societal and institutional environment that is functioning to a reasonable degree. This is wise as *projects* as a working method require something to interact with. FOKUS recently reduced the number of countries of operation to concentrate in countries in which they had many projects and good partners, not according to structural characteristics of the countries.

Recommendation: FOKUS should concentrate its project work on VAW in countries having some functioning minimum of civil society and state structures in order to sharpen the rights-based focus. This should entail approaches that strike a balance between advocacy which is socially and politically relevant and also allowing for co-operation and strengthening duty bearers when appropriate. It also requires linking national (and regional) level efforts to locally grounded social and political engagement in the spaces that directly influence VAW. The opportunities offered through the EEA and Norway Grants to establish projects in European countries should be made use of.

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Applications and Annual Reports Moloj 2007-2009

Applications and Annual Reports Marta Centre 2006- 2009

Applications and Annual Reports CATW-LAC 2007 – 2011

Applications and Annual Reports Gender Links 2007 – 2001

FOKUS Strategy 2012-2016

FOKUS Criteria for project and program support

FOKUS Thematic guidelines

FOKUS Activity Plans 2009 and 2010

Evaluations: See footnotes in the desk study chapters

Appendix 1

List of interviewees

FOKUS

Anton Popic

Marit Sørheim

Sissel Thorsdalen

Mette Moberg

Gender Links fieldwork

Colleen Lowe Morna, CEO, Gender Links

Mercy Machisa, Gender violence indicators project manager,
Gender Links

Kubi Rama, COO, Gender Links

Loga Virahsawmy, Gender Links Director, Mauritius and
Francophone Africa (telephone)

Lisa Vetten, former Director, Tshwaranang Legal Advocacy

Prof. Amanda Gouws, Commission for Gender Equality, and
University of Stellenbosch

Nonhlahla Mokwena, Executive Director, POWA

Dikeledi Moema, Director, Gender based violence secretariat,
Department of Women, Children and people with disabilities,
Pretoria

Ranji Reddy, Chief Director: M&E, Women's Empowerment and Gender Equality Branch, Department for Women, Children and People with Disabilities

Magnus Flacké, leader, Norwegian Council for Africa

Marta Centre fieldwork

Juris Dilba, Marta Centre

Evita Drobiševska, Ministry of Justice, Civil Rights' Department

Viktorija Bolšakova Ministry of Welfare, Children and Family Department

Liga Kikute, Ombudsman Office, Social Rights' Department

Inese Ruka, Skalbes Crisis Centre

The Guatemala fieldwork(MTM and Moloj)

Lucia Morán, executive director, MTM

Magdalena Cholutio, executive director, Moloj

Licda. Norma Sactic Suque, FODIGUA

Licda. Thelma Aldana, Supreme Court Judge VII

Licda. Susana Navarro, ECAP

Licda. Alba Trejo, presidential commissioner against femicide

Licda. Cleotilde Vásquez, SEPREM

Licda. Vilma Sánchez, Presidential Commission on Women in the Congress

Evelyn Curuchich, Lili Magato Goy maez, Azuzena Socoy, FEMI

MSc. Hilda Morales Trujillo, deputy attorney, Attorney on Human Rights

Carmen Quej, CODISRA

Ana Silvia Monzón, FLACSO

Kirsten Wellin-Olsen and Marina Agersborg, Latin-Amerikagruppene

Eli Apold, Marit Aurdal and Marta Trzcinska, JURK

CATW-LAC field work

Teresa C. Ulloa Ziáurriz, regional director, CATW-LAC

Lic. Reyna Omeheira López, Technical Secretary, Mexican Federal Interministerial Commission to Prevent and Sanction Trafficking in Persons

Dilcy S. Espinoza de los Monteros, National Commissioner to Eradicate VAW in México

Members of the Interministerial Commission to Prevent and Sanction Trafficking in Persons (Health & Education Group) – observation

Mta. Beatriz Santamaría Monjaraz, General director of INMUJERES – Distrito Federal

Evangelina Hernández, journalist in El Universal

Nelly Montealegre Diaz, special prosecutor on violence against women and trafficking (FEVIMTRA) and lic Ana Alicia Casillas Hurtazo and Marian Antonia Gonzáles del Castillo

Mta. Gabriela Delgado, National Autonomous Programme on Human Rights – UNAM

Lic. Guadalupe A. Cabrera Ramírez, head of the fourth inspectorate, Commission for Human Rights – Federal District

Agnete Strøm and Anne Røthing, Women's Front (Kvinnefronten)

Desk studies

Lone Alice Johannesen, Krisesenteret

Kjersti Augland, SAIH

Hanna Norum, NKJF

Galina Guran, Soropotimists Norway

Margaret Østenstad, White Ribbon Norway

Kjersti Koffeld, SAIH

Dra. Dora Coloma de Barrientos, Fundación Débora

Appendix 2

Gender Links

Part I: Project intervention objectives

1) 2006-2008

This period was based on gender justice campaigns with ‘16 days of Activism’ as its focal point. In this project period new developments were added which took on a more explicitly regional flavor and extended work piloted and indeed based on models ‘developed and tested in South Africa’ (application 2006) to the rest of Southern Africa through the Gender and Media Southern Africa (GEMSA) Network which GL helped to form and currently chairs:

- Strategic communications training, yearly network themed campaign; follow-up through ‘cyber dialogues’ and ‘gender justice barometer’; and specific actions at country and regional level; and building campaigns around multi-sector national action plans to end gender violence
- Participation in national action plan task-team (S Africa)- and being replicated in Zimbabwe, Namibia and Mauritius
- Extend cyber dialogues to region
- Extend ‘T’ story project to region
- Barometer monthly E news letter tracking progress in laws, services and public awareness campaigns based on gaps in audit identified by GEMSA
- Document 16 days of peace campaign (for use in M and E etc)
- Sharing experiences with East African partners

- Staff and management capacity

2) 2008-2009

The project evolved even more into regional focus by adopting:

- the Addendum to the SA Declaration on Gender Development for the Eradication of Violence against Woman and Children.¹⁴
- Shifting focus to building campaigns around National Action Plans on gender based violence, and hence claiming the need for a score card to measure progress and developing capacity of partners to monitor implementation- as evidenced by proposal in 2008 for 3 day regional workshop for this purpose.
- Extending further into region (Malawi, Mozambique and Seychelles)

3) 2009

The aim shifts even more towards the measurement activities:

- testing a set of indicators in preparation of a Gender Violence Baseline Study across Southern Africa (including Botswana and Mauritius), with funding requested to pilot indicators in those countries and S Africa.
- The application stated the ‘growing recognition of the need for a standardised tool for establishing data on GBV and monitoring efforts to fight this scourge.
- The Southern African Development Community (SADC) Protocol on Gender and Development was a key influence here, in that, at its adoption a target was set of halving gender violence by 2015. In response a key programme logic became ‘how SADC governments will be able to gauge whether the 50% target has been achieved’ (p. 3).

¹⁴ This Addendum identifies practical strategies in areas of legislation, services, public awareness and education; and accountability of public officials more explicitly mentioned (related to ‘taking stock’ events of 16 days campaign).

4) 2010-2012

This phase develops the baseline data so as to monitor and evaluate progress. Because most cases of gender violence take place in the home and are never reported it is difficult to measure and monitor the extent, effects and efforts to end GBV (by 2010-2012 application). In addition, there appears more focus upon research based- surveys, questionnaires and even wider geographical scope etc: "To provide baseline data for South Africa and Tanzania to be used to monitor and evaluate efforts to halve current levels of gender based violence by 2015".

Part II: Theory of Change

Making every voice count for gender equality: With its strong roots in gender and communications work, GL uses the ecological model that begins by locating responsibility with the state and all the societal forces that influence change, but follows the concentric circles through to the community and individual level. As GL's Theory of Change has evolved with the PPA grant, the organisation has been able to make effective links from local, to national to regional and international level (see Section 3.5.1- Attributable Impact of PPA Funding), making a strong case for a multi-prong approach in addressing gender inequalities, especially gender violence. GL's motto, "*making every voice count, and counting that it does*" has a strong resonance with DFID work on voice and accountability.

Change socio-economic and political context through gender change agents: At the strategic level, GL champions work on the SADC Gender Protocol (SGP), a unique sub-regional instrument that brings together all the existing international and continental commitments to gender equality and enhances these through 28 targets to be achieved by 2015. The Protocol provides a roadmap for the region for MDG 3. It is a strong, visible tool for holding governments accountable, given a sense of urgency by the 2015 deadline. This instrument is also a tool for galvanising civil society to influence socio-economic and political change at the national level.

GL works with change agents including women and men in government and civil society to effect change. The outcome of the Alliance programme is strengthened capacity of gender CSOs to

hold governments accountable to their commitment of gender equality. This outcome is achieved through CSOs lobbying for the integration of SGP targets into government gender policies, planning, and budgets in costed action plans for implementing the SADC Gender Protocol targets.

GL's justice programme contributes to change at the policy level through advocating for governments to adopt indicators and to measure Gender Based Violence to strengthen their national action plans. GL's media programme, that includes a ten-part newsroom training on the targets of the SADC Gender Protocol creates awareness and debate, and contributes to accountability.

Changing institutions: At the institutional level, GL is taking the targets of the SADC Gender Protocol to the micro-level by deploying PPA funding to work with 300 local councils and 100 media houses that have elected to become Centres of Excellence (COE's) for Gender Mainstreaming. These two institutions are best placed to impact communities and individuals and form core programmes of GL interventions (see Outcomes 2 and 3 in Figure 2 - GL's outcome map¹⁵).

The outcome of the media programme is to advance the SGP target of gender equality in and through the media. The performance of the media programme is measured by the proportion of women sources in media houses that GL is working with. The media has the ability to reach into people's homes through particularly the public and community media. The milestone for Year I of PPA funding is that women constitute an average of 22% news sources in the SADC Media.

