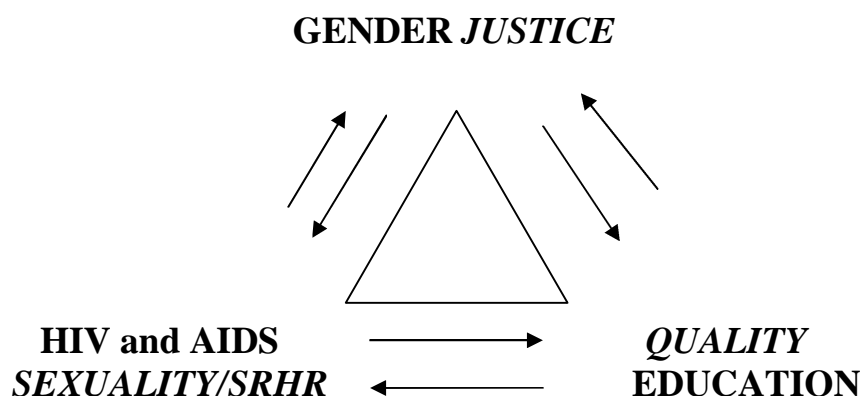


Innovations?
Important contributions
Missed opportunities
Still a long way to go

The Oxfam Novib Innovation Fund
2007-2010 Evaluation

The triangle approach



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Evaluation of the Oxfam Novib Innovation Fund 2007-2010

Triangle approach linking Education >< Gender >< HIV and AIDS prevention

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We also like to thank the large numbers of participants of the training sessions and life science classes we could attend, the adolescent girls and boys in schools, clubs, garment factories and public meetings, the parents, teachers, head masters, mother clubs, youth friendly clinic' and trauma-centres' staff as well as government officials, traditional and religious leaders, help-centres' staff and ICT-education specialists for openly sharing -sometimes very- personal concerns, questions and fears, moral dilemmas, related to sex, sexuality, puberty, HIV and STIs and adolescents education; about abuse, (date)rape and gender based violence, low self esteem, assertiveness training, male domination and forced gender roles, child marriages, FGM, as well as questions about male and female condom supplies, demonstrations of their use, HIV testing facilities, PEP awareness, etc. Many of these people, young and old, male and female shared with us the importance of adequate and complete information to make informed choices and how, or to what extent, the activities funded through the Innovation Fund have contributed to that. Particularly adolescents, boys and girls, expressed a great sense of responsibility about their roles in life, now and in the future, in terms of sex, sexuality, HIV prevention and more equitable relations between women and men. Hopefully they will hold on to those responsibilities in their adult life.

We wish to state here that we, as independent consultants, have no personal stake in OxfamNovib, the Ministry of Development Co-operation as the back-donor or any of the NGOs visited in the process of this evaluation. We are interested in the role the Innovation Fund has played in linking quality education with SRHR and sexuality education, HIV and STI prevention and gender justice in innovative and sustainable ways.

The report and possible mistakes, omissions, misquotations or otherwise are the sole responsibility of the evaluators.

December 2011

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Abbreviations and acronyms used

AADeC	Association d'Appui à l'Auto Développement Communautaire (Mali)
ABC (D)	Abstinence, Be faithful, Condom, (Delay) (traditional approach)
ABCD	Autonomy, Building healthy relationships, Connectedness, Diversity (new approach proposed for adolescent sexuality)
ACORD	Association de Coopération et de Recherches pour le Développement
AIDS	Acquired Immune Deficiency Syndrome
Al Juzoor	Foundation for Health and Social Development (Palestine)
A4C	Agent 4 Change (of dance4life)
ARV	Anti-Retroviral
AVS	Apprendre à Vivre Senegal programme (supported by OneWorld UK)
BRAC	Bangladesh Rural Advancement Committee (Bangladesh)
BNPS	Bangladesh Nari Progoti Sangha (Bangladesh)
CEFORD	Community Empowerment For Rural Development (Uganda)
CLHE	Candlelight for Health, Education and Environment (Somaliland)
CRISP	Crime Reduction in Schools Project (South Africa)
DEPDC	Development Education Programme for Daughters & Communities (Lao PDR)
DGIS	Directorate General for International Cooperation, Ministry of Foreign Affairs
ENDA-GRAF	Environnement et Développement et Action - Groupes Recherches Actions Formations (Senegal)
ESG	Evaluation Steering Group
FAWEU	Forum for African Women Educationalists Uganda (Uganda)
FC2	Female Condom 2 (= improved model, made of Nitrile)
FDG	Focus Group Discussion
FGM/FGC	Female Genital Mutilation/ Female Genital Cutting
FIR	First Information Report (police report of offence)
GBV	Gender Based Violence
GCN	Girl Child Network (Zimbabwe)
GDG	Gender and Development Group (Lao PDR - Peoples Democratic Republic)
GIPA	Greater involvement of people living with HIV and AIDS
GPI	Girls' Power Initiative (Nigeria)
HAG	Health Rights Action Group (Uganda)
HIV	Human Immunodeficiency Virus
HR	Human Resources
ICT	Information and Communication Technology
IDP-camp	Internally Displaced Person (People) camp
IF	Innovation Fund
IM	Intervention Mapping (methodology of WPF)
IEC	Information, Education and Communication (towards behavioural change)
INF	Inter-sectoral Networking Forum (set up by CRISP, South Africa)
KIC	Knowledge Infrastructure with and between Counterparts of ON (now KIM)
LABE	Literacy and Adult Basic Education (Uganda)
LAL	Learning About Living Nigeria programme (supported by One World UK)
LO	Life Orientation
LWU	Lao Women's Union
MAIN-PHASE	MAINstreaming the Prevention of HIV/AIDS and Sexuality Education (Indian network consisting of Pratham, CYSD, Lokmitra)
MDG	Millennium Development Goal
MinBuZa	Netherlands Ministry of Foreign Affairs
M&E	Monitoring and Evaluation
MoU	Memorandum of understanding
NCO	National Concept Owners (of dance4life)
NGO	Non-Governmental Organisation
Nisaa	Institute for Women's Development (South Africa)
NUEYS	National Union of Eritrean Youth and Students
OD	Organisation Development
OxfamNovib or ON	Netherlands Organisation for International Development Cooperation
PADECT	Participatory Development Training Centre (Lao PDR)
PEP	Post Exposure Prophylaxis

PLWHA	People living with HIV or AIDS
PO	Programme Officer
PRI	Panchayati Raj Institutions (local government institutions in India)
PTA	Parent-Teacher Association
QE	Quality Education
RBA	Rights Based Approach
RNE	Royal Netherlands Embassy
RNG	Rutgers NISSO Group
R/WPF	Rutgers/ World Population Foundation (since merger RNG and WPF)
R&D	Research and Development Unit (of ON)
SGBV	Sexual and Gender Based Violence
SMS	Short Message Service
SRH(R)	Sexual & Reproductive Health (Rights)
STI	Sexually Transmitted Infection
ToR	Terms of Reference
TVEP	Thohoyandou Victim Empowerment Programme (South Africa)
UNESM	Uganda Network on Sexuality Education Mainstreaming (Uganda)
UNFPA	United Nations Population Fund
VAW	Violence Against Women
VCT	Voluntary Counselling and Testing
VYCHD	Vientiane Youth Centre for Health and Development (Lao PDR)
WPF	World Population Foundation (The Netherlands)
YI/RNG	Youth Incentives (a programme of RNG)

Executive Summary

OxfamNovib Innovation Fund background

“The Innovation Fund was started in 2007 in order to initiate and support original projects that bring together education, gender and HIV/AIDS awareness. The supposition behind the Innovation Fund is that gender inequality is an important cause of the feminisation of the HIV and AIDS pandemic. Formal and informal education about gender justice and sexuality can play an important role in bringing about change.” ToR IF evaluation.

Through this Innovation Fund (IF), of in total 26 million Euros, OxfamNovib (ON) has supported some 80 different NGO partners in 32 countries in the global south in the period 2007-2010, to undertake innovative activities and programmes intended to link Quality Education, Gender Justice and HIV and AIDS prevention and Sexuality in a so-called triangle approach: each element in support of the others is vital and necessary to enhance SRHR, to prevent further HIV infections and to strengthen the position of girls and women and development of women and men at large. Hence it directly contributes to the Millennium Development Goals 6, 3 and 5 and further, impacts directly and indirectly on MDGs 2, 4 and 1. In OxfamNovib’s internal terminology the IF is intended to contribute specifically to Aims 2 and 5.

The ON NGO partners funded through this Innovation Fund are diverse, and have entered from different development angles. Many had their roots in the field of education, others focussed on HIV and other STI’s prevention and others again were active in the field of girls- and women’s empowerment and the prevention of VAW. Some of the NGOs operate in rural areas, others in urban settings; some focus exclusively on girls and women; some NGOs operate on their own, others have linked up with organisations active in similar or complementary disciplines; some partners work primarily at community level, others combine this with, or focus more on policy influencing at higher levels of the area, state or country.

Despite these variations in origin and work, and notwithstanding the different political and religious belief systems, and the diversity is patriarchal, societal, cultural and religious norms, values, practices, taboos, gender power differences, freedoms and restrictions in the contexts they work, all ON’s IF partners are one way or the other faced with the same challenge to address the sensitive and often denied reality that young people - boys and girls, rich and poor, educated and illiterate - are sexually curious and active, while they mostly lack adequate information and means to realise their right to be safe, healthy and happy amidst risks of HIV and other sexually transmitted infections, unwanted pregnancies and structural gender-based inequalities, vulnerabilities and violence.

Though some societies had and still have traditional methods to groom youngsters into their adulthood, usually in preparation of marriage, most kids and adolescents, both boys and girls are ‘on their own’ when it comes to understanding and handling their physical and emotional changes during puberty. In most societies education about sex and sexuality is shrouded with taboos and only very rarely parents, schools, cultural or religious institutions provide the information and support the young girls and boys need. In absence of other sources they may obtain information occasionally from friends, but more often from ‘dirty magazines’, porn movies on DVD or TV, or since some years, from the internet and through the use of social media, for those who have such access. Norms and covert messages about sexuality in most local cultures confirm male sexual privilege and heteronormativity, and sex seen as exclusively within marriage.