The outcome for the governance programme is to contribute to the SADC Gender Protocol target of gender responsive governance at the local level through gender action plans featuring gender violence, Local Economic Development (LED) and climate change. The performance of this outcome is measured by the proportion of women in local government and the qualitative

¹⁵ Outcome Mapping focuses on one specific type of result: outcomes as behavioural change. Outcomes are defined as changes in the behaviour, relationships, activities, or actions of the people, groups, and organisations with whom a program works directly, although the changes are not necessarily directly caused by them (Earl et al, 2001:1).

measure from case studies and testimonial evidence of the difference that this makes. Local government is at the centre of basic service delivery and the effective delivery of good governance to the people. The milestone for Year I funding is that women constitute at least 30% of councillors in the SADC region.

Changing communities: At the local level, the media and local government programmes contribute to change in power relations so women can negotiate paths or social positions in the socio-economic and political contexts vis-à-vis others in society. These relations are the connections through which women as social actors or change agents engage with their husbands, children, siblings, parents, neighbours, religious actors, government, other types of authority and social actors to affect change in oppressive and disempowering structures, enhance their own agency, and make rights-based claims. GL's interventions through PPA funds enable citizens, especially women, to do things for themselves and to be part of the solution, especially through the Centres of Excellence for Gender in Local Government.

GL's Theory of Change on gender violence is that this cannot be addressed in isolation – hence GBV action plans form part of the gender action plans devised by Councils. By cascading the work on GBV indicators to local level (see Section 3.5.1 – Attributable impacts of PPA funding), GL is testing the hypothesis that *the battle against GBV can be won: community by community*. Given the general lack of progress in this area, the micro to macro approach is a fresh and innovative way of approaching the challenge.

Changing attitudes and behaviours: Ultimately changing the way women and men experience the world and change the gender relations is about breaking down the existing patriarchal value system and replacing it with a 'rights' approach. Patriarchy is the most influential intangible barrier that surrounds and conditions women's choices. These are the routine patterns of interactions and conventions that lead to assumed behaviours that legitimise and reinforce the social order. The media and local government have a critical role to play in changing attitudes and mind-sets, as do campaigns against gender violence. GL is using PPA funds to create an enabling environment to promote social inclusion of women and to address the vulnerability and social injustice inflicted on them through the patriarchal value system.

Changing lives: The most important change GL seeks to make is to the individual conditions that women and men that drive gender inequality. GL is using PPA funds to support the practical and strategic needs of women to achieve gender equality and change their lives. This is in line with one of the outcomes of DFID's causal theory of change that seeks to enhance the survival and well-being for the poorest and most marginalised people.

Part III: Results

Full list of results received from GL for NCA support:

Expected results 2006	Obtained results
1) NGOs trained in strategic communications, Use of IT in ongoing campaigns, cyber dialogues extended across the region.	<ul style="list-style-type: none"> Coordinated and effective gender justice campaigns using a training kit developed by GL <ul style="list-style-type: none"> For example development of the National Action Plans. South Africa has launched its action plan (by the Deputy President, Phumzile Mlambo-Ngcuka launched the Action Plan). In South Africa, a 365 day National Action Plan will be launched each year in March while 16 days campaign becomes a time to reflect and take stock of progress (or lack of it). GL sits on the coordination committee as well as the public education and awareness raising cluster of the South Africa National Action Plan Task Team Three other countries still holding consultative processes. Six thematic Cyber Dialogues held on six days of the 16 days campaign with participants from across the region. 189 (48 men, 49 women and 92 undetermined sex) participants took part. Of these 80 were school children.
2) Extending the "I" story project to the region	<ul style="list-style-type: none"> A training of trainers session was built into the deepening campaigns workshops in three of the countries Other countries were able to contribute even where training did not occur building on workshops done previously; for example from Lesotho, Mozambique and Zambia. 25 'I' stories published through GL's Opinion and Commentary service In South Africa GL training nine survivors and a counselor to write their stories – Three successive workshops were held (Introductory, review and radio recording sessions).
3) Gender Justice Barometer - an interactive monthly electronic bulletin on key developments in the gender justice sector	<ul style="list-style-type: none"> 12 regular monthly e-newsletters produced and distributed electronically with highlights of developments and gaps in the region in the area of gender justice and violence in Four 16 days special editions produced and distributed electronically
4) Documenting the 16 days campaign: video, magazine, decline in gender violence, increased reporting	<ul style="list-style-type: none"> Compiled 2006 16 days report Photographs uploaded in GL photo gallery on GL website
5) Project Coordination and Management: High quality coordination management of the programme	<ul style="list-style-type: none"> High quality coordination and management of the programme as reflected by project manager's Performance Management Assessment high scores and good report

2007

Planned results for the project period	Obtained results 2007
1) Training gender activists in running strategic communications campaigns	<ul style="list-style-type: none"> • 106 individuals representing various NGOs and government departments in four countries (Botswana, Swaziland, Tanzania and Zambia) trained in running effective gender justice campaigns. This has enhanced their capacity and the knowledge in building sustainable campaigns. • They also used the opportunity to plan for 16 Days of Activism and how they could use the campaign period to popularise the action plans.
2) To play an active role in the National Action Plan Task Team in South Africa and support partners who have initiated similar processes in countries where training took place in 2006	<ul style="list-style-type: none"> • In South Africa: GL sits on the coordination committee as well as the public education and awareness raising clusters of the South Africa National Action Plan Task Team. • There is progress in extending the National Action Plan to local government. For example GL facilitated district consultative workshops and drafting of the 365 Day local action plan to end gender violence for the North West province drawing from the national plan. • Backstopping of countries that have developed action plans has been largely successful. • For example (i) Mauritius Action Plan to end Domestic Violence is now before cabinet for finalisation and will be adopted nationally (ii) Swaziland 365 Day Action Plan launched by the Ministry of Home Affairs which hosts gender department.
3) To strengthen regional dialogues and responses to gender justice issues building on the audit conducted by GEMSA in 2004, and using IT as an advocacy tool	<ul style="list-style-type: none"> • Five regional cyber dialogues held during 16 Days of Activism campaign IT used as an advocacy tool as the dialogues brought together experts, decision makers and ordinary women and men to discuss five themes around gender justice issues. See cyber dialogues summaries referred to in Section 2 (a). • The Cyber Dialogues webpage is one of the most accessed on the GL website with traffic of 277 266 visits, the most having been in November and December 2007 (248 112 visits).
4) To train survivors of gender violence and ex-perpetrators in writing opinion and commentary pieces on gender violence and to place these with mainstream media, especially during the Sixteen Day Campaign	<ul style="list-style-type: none"> • 21 survivors of gender violence wrote their stories as part of the Gender Links Opinion and Commentary Service and published into a book – 'I' stories, Volume 3 2007. • 14 of the survivors attended a series of workshops to train them in writing the stories. See Annex... • These compelling first hand accounts were provided to mainstream media. The stories were used widely by the media in South Africa and the region and helped bring issues of gender violence to the fore using voices of those most

	<p>affected.</p> <ul style="list-style-type: none"> As with previous experience writing their own stories proved to be therapeutic for the workshop participants as reflected in feedback from them in the evaluation sessions.
5) To run an interactive monthly electronic bulletin on key developments in the gender justice sector that will monitor progress and highlight gaps.	<ul style="list-style-type: none"> Interactive electronic newsletter produced and distributed to over 3000 contacts on the database. The barometer continued to highlight progress and gaps in the gender justice sector. GL has continued to receive positive feedback from recipients who find the barometer as useful source of collated regional information in the sector.
6) To compile lessons learned, databases of contacts etc and use these as a basis for furthering the campaign	<ul style="list-style-type: none"> The 2007 16 Days report has been compiled and includes lessons learnt. Updated GL database with new contacts established during 16 Days of Activism especially from those working in the local government sector, people living with disability and those working in the trafficking sectors. This is because of the face to face discussions held during the 16 Days campaign which preceded cyber dialogues.
7) To ensure an integrated and coordinated approach to the above work; high quality management and accountability	<ul style="list-style-type: none"> The Gender Justice Manager continued to provide effective and integrated coordination and management of the programme as reflected by project manager's Performance Management Assessment.

2008

Planned results for the project period	Obtained results 2008
1) Training gender activists in running strategic communications campaigns	<ul style="list-style-type: none"> • 138 individuals representing various NGOs and government departments in four countries trained in running effective gender justice campaigns. This has enhanced their capacity and the knowledge in building sustainable campaigns. • They also used the opportunity to explore role of local government in addressing gender based violence.
2) To play an active role in supporting partners who have developed National Action Plans	<ul style="list-style-type: none"> • There is progress in extending the National Action Plan to local government. Working with GL's gender and governance programme ensure that local government has a strong component to address gender based violence. • Backstopping of countries that have developed action plans has been successful to an extent but needs to be further strengthened and work towards mainstreaming key targets of the SADC Gender and Development Protocol into National Action Plans to end Gender Based Violence. This will be achieved with support from UNIFEM. • As a result of National Action Plans and the growing need to be able to measure impact of work in reducing levels of gender based violence coupled with the key target in the SADC Gender and Development Protocol to reduce by half current levels of GBV by 2015, Gender Links and partners have begun work to develop a comprehensive standard set of indicators to measure levels gender based violence
3) To strengthen regional dialogues and responses to gender justice issues building on the audit conducted by GEMSA in 2004, and using IT as an advocacy tool	<ul style="list-style-type: none"> • Eleven regional cyber dialogues held during 16 Days of Activism campaign where IT was used as an advocacy tool as the dialogues brought together experts, decision makers and ordinary women and men to discuss five themes around gender justice issues. See cyber dialogues statistics and summaries referred to in Section 2 (2).
4) To train survivors of gender violence and ex-perpetrators in writing opinion and commentary pieces on gender violence and to place these with mainstream media, especially during the Sixteen Day Campaign	<ul style="list-style-type: none"> • This year the project exceeded expectations with 70 (1M and 69 F) survivors of gender violence wrote their stories as part of the Gender Links Opinion and Commentary Service and published into four books as part of the 'I' stories series. • These compelling first hand accounts were provided to mainstream media. The stories were used widely by the media in South Africa and the region and helped bring issues of gender violence to the fore using voices of those most affected. • As with previous experience writing their own stories proved to be therapeutic for the workshop participants as reflected in feedback from them in the evaluation sessions.