In view of this reality the comprehensive IF triangle approach implies that ON’s IF partners indeed needed to develop daring and innovative projects and activities, which of course need to be context sensitive in design and implementation, and yet are likely to meet with considerable opposition and objections.

As called for by the ToR, this evaluation of the IF funded activities and programmes focuses on assessment of the incorporation of the links of the triangle approach; how difficulties and obstacles faced in this linking have been addressed; what new and innovative elements were introduced and whether all components have been addressed adequately and comprehensively.

Because much of what ON and the IF funded NGOs wish to achieve relates to changes in attitudes, beliefs, openness as well as pedagogy of information and knowledge sharing and hence will take more time than the Innovation Fund project period, this evaluation focuses not just on the output and outcome level of the activities and the fund at large, but also on the sustainability and scope for scaling up of the activities and desired changes: what are longer term effects of IF projects in terms of quality education and other changes and what can be expected in the long run, based on assessment of processes set in motion, pedagogic methods and materials developed, attitudinal and other obstacles handled, and responses at community, leadership, (own) NGO, religious and government institutional levels.

The evaluation also assesses the actual willingness, readiness and commitment of the IF partners to engage in this sensitive field and reviews their organisational capacities in terms of knowledge and skills – content and management– to address and link the three dimensions of the triangle approach. The evaluation further assesses whether M&E systems in use are adequate to monitor and measure changes in understanding, attitudes and behaviour/practices and what learning needs exist among the IF partners in respect of effectively working on the triangle of quality education, gender justice and HIV prevention now and for the future.

IF evaluation: fact finding and analysis in a participatory learning process

As part of the IF evaluation 20 NGO partners in 10 countries, covering the different relevant regions of ON worldwide support, were visited to obtain concrete information about activities undertaken, methods developed, obstacles addressed, output, outcome and successes so far. The visits were also used to understand the views, capacities, knowledge and skills' needs of the NGO partners themselves for whom some elements of the triangle were new, difficult or considered culturally or politically sensitive, or who themselves were restricted by prevailing patriarchal gender norms and values about adolescents' needs and non-acceptability or even denial of practices.

Prior to the visits, available project documents were studied to obtain baseline (pre-project), progress and outcome information. The analysis of the documents and subsequent field visits showed that in general not much attention has been given to develop project base lines and hence progress reporting based on baseline indicators is very limited. Very few partners developed baseline data for such purposes. Specific information about prevailing attitudes and actual knowledge with respect to gender justice, sexuality issues and (pedagogic) capacities of the IF NGO partners themselves were not available in project documents ('Toolboxes') either.

Because a number of the ON partners receive partial funding from this Innovation Fund as well as core ON support and often also funding from other donor agencies, the activities undertaken have not been reviewed in isolation, as IF stand-alone project, but as part of the larger programme of the partner. This also provided the opportunity to see their integration in other activities of the partner and the helped to understand chances for continuation of the activities beyond the duration of the IF funding.

The visits to ON partners, funded through the Innovation Fund, entailed a/o workshops with staff, and interviews with project holders and discussion/meetings with hundreds of youths, school students and others, both boys and girls, parents and teachers. Rather than one-way data collection for evaluation case studies, these brief interactive visits were conducted in the sphere of learning partnerships. For the ON's overall IF evaluation this yielded information and evidence how the triangle approach works in the different realities on the ground and contributes to desired changes; for the ON partners the visits provided an opportunity to share and bounce ideas about the triangle approach, the difficulties and sensitivities faced and the outcome of their activities, while it also contributed to their learning about experiences of IF partners elsewhere with SRHR, gender and quality education, etc. under different or comparable circumstances. Many of the IF partners' staff members were keen to learn how others have addressed sensitive issues in the field of sex, sexuality and HIV prevention in education in view of societal and religious taboos and restrictions and prevailing patriarchal gender norms and values.

Outputs and results

Through the IF funded activities, with their major focus on educational activities, formal, informal, classroom based, or through clubs, with the assistance of specially trained teachers, student-peers and NGO trainers and facilitators, the ON partners have contributed significantly to the quantitatively and qualitatively improved provision of basic information to young people, girls and boys, about HIV transmission and other STIs, prevention methods, changes during puberty, basic hygiene as well as social and legal issues around early marriage and (prevention of) abuse and VAW.

New and innovative elements introduced under IF

What is innovative in one country is already common in another; hence innovation is a relative context specific concept.

Most IF partners operate in settings where standard school (curriculum and/or) teacher coverage of SRHR is absent or at best minimal, and where other opportunities rarely exist at home or elsewhere to be adequately guided on puberty changes, sex and sexuality, STI/HIV prevention and gender power (abuse) issues. Therefore most IF programmes focus on adolescents in their puberty years and in some schools even children in the final years of primary schools. This is in response to the urgently felt need that girls and boys need adequate information for a safe and enjoyable adolescence and towards responsible adulthood and future safe sexual and gender just relations. This is certainly positive use of available funding in view of ON's own policies on quality education, the MDGs and the Netherlands Government development policies on education and SRHR, respectively at the start of the programme and today as policy priorities have changed.

Pupils, who were interviewed as part of the evaluation, appreciate the activities. They want adequate information and acknowledgement of their information needs and services regarding puberty changes, sex, sexuality, HIV and other STIs. They want to be guided but they also wish to be respected for their ability to take responsibility for their own deeds, rather than being patronised and denied of their information and services needs. The common adults' fear of actually promoting promiscuity by providing information and services about sex and sexuality is contrasted by these youngsters' views: 'Provide us with all the information, services and choices and we will use them responsibly'. Research in many countries confirms such realities. Denial of information and services has shown to lead to more vulnerability and risky behaviour.

A (limited) number of schools and NGO non-formal education programmes (a/o VYCHD in Lao PDR; LABE in Uganda; TVEP in South Africa; ENDA GRAF in Senegal) include actual demonstration of condom usage; open discussion about sex and sexuality issues, sexual desires, pleasure and masturbation (a/o LABE; Juzoor in Palestine) and dating issues (e.g. date-rape; no-means-no) or risks of peer pressure (a/o GPI in Nigeria; GCN in Zimbabwe; NISAA in South Africa; YVCHD). This was really appreciated by the young learners themselves.

To cater to the needs of young people to find adequate answers to SRHR questions beyond the regular school setting, a few NGOs (a/o GPI/LAL; ENDA GRAF/LAL in Senegal) have introduced free and semi-anonymous SMS answering services, staffed by young people, with a back-up of experts for consultation. This innovative and effective approach is appealing also to other IF partners, when they heard about this.

Some NGOs have trained government health workers to have a better understanding of SRHR, HIV prevention and in providing youth friendly SRHR services (a/o BNPS in Bangladesh; VYCHD). A number of programmes include parents in their educational programmes, both as parents to understand and guide their children, but also for the parents (usually only mothers) themselves to meet each other and discuss SRHR, HIV prevention and other health and hygiene related issues (a/o partners in Uganda; AADEC in Mali; BRAC in Bangladesh; Juzoor).

A number of ON partners are engaged in lobbying their governments for new SRHR policies and laws and particularly for changes in the school curricula to adequately cover HIV, other STIs, sex and sexuality (a/o AADEC in Mali; BNPS and BRAC in Bangladesh; CLHE in Somaliland; GPI; ENDA GRAF; Juzoor; GCN). While actual changes in curricula cannot be attributed to ON-IF partners alone, these advocacy efforts are indispensable and positively contributing to achieving the IF objectives of (more) comprehensive quality education, inclusive of SRHR issues. But this does

require that the advocacy activities are sustained over a longer period of time and hence must be continued beyond the lifespan of the IF funded project and get integrated in the NGO's regular education related activities. Some IF partners see this as a clear task and responsibility for themselves. Some others may not continue this work at the end of the funding phase either because they are internally not convinced of the need for it or because senior staff fears image damage as a result of negative reactions from the government or traditional, political or community leadership.

Coherence in triangle approach elements

In some countries ON partners (a/o AADeC, GPI, NISAA, TVEP) successfully run or cooperate with community, regional and even state level radio and TV programmes to air interviews, panel discussions, plays, etc. covering gender injustices, HIV, STIs, VAW, AIDS-based discrimination, etc. often with well used opportunities to call-in with questions and other responses.

PC-aided individual interactive training programmes, introduced by some NGOs in a (sofar limited) number of schools in a/o Senegal and Nigeria (LAL) take the learning process even further, preparing pupils individually to understand and respond to a large range of SRHR, HIV prevention, discrimination and sexual orientation issues. Because all children in these classes have individually gone through the broad range of SRHR issues, common discussions in class on these otherwise sensitive issues become easier for pupils and teachers alike.

A number of programmes focus on girls' rights and assertiveness training primarily for prevention of VAW and understanding (and addressing) prescribed gender roles and its impact on opportunities for self development, jobs, household sharing matters, etc. (a/o GPI; GCN; BNPS). Some NGOs and schools have taken the learning process further to include information for boys about changes that girls go through and vice versa to promote mutual understanding (e.g. menstruation and wet dreams) and creating conducive physical and attitudinal circumstances for girls to stay in school during menstruation, hence preventing earlier school dropouts (e.g. LABE, FAWA in Uganda).

Capacity of IF partners

A number of IF partners have been externally supported in their capacity building: Ugandan and some Indian partners participated in training trajectories organised by the World Population Foundation (WPF); similarly there was a Youth Incentives learning trajectory in West Africa.

Some partners greatly benefitted from these opportunities in terms of their own openness to address SRHR issues and in designing and planning appropriate methods to undertake their activities. Others are yet to find ways to deal with conservative views, often based on religious institutions' prescriptions, both in their own organisations and among school teaching staff and boards (f.i. in Uganda), they work with.

Most IF partners do have an M&E system, but this is often limited to the quantitative recording of activities held and numbers of attendants. These data are rarely usable for progress management and internal learning. Most monitoring systems of the partners visited were not developed to yield adequate information to measure changes in understanding, attitudes and behaviour and practices as a result of project/education activities.

The evaluation visits, especially the discussions with the gatherings of sometimes hundreds of young people (school pupils) and subsequently with teachers, trainers and NGO staff, often turned into participatory assessments of the scope and limits of the capacity of the IF partner to comprehensively work with the triangle approach. In reflection and feedback sessions some IF partners (a/o partners in Uganda, AADEC in Mali, BNPS in Bangladesh, NISAA and TVEP in South Africa) acknowledge their own limitations in terms of adequate information, skills to break through cultural barriers internally with staff, ability to train others, or to lobby with their government, local or religious leaders. Some IF partners, while still learning themselves, have built up an array of positive examples of openness about sexuality education and how that was achieved and accepted that they could host IF partners from elsewhere for exchange learning.