<p>5) To run an interactive monthly electronic bulletin on key developments in the gender justice sector that will monitor progress and highlight gaps.</p>	<ul style="list-style-type: none"> • Interactive electronic newsletter produced and distributed to over 3000 contacts on the database. • The barometer continued to highlight progress and gaps in the gender justice sector. • GL has continued to receive positive feedback from recipients who find the barometer as useful source of collated regional information in the sector.
<p>6) To compile lessons learned, databases of contacts etc and use these as a basis for furthering the campaign</p>	<p>The 2008 16 Days report once compiled will include section on lessons learnt. Updated GL database with new contacts established during 16 Days of Activism especially from those working in the local government sector, people living with disability and those working in taxi industry to campaign against violence experienced when women use public transport. This was achieved because of the face to face discussions held during the 16 Days campaign which preceded cyber dialogues and the related events.</p>
<p>7) To ensure an integrated and coordinated approach to the above work; high quality management and accountability</p>	<ul style="list-style-type: none"> • The Gender Justice Manager continued to provide effective and integrated coordination and management of the programme as reflected by project manager's Performance Management Assessment.

2009

Most important planned results 2009	Most important obtained results 2009
1. Draft indicators and research methodology agreed.	<p>a) Follow up meeting of technical experts As described there were four consultative meetings in 2009. The meetings resulted in buy in for the project in the three countries and regionally. The reports are included as part of this report.</p> <p>b) Finalising research tools to be used in pilot study The research methodology and tools developed have been forwarded as part of the report. The research will include:</p> <ol style="list-style-type: none"> 1. A prevalence and attitude survey 2. An analysis of administrative data 3. Conducting qualitative research in on specific aspects (violence against men; economic violence against women and an analysis of women who have told their stories) 4. Costing gender violence 5. Analysis of media coverage of gender based violence 6. Political discourse analysis <p>c) Development of a prevalence and attitude survey The prevalence and attitude has been finalised and translated into six languages. It is included in the methodology.</p>
2. Researchers trained	<p>a) Workshop to train team leaders in each of the three countries This has been included in the training for research and will happen in each country. Gender links staff and the technical consultant will be traveling to each country to conduct the training.</p> <p>b) Workshops in each country to train researchers Researchers were identified in South Africa. The researchers assisted during the Sixteen Days 2009 campaign to assist with understanding of gender based violence in a broader context.</p> <p>Training in South is scheduled to begin 15 March and in April in Mauritius. Training in Botswana will take place in the latter part of 2010. There will be 24 researchers in South Africa and 40 in Mauritius.</p> <p>Until all the technical elements of the project were in place it was not possible to conduct the training.</p>
3: Pilot projects undertaken in localities in three countries.	<p>a) Administering of questionnaires in three localities b) Gathering of administrative data in three localities c) Analysis of results</p> <p>All the tools and technology are in place to ensure that the research will be conduct in effective efficient manner. The project will meet the December 2010 deadline. The surveys will be done in March-April in South Africa and May-June in Mauritius. Botswana will happen in the latter part of 2010.</p> <p>The results of the South Africa study should be available by June 2010 and in Mauritius in August 2010. Botswana will be available in November.</p>

4. Results evaluated and recommendations made for a Southern African Gender Violence Baseline Study	The results and recommendations for the three country study will be available by December 2010.
5. Buy in for a Southern African Gender Violence Baseline Study in 2010 (consensus building)	<p>As mentioned previously a meeting regional stakeholders was held from the 18-19 May 2009 and the Gender Links indicator were discussed at an Africa wide meeting in September 2009.</p> <p>Stakeholders expressed that a study to measure the extent, effect and response to gender based violence is necessary. The SADC Protocol on Gender and Development has target of halving gender based violence by 2015. There is an urgent for baseline data in order to meet that target or know where we stand in relation to that target.</p>

2010

Project goal/Results	Indicators
To provide baseline data for South Africa, Mauritius and Botswana to be used to monitor and evaluate efforts to halve the current levels of gender based violence by 2015, as provided in the SADC Protocol on Gender and Development signed in 2008.	<ul style="list-style-type: none"> • More strategic and targeted approaches to ending GBV. • Prioritisation of GBV prevention. • Constructive policy change and the strengthening of the National Action Plans to End Gender Violence through the production of a high quality • Academically rigorous but accessible report that is widely canvassed and understood.
Results	Indicators
Result 1: Comprehensive data gathered on the extent, effects and response to GBV in four provinces of South Africa, Mauritius and Botswana.	<ul style="list-style-type: none"> • Women and men over the age of 18 years interviewed through a structured questionnaire on their experiences and perpetration of GBV in four provinces of South Africa, Mauritius and Botswana • An analysis of the burden of GBV on society and governments in both countries is conducted • ‘T’ stories and in-depth personal accounts of women and men’s experiences and perpetration of GBV are conducted. • An analysis of administrative data at services, namely, police, courts, health, shelters, other support organisations • Media Monitoring of GBV coverage in both countries • Political discourse analysis of politicians from ruling parties and official opposition
Result 2: Strengthened advocacy efforts for reducing extent and effects of GBV on victims/survivors through realignment of policies and resource allocations towards prevention and support.	<ul style="list-style-type: none"> • Adaptation of 16 days of activism campaign to reflect current extent and effects of GBV • Adaptation of National Action Plan to reflect extent of GBV as in research findings • Adaptation of other GBV prevention programmes • Engagement with current policy on GBV – thus strengthen the case for prevention of GBV • Reallocation of funding to NGOs, shelters • Advocacy for gender balance in reporting on GBV • Gender balanced news being a priority in newsrooms
Result 3: Findings disseminated and debated in all provinces	<ul style="list-style-type: none"> • Major national launch • Regional workshops with key stakeholders conducted • Popularisation of findings • Engagement of politicians
Result 4: Building to repeat study in 5 years;	<ul style="list-style-type: none"> • Use research findings to raise funds for rollout every 5 years

Project goal/Results	Indicators
fund raising for cascading the project across the whole SADC region, concurrent with the adoption and /or implementation of National Action Plans to End Gender-based Violence	

2011

PROGRAM GOAL/RESULTS	INDICATORS
To provide baseline data for South Africa, Mauritius and Botswana to be used to monitor and evaluate efforts to halve the current levels of gender based violence by 2015, as provided in the SADC Protocol on Gender and Development signed in 2008.	More strategic and targeted approaches to ending GBV; prioritisation of GBV prevention; constructive policy change and the strengthening of the National Action Plans to End Gender Violence through the production of a high quality, academically rigorous but accessible report that is widely canvassed and understood.
RESULTS / OUTPUTS	INDICATORS
Result 1: Comprehensive data gathered on the extent, effects and response to GBV in four provinces of South Africa.	<ul style="list-style-type: none"> • Women and men over the age of 18 years interviewed through a structured questionnaire on their experiences and perpetration of GBV in the Gauteng, Kwazulu Natal and Western Cape. An analysis of the burden of GBV on society and governments in both countries is conducted • T stories and in-depth personal accounts of women and men's experiences and perpetration of GBV are conducted. • An analysis of administrative data at services, namely, police, courts, health, shelters, other support organisations • Media Monitoring of GBV coverage in both countries • Political discourse analysis of politicians from ruling parties and official opposition
Result 2: Strengthened advocacy efforts for reducing extent and effects of GBV on victims/survivors through realignment of policies and resource allocations towards prevention and support.	<ul style="list-style-type: none"> • Adaptation of 16 days of activism campaign to reflect current extent and effects of GBV • Adaptation of National Action Plan to reflect extent of GBV as in research findings • Adaptation of other GBV prevention programmes • Engagement with current policy on GBV – thus strengthen the case for prevention of GBV • Reallocation of funding to NGOs, shelters • Advocacy for gender balance in reporting on GBV • Gender balanced news being a priority in newsrooms
Result 3: Findings disseminated and debated in all provinces	<ul style="list-style-type: none"> • Major national launch • Regional workshops with key stakeholders conducted • Popularisation of findings • Engagement of politicians
Result 4: Building to repeat study in 5 years; fund raising for cascading the project across the whole SADC region, concurrent with the adoption and /or implementation of National Action Plans to End Gender-based Violence	<ul style="list-style-type: none"> • Use research findings to raise funds for rollout every 5 years

IV: Gender Links related documents:

Organisational Evaluation 2011;

Project Proposals 2009-2010;

Annual Reports 2007-2011

Gender Links Results for Change Manual

Gender Links (2011) Giant Footprints: GL @ Ten.

“T” Stories: Healing through writing – the South African experience.

Road Map to Equality on the SADC Protocol on Gender and development bulletins (2006-2011)

At the Coalface: Gender and Governance in Southern Africa

Gender Baseline Violence Indicators project: Mauritius Country report, 2012.

Gender Baseline Violence Indicators project: The war @ home: Findings of the Gender Based Violence Prevalence Study in Gauteng, Western Cape, KwaZulu Natal

and Limpopo Provinces of South Africa Gauteng (2011).

Gender Baseline Violence Indicators project: The war @ home/Gauteng Research Report.

PPA Independent Progress Review, 2012. Report of Evaluation Commissioned by Gender Links, August- October 2012.

Appendix 3

Terms of reference

TERMS OF REFERENCE

Comparative evaluation of FOKUS' projects on violence against women

1. BACKGROUND

FOKUS – Forum for Women and Development – is a knowledge and resource center for international women's issues with an emphasis on the spreading of information and women-centered development cooperation. FOKUS' primary goal is to contribute to the improvement of women's social, economic, and political situation internationally. The organization consists of 74 women's organizations and women's committees in political parties, trade unions, and solidarity and aid organizations. FOKUS supports projects run by women's organizations in Africa, Latin America and Asia.

Project collaboration constitutes a key part of the activities of FOKUS. Through support to project-based cooperation between Norwegian organizations and their partner organizations, FOKUS aims to contribute to the improvement of the conditions of women internationally. Efforts to strengthen the position of women must be based on systematic, holistic and long-term activities at all levels and in all segments of society.

The initiative to the evaluation of VAW-projects supported by FOKUS has been taken by the FOKUS Secretariat. It is of increasing importance for FOKUS to carry out thematic evaluations involving several projects, in order to better document the combined results of projects/programs within our thematic priority areas.