Whereas the socio-cultural, religious and subsequent attitudinal circumstances around sex, sexuality, gender power issues and HIV prevention as well as early pregnancies and marriages, are indeed unique in each country, many youngsters around the world are sexually active, starting from a young

age and hence they do have an unmet need for information and services, including the knowledge about other forms of physical closeness, pleasure and the option of abstinence.

The interactions and interviews in the course of the evaluation showed that there is certainly a need but also interest and scope among the IF partners to learn to handle the IF triangle more effectively.

Apart from the need to further develop adequate M&E tools to monitor and measure the desired changes, many of the IF partners expressed explicitly the need to deepen their understanding of gender power issues, quality education and HIV prevention. There is interest in creating more opportunities for mutual exchanges and learning, as that would enhance the effectiveness of the different programmes and activities undertaken. Some IF partners could certainly benefit from witnessing successful approaches and programmes of others to overcome their own fears and views of changes being unattainable under prevailing cultural/religious restrictions. Based on the teaching programmes observed it is clear that a number of the partners also require training in new, more interactive and empowering didactic methods, rather than using traditional one-way instructions.

The KIC (Knowledge Infrastructure with/between Counterparts), recently renamed as KIM instrument of documentation of practices and the KIC linking and learning activities at regional and global level that reportedly took place and could have been helpful, were hardly known and used by the partners visited.

Role of OxfamNovib

OxfamNovib staff members representing ON in the funding partnership also play a vital role in the successes or weaknesses of the IF programme results. OxfamNovib as organisation portrays itself as funder (its main role); as an engaged partner/capacity builder; as a facilitator of knowledge management and as a lobby and global campaigner. To perform these different roles ON has different support instruments, activities and programmes in place: e.g. the KIC (now KIM) for knowledge management; occasional exchange meetings and conferences; the international We Can campaign; contracting expert organisations to help strengthen capacities of IF partners and of course the programme officers in their direct contact with partners, handling requests, 'Toolbox' development, explaining new ON policies and fund requirements, progress reports feedback and partner visits.

The capacity building activities undertaken by external expert organisations have positively contributed to the knowledge of partners as well as the methods of organising their work. These are well appreciated. Outcome of the use of KIC/KIM at the level of the IF partners could not be established. Exchange opportunities during conferences and peer to peer exchanges (eg. Nigeria, Senegal, South Africa, The Hague) have certainly contributed to the exposure and knowledge of the individual participants. But the (power) position these individuals hold in their organisation strongly influences the scope to introduce newly acquired knowledge and insights, f.i. in the case of CLHE and BRAC senior management did not give the required space, but a partner in Niger changed their way of work in order to talk with Imams. The direct contact of ON's programme officers with partners, as well as the use of the Toolbox system and R&D check for ON internal partner and project approval has shown to be inadequate to guarantee adequate alignment with the IF funding requirements and conditions.

This evaluation confirmed the finding of the mid-term internal IF evaluation that the time and - perhaps skills - available to programme officers to discuss the triangle approach, assess the partners' capacities, change management skills, knowledge and attitudes towards the required openness about sex, sexuality, HIV, gender justice, etc. for positive changes, has often been insufficient. Toolboxes lacked basic information about available skills and capacities. Risk analyses rarely covered attitudes, behaviour, readiness to challenge and SRHR/gender power-related knowledge of the NGO staff themselves; these issues are not covered in the 'Gender Traffic Light' in the Toolbox.

Some of the IF partners were not aware of the conditions to qualify for this funding; some did not know that part of their funding actually came from the IF.

For some staff in ON the IF for long remained a mere education funding window, without paying attention to SRHR, STIs including HIV and gender justice issues as part of the conditions of its use. All this is highly regrettable, because it has led to missed opportunities, particularly in situations where partners needed to be guided to information and training opportunities to prepare and understand the value and logic of the triangle. With stricter application of the selection criteria of the

IF, some partners would then have rightfully been excluded: based on their public denial of HIV risks and STIs or their unwillingness to acknowledge young people's sexual activity or the NGO's staff refusal to rock the socio-cultural-patriarchal boat within their context. Of course with more time and attention to these issues, some partners – or their senior management staff taking decisions – could perhaps have been guided towards new insights and subsequently fulfil the basis criteria of the IF. But in absence of enough time and guidance some partners have been selected and funded that do not meet the IF criteria. This absorbed funds, which otherwise could have remained available for more promising partners in this field.

Partners engaged in quality education with empowering pedagogical approaches (like PADECT in Lao PDR) could have benefitted positively if the comprehensive triangle approach of the IF had been explained adequately and of course accepted by them. It was noted by several IF partners that some ON staff as a result of shifts in portfolios, tasks and time pressure do not spend enough time on visiting the partners and hence lack information about their developments, understanding and information needs. With more time available and ON staff adequately equipped and themselves convinced of the value and need of all three elements of the triangle approach, the support could have been better tuned to the needs to the partners. The acceptability of the approach by partners and ON staff cannot simply be assumed, expected or imposed, because it comes with the funding or the job.