In 2005, FOKUS was the beneficiary of the Norwegian national television's Telethon, whose funds have gone to combating violence against women. This evaluation is meant to assess the impact of the Telethon. For budgetary and other practical reasons, the evaluation will not be able to assess all the projects funded through the 2005 Telethon, but will instead focus on a selected sample. Given that a thematic evaluation of our portfolio on female genital mutilation (FGM) was conducted in 2011, and that the topic of Women, Peace and Security (another subcategory of violence against women) will likely be the subject of a future evaluation, we have chosen to focus this evaluation on projects focusing on gender-based violence, violence in close relationships, and trafficking in women (see definitions below).

The following projects are to be included in this evaluation:

Africa	Latin America
South Africa: Gender Links	Guatemala: MTM (ICCPG), Moloj
	Mexico: CATW-LAC
Eastern Europe	Global: Coalition Against Trafficking in Women – CATW (via Skype)
Latvia: Resource Center for Women "Marta"	

The evaluation shall, additionally, include a desk review of 8-10 existing project evaluations, which are to be "updated" through follow-up telephone interviews, and not by field visits. The exact projects to be covered by desk review are to be determined jointly by FOKUS and the Team Leader.

Definitions

The United Nations defines violence against women as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”

FOKUS has chosen to work on three dimensions of violence against women: gender-based violence and violence in close relationships; trafficking in women; and female genital mutilation.

Gender-based violence is violence perpetrated against women due to the fact that they are women or due to the women’s real or perceived sexual identity or orientation. This violence can be psychological, physical and/or sexual and can be perpetrated by assailants both known and unknown to the victims/survivors.

Violence in close relationships is a subtype of gender-based violence and refers to violence against a woman by a family member, intimate partner (including spouse) or former partner. Violence can be physical, psychological, economic and sexual in nature. Perpetrators use it to exercise or maintain power and control by forcing the victim to submit to their will. This type of violence is characterized by repetition over time, and the victim experiences the violence as continuous and persistent.

Trafficking in women is the recruitment, transportation, transfer, harboring or receipt of women by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. The consent of a victim of trafficking in persons to the intended exploitation is irrelevant where any of the means named above have been used.¹ Most trafficked women are trafficked for the purpose of prostitution or other forms of sexual exploitation.²

The evaluation will not examine the one remaining dimension of FOKUS’ work on violence against women: female genital mutilation.

Target groups

Women of different ages constitute the primary target group for all FOKUS-funded projects. In addition, other stakeholders and duty holders can be included, such as community leaders, decision-makers at all levels, health sector personnel, education sector personnel, as well as the police and the judiciary. Men can be included in specific activities where their participation will improve women’s situation, especially when it comes to the prevention of violence against women and to discouraging the demand for prostitution.

2. OBJECTIVES AND SCOPE

The evaluation is meant to assess the overall impact of FOKUS’ projects on violence against women funded through the 2005 Telethon.

The specific objectives of this evaluation are:

- 1) To analyze the results, relevance, effectiveness and sustainability of FOKUS-funded projects to end violence against women.

¹ FOKUS shall base all actions on the full definition of trafficking in the Palermo Protocol. See

² United Nations Office on Drugs and Crime, “Trafficking in Persons: Global Patterns,” 2006

2) To identify strengths, weaknesses, challenges and current trends in FOKUS' initiatives that have implications for strengthening its future programmatic and funding directions.

3) To provide forward-looking recommendations and a potential Theory of Change³ to strengthen programming in the area of VAW.

Scope of the Evaluation

This thematic evaluation will focus on the implementation of Telethon-funded initiatives to end VAW in the timeframe 2005-2012. We have chosen 20 projects in 15 countries to be included in this evaluation. The evaluation will have a total duration of 5 months with draft results to be presented for discussion by the end of October 2012.

3. EVALUATION QUESTIONS AND CRITERIA

The questions below are indicative of the key information needs identified during the formulation of this Terms of Reference. The questions can be further refined during the inception phase of this evaluation.

The following definitions of evaluation criteria will apply:

- **Most significant results:** the short to medium-term impacts on social, economic, or other indicators arising from the delivery of activities.
- **Relevance:** The extent to which FOKUS-funded VAW initiatives and its intended outcomes advance global and national priorities related to eradicating VAW.
- **Effectiveness:** The extent to which the projects' intended results have been achieved.
- **Sustainability:** The extent to which benefits of the evaluated projects continue after FOKUS' assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, and institutional and other conditions for sustainability are present.
- **Partnership:** The nature and quality of the cooperation between the Norwegian member organization and the implementing (partner) organization.

Questions related to relevance:

- Are FOKUS-funded VAW initiatives responding to the needs of the target group? To what extent have target groups been involved in planning, implementation and evaluation of the projects?
- Are FOKUS-funded VAW initiatives responding to national and local priorities in the field of ending VAW?
- To which extent are FOKUS-funded VAW projects rooted in evidence-based methods?

Questions related to effectiveness:

- To what degree have the projects achieved their identified objectives and results? Why/why not? What kind of methodologies/intervention strategies were most effective and why?
- How have the working methods and strategies evolved over time?