ON has engaged the Netherlands-based WPF as expertise centre on SRHR for training and support in Uganda and India and their role has been much appreciated by the IF partners. Though WPF cannot replace ON's role in the early phase of partnership establishment, they can contribute to IF partner's own understanding of SRHR issues and developing appropriate methods, once willingness and readiness of the IF partner is confirmed. Engagement of such external experts could certainly be continued.

Limitations, opportunities and challenges

Quality of Education

In line with the ToR education programmes have primarily been assessed for their contribution towards HIV prevention/ SRHR and sexuality issues and gender justice as part of the triangle approach and not for the effects of the IF on the quality of education at large.

The education programmes introduced and promoted, vary in quality and usefulness in responding to the needs of young people. By just adding a few lessons about transmission and prevention of HIV, or the legal marriage age as some programmes have done, traditional education does not turn into quality education. Quality education in general, but sexuality education in particular presumes attention to adequate pedagogic styles and interactive learning, rather than only top down instruction as is still very common. In many cases the NGOs themselves or the school teachers they work with, are not sufficiently comfortable with the themes or able to address them in an interactive manner - leaving space for discussions and questions- as they were never trained to teach differently. Moreover many teachers are not prepared to publicly acknowledge adolescents' own agency and their being sexually active. In some countries, government officials and/or school staff or religious institutions but also some ON partner staff themselves deny the fact – at least publicly – that girls and boys do experiment and also have sex before marriage, as that is not in line with traditional/religious views, and hence in their adults' view they see no need to provide to adolescents such detailed information about SRHR, HIV transmission and prevention methods, condom use, etc. This was observed f.i. in Bangladesh, Nigeria, Somaliland, Uganda or Palestine. In some countries even the (increasing) prevalence of HIV is denied by some NGO staff (and government officials) or its risks downplayed, using religious and cultural norms and values as protective argument, eg Bangladesh, Somaliland. There are NGOs (a/o BRAC) that provide incomplete (not mentioning sex) or incorrect (about mother to child) information about HIV transmission and its impact as infection. Some teaching materials reviewed emphasise the dangers of premarital sex, implying or actually mentioning that sex during marriage is safe.

Gender Justice is more than girls' empowerment

Though IF programmes have contributed to HIV prevention information and to a lesser extent information about sex and sexuality into many of the educational programmes, it was found that gender power differences and how these contribute particularly to girls and later women's vulnerability for HIV infection, other forms of abuse and limitations for self-development are only occasionally addressed in the IF programmes.

Gender is discussed primarily in programmes of ON partners which entered the IF triangle approach based on the girls'/women's rights agenda, already addressing VAW, rape, unwanted pregnancy and other forms of GBV.

In these girls-centred programmes, however, the role of boys and men in promoting gender justice and stopping violence hardly features. It is noteworthy that the girls, who positively benefit from these programmes, explicitly call for similar training and attention for boys (*"What use if only girls are trained about their rights?"*). While young staff mostly agreed with that need, senior management staff, groomed in the traditional women's (rights) movements, and often themselves loaded with negative baggage about men's dominant and violent behaviour, maintained that the projects should only be for girls: *"That is what the money was given for and what the donor wants!"*.

HIV prevention does not 'stand alone' and requires comprehensive sexuality education

Many IF partners - but also many ON staff members - refer to HIV/AIDS in one breath: as one issue, danger or threat. This is confusing because the rationale and practice of HIV prevention is quite distinct from dealing with stigma or ARV drug treatment of seropositive people and with morbidity and mortality issues of full blown AIDS. Prevention of HIV transmission, as first and distinct step in addressing the wider AIDS pandemic, does require a/o basic sexuality education.

The IF triangle approach provides an opportunity, and actually expects from IF partners, to see HIV prevention as one of the 'entries', to broaden the understanding of the links between the three triangle components and in that light to focus on comprehensive sexuality education, which must include addressing gender based inequality. Some partners enter the triangle from GBV campaigns requiring linking this to broader gender injustices and HIV vulnerability and prevention, which must include dealing with sex and sexuality issues and hence calls for education or awareness programmes.

Where NGO staff internally has not gone through adequate training to understand and accept the real situation in terms of HIV risks, sexual activities and practices by young people in the context of non-availability of adequate information and services, their educational IF programmes have shown to be of limited value, sometimes providing even wrong information. In such cases the programmes do not contribute to critical thinking about gender based discrimination, denial of rights, vulnerabilities and adequate protection against (sexual) abuse, HIV and other STIs or pregnancy.

In settings where condom information and demonstration is refused as 'it would only entice youngsters and lead to promiscuity', while many of these same youngsters, boys and girls, are having sex anyway and would want to have access to condoms and information, the IF programmes cannot be considered of much value. It is a missed opportunity that the briefing on the IF concepts and strategy to partners does not explicitly refer to research which has shown that adequate information and comprehensive education about sex and sexuality (including other forms of pleasure) generally delays sexual (intercourse) debut and hence the related social and health risks.