³ Describing the underlying program theory makes explicit how and why interventions are expected to lead to particular outputs, and how and why different outputs will contribute to outcome level results. The development of a Theory of Change can identify linkages that are necessary to bring about actual changes in women's lives. Similarly, one may wish to revisit and make explicit the assumptions regarding the envisaged change processes that lead from „training and capacity building“ to higher-level results, i.e. to actual changes in women's lives.

- What is the quality and relevance of the chosen objectives, results and activities, and indicators? To what degree do the indicators provide valid and reliable information on results and impact?
- To what extent are lessons learned documented and used?
- What changes have FOKUS-funded VAW initiatives contributed to in terms of legal and policy frameworks and their implementation at country and local levels?
- How have FOKUS-funded VAW initiatives contributed to spurring innovation?
- What capacities of the duty bearers and the rights holders have been strengthened through the implementation of FOKUS-funded VAW initiatives?
- How has FOKUS catered for capacity development of partners to ensure effective delivery of projects? Which capacities in implementing organizations still need strengthening?
- What Theory of Change (or Theories of Change) can be inferred from the evaluated portfolio? To what extent are the implementing partners aware of their own theory of change?

Questions related to sustainability:

- For past projects: To which extent have the benefits from FOKUS-funded projects continued after FOKUS pulled out its financial support?
- For running projects: What is the likelihood that the benefits from FOKUS-funded VAW initiatives will be maintained for a reasonably long period of time if FOKUS were to pull out?
- Are the programs supported by other international/national/local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue or replicate the work?
- What operational capacity of partners such as technology, finance, and staffing, has been strengthened?
- What adaptive or management capacities of partners, such as learning, leadership, program and process management, networking and linkages have been supported?

Questions related to partnership:

- How did the partnership between the Norwegian and the implementing organization come about?
- What has been the Norwegian organization's value added?

4. METHODOLOGY

The evaluation methodologies to be applied in the evaluation will be developed by the Evaluation Team and presented for approval to FOKUS. The methodology should include:

- An evaluation design that builds on the above detailed objectives, scope and evaluation questions;
- The instruments and tools to be used for gathering relevant information and data.
- The approaches for the analysis and the interpretation of data;
- Expected measures that will be put in place to ensure that the evaluation process is ethical and that the participants in the evaluation – e.g. interviewees, sources – will be protected;
- A detailed work plan indicating timing of activities, responsibilities, and use of resources.

5. THE EVALUATION PROCESS

The evaluation shall be an external evaluation. Findings shall be presented to FOKUS, involved member organizations and partners after the study is completed. The evaluation shall be done in close collaboration with FOKUS.

The evaluation shall be carried out as a field and desk study in 2012. FOKUS, relevant member organizations and south partners will make the necessary documents available to the team, and the partner organizations in the locations where field studies will take place will draw up a program for visits and interviews.

Inception report

Evaluators shall provide an inception report to make sure their interpretation of the Terms of Reference is in line with FOKUS'. The report shall contain a detailed description of evaluation methods and plans (see Methodology), as well as reflections on the terms of reference. The Inception Report shall be delivered by June 30, 2012.

Field work

Field work will take place during August/September 2012.

Reporting and deliverables

A preliminary report shall be presented by the evaluation team to FOKUS by the end of October 2012. FOKUS and its member and partner organizations shall have the opportunity to make comments and corrections to the preliminary report. These shall be reflected in the final report.

The final report should not exceed 50 pages, plus annexes, and is to be delivered to FOKUS no later than December 1, 2012. The report should discuss all the issues raised in point 3 above, including any other relevant observations.

The target group for the final report:

- The involved partners
- The involved Norwegian member organizations
- FOKUS Secretariat
- The Norwegian Broadcasting Corporation (NRK)
- The Norwegian Agency for International Development (Norad)

6. THE EVALUATION TEAM

The evaluation will be conducted by a team to be composed of 3 experts, with an international consultant as evaluation team leader, and 2 local consultants as team members (one English-speaking and the other Spanish-speaking).

Evaluation Team Leader – International Consultant

- At least 5 years of working experience in evaluation of development programs, preferably with a focus on gender;
- Graduate degree in any social science, preferably including gender, evaluation or social research;
- Proven experience as an evaluation team leader with ability to lead and work with other evaluation experts;
- Ability to work in and with a team, and in different cultural settings;
- Proficiency in English; preferably also in Spanish

Evaluation Team Members –Local Consultants

- At least 5 years experience in evaluation;

- Graduate degree related to any of the social sciences, preferably including gender studies, evaluation or social research;
- Good understanding of gender equality and human rights
- Good analytical ability and reporting skills;
- Proficiency in English or Spanish (depending on the country)

7. BUDGET

The total budget for the evaluation is **600 000 NOK** (Norwegian Kroner), including VAT.

8. SUBMISSION OF PROPOSALS

Proposals must be submitted by June 7, 2012 to ap@fokusvinner.no. Applicants should provide a clear conceptual/analytical framework for the evaluation that provides the theoretical assumptions and quality standards, as well as a CV and references.

It is not necessary to include information about specific local consultants in the proposal. Local consultants shall be chosen after the selection of the team leader in cooperation with FOKUS.