Sexual diversity

IF partners' education, training and awareness programmes rarely address issues of diversity in terms of sexuality, whereas in every society, school or community there is sexual diversity as part of the reality. Hence youngsters in their puberty, in doubt about their orientation, find no support in the information provided, while in many settings of the IF partners there are strong prejudices among adolescents (and adults) against those adolescents who are attracted to the same sex, particularly in the case of boys attracted to boys.

No youth involvement in programme design

None of the IF programmes clearly showed that the youth themselves were involved in determining what information and other support they require for their healthy, safe, enjoyable and just SRHR and hence how education and training programmes would need to be designed to respond to those needs. This is disappointing in view of the principles of comprehensive and inclusive quality education.

Young boys and girls wish to be respected for their ability to take responsibility for their own deeds, rather than be confronted with denial of their realities and needs: IF partners need to acknowledge the youth' own agency as precondition for successful implementation of IF projects and provide/arrange/ lobby for the information and services that adolescents require.

Some illustrative cases

To show the complexity and challenges of the triangle approach to comprehensive quality SRHR/sexuality/gender education some illustrative cases are included in this executive summary.

* One of ON's largest and oldest partners, BRAC in Bangladesh is a point in case in terms of denial of facts and youth/child rights.

A good number of small NGOs and even government sponsored (international) programmes in Bangladesh have been brave and open in talking and teaching about sex, sexuality and the risks of HIV infections, even though the general cultural-religious climate is not conducive for such openness. Particularly in view of the very large numbers of boys and young men working as vulnerable migrant labourers in the Middle East or Malaysia or as UN Peace Keepers in different countries in Africa, these NGOs and programmes recognise the risks of fast increasing HIV infections. Some of these NGOs successfully address the needs of young boys, prospective migrant workers and others for HIV prevention information, condom use training and SRHR education.

In that light it is surprising that the BRAC senior management handling the IF project in fact denies the serious risk of HIV spreading in Bangladesh: "*We don't see these people here, perhaps HIV exists in the Indian border areas*", which is where the IF project is implemented: new –temporary– programme areas, working through schools and youth clubs.

It is seriously disappointing that these BRAC senior (IF project) managers in the meetings with the evaluators denied the reality that many young boys as well as girls, also in Bangladesh, are sexually

active and thus structurally vulnerable to the risk of sexually transmitted infections (and pregnancies). This is a limitation as well as a missed opportunity in BRAC's IF project towards its future and sustainable impact: BRAC has branches, offices and educational and other activities in almost every corner of the country, and is - if willing and committed - in a position to contribute seriously and effectively to HIV prevention, comprehensive sex and sexuality education and simultaneously question the patriarchal norms which deny girls and women their rights and (self-) development potential. Some other (non IF) departments of the same BRAC have been more open about the actual prevalence of HIV in Bangladesh.

* In Uganda the four IF partners show a mixed picture on the issue of openness, even when working in similar areas. Some partners, and the schools they work with, are open about all aspects of sex and sexuality, including open talk about masturbation and condom demonstrations, while others (particularly working with schools of Christian origin) only mention Abstinence and Be faithful, and do not want to even mention Condoms, as sex is only for marriage. Hence, in their view, no condom demonstration is required, and mentioning (mutual) masturbation as alternative safe form of sexual pleasure, is out of question.

* GPI in Nigeria discusses all aspects and demonstrates condoms in its own programmes for girls, but is restricted in her school programmes as the government does not allow condom demonstration, or even open talk about sex in schools: it is generally denied that pre-marital sex is a common reality.

* The government of Senegal recognises the need to be open about sex among youth to avoid STIs, HIV and unwanted pregnancies: condom demonstration is part of the curriculum and sexuality knowledge is tested at exam time. The LAL programme and ENDA GRAF in Senegal can openly talk about these issues.

* Somaliland authorities do not allow condoms to be available through sale or distribution (only available on prescription for married couples for the purpose of spacing births). Whereas the staff members of CLHE in charge of the IF activities undertake daring programmes under very restrictive conditions to raise awareness about HIV prevention, FGM and gender equality, the senior male management of the NGO curtails the space required, stopped certain activities and limits the scope for greater output.

* VYC in Laos is officially bound by the general public and government/party view that there should not be pre-marital sex, and hence no need for condom demonstration or distribution. But (senior and junior) staff and youth peer trainers all agree that the reality of HIV, STIs and unwanted pregnancies requires a different approach: they do demonstrate condoms and have them available. They have also convinced many school boards and garment factory owners of the need to have such demonstrations for their pupils and young workers.

Scope for up-scaling

The field visits have shown that there is ample opportunity for up-scaling of innovative approaches of individual partners or in developing new collaboration activities, such as going beyond the

school-setting and provide youth-friendly SRHR services or information about SRHR through mobile phones. Another example is lobbying for national level curriculum development to include comprehensive sexuality education covering all SRHR topics ranging from prevention of HIV and other STIs, unwanted pregnancy, to pleasurable, safe and healthy sexual relations and prevention of GBV. A number of IF partners are in contact with state- or national level authorities with respect to additions and changes in the school curricula. However the scope for more generalised or quick success is limited: apart from the internal limitations which some NGOs already have themselves in terms of inhibitions and biases regarding sex, gender and sexuality, there are also constraints which some governments and national school boards face as a result of the power of religious or other patriarchal/conservative leaders and institutions. Therefore the curriculum lobby processes will require stamina as well as patience and need to utilise evidence of positive results of pilots undertaken by the NGOs. Such long term endeavours deserve support.

The Triangle approach: scope for a comprehensive and transformative approach

The IF triangle approach was intended to facilitate and support partners and projects which “*make a connection between education, gender and HIV and AIDS*”..., “*based on a vision, analysis and strategy on Gender Justice as essential for any Education and/or HIV and AIDS related intervention to succeed*” (TOR mid-term review).

Throughout the evaluation of the Innovation Fund and the knowledge exchange opportunities with IF partners in South Africa in 2009 and The Netherlands in 2010, it has, however, become obvious that there has been a bias in the education activities by many partners to HIV prevention with only basic sexuality education, without being sufficiently anchored in awareness and work towards gender equity. Examples are provided in the main report. Moreover, whatever references are made to gender, seem to focus exclusively on women’s or girls’ empowerment, with men (or boys) generally featuring stereotypically as non-caring, violent or otherwise problematic. The We Can public campaign does introduce men as positive change makers, but in absence of clear follow-up beyond the self-declaring as change maker limits the visibility of outcome.

The general lack of focus on boys and men in the gender equation by IF partners is a limitation and missed opportunity to understand and address how boys and men are involved and to acknowledge that they not only have their own needs (and gender prescribed roles) but also constitute an untapped potential to work towards non-violent safe, healthy and happy gender and sexuality relations.

Another lesson learned in the evaluation process and partner conferences is the inadequate attention paid in the ON triangle approach to a fourth dimension that strongly influences HIV prevention, gender justice and quality education opportunities: the power of culture. The interpretation and influence of different religions, belief systems, their institutions and leaders, in turn influencing policy makers and politicians, have remained underexposed and have thus often –unwittingly–reinforced stereotyped gender attitudes. Some of the IF partners, however, actively engage with traditional and/or religious leaders in their programmes, usually to bring them on board in support of the need to educate adolescents on sex and sexuality and occasionally with regard to GBV. Religion and culture have often been referred to by IF partners as obstacles to change. Whereas culture and religious institutions, their leaders or interpretations of religious scripts do constitute challenges, they are also used as excuse for in-action and unwillingness of NGO staff to challenge gender-based discrimination. Others actively sought and found support from religious leaders to promote responsible behaviour, end VAW or child marriage (like GCN).

In the evaluation it became clear that the assumed or hoped for comprehensive as well as transformative triangle approach has not (yet) fully taken root amongst the IF partners, as most did not (dare to) explicitly question the overarching patriarchal and ‘penetrative sex, within (heterosexual)- marriage-only’ norms, which permeate the relations between education, gender and HIV and AIDS in the domain of youth and sexuality.

Conclusions

Though still at an early stage, the triangle approach has shown to be useful as it enhanced the understanding and promotion of HIV prevention in a broader context: closer to the real world of sex, sexuality, GBV and gender power differences as they exist. The approach has been helpful as it builds up from a given state of inadequate knowledge, traditional gender norms and cultural patters, to a situation of enabling informed choices for behaviour and acceptance or changes of existing practices, the end of which is still open in the process. Depending on the prevailing circumstances,

norms, values and existing practices, the approach has been innovative in its choice of its primary audience and its openness about the issues at stake: adolescents and their (premarital) relations and sexual activities, the prevalence of HIV and its scope for prevention through introduction of new elements in educational processes. The operationalisation of the approach and implementation through context specific activities is obviously: **‘work in progress’**.

Through many of the programmes and activities, funded by the Innovation Fund, OxfamNovib has so far contributed to a greater understanding and knowledge and hence the scope to prevent HIV and other STIs among many young people. In some countries the programmes have contributed to starting changes in school curricula and government policies, better preparing boys and girls for safe sex and sexuality in adolescence and adulthood. Some programmes have shown promising results in changing attitudes, understanding and assertiveness about young people’s sexuality, rights, opportunities and scope of taking responsibilities in their own hands. The IF programme has positively contributed towards attainment of the MDGs.

The forward-looking conclusions of this evaluation therefore cover both actors’ dimensions of the IF triangle approach, which are mutually reinforcing: the ON partners and their IF activities on the one hand, and ON as the initiator, facilitator and supporter of the IF programme on the other hand.

* Where IF partners themselves were not ready to face the HIV/STI/sex realities of their own country or to challenge the cultural and religious barriers for change, the outcome and results of their programmes have been limited and at times negative in terms of providing inadequate information and actually reinforcing risky behaviour. These partners should not have been selected for the IF, unless on clear conditions and with appropriate support and guidance.

* Not adequately addressing gender inequalities as vital element in the triangle approach and inadequate understanding of, and attention for the role of boys and men in the gender power equation – the other half of gender – have been missed opportunities.

* The acknowledgement and pro-active acceptance of adolescents’ agency and rights to information and appropriate SRHR services as well as gender justice as basic principle need to be added to the conditions for future funding of quality education programmes to be successful.

* Learning processes in general and particularly with respect to sex, sexuality, and gender power issues require participatory education methods with safe spaces for dialogue and questions, rather than one-way instructions.

* Oxfam Novib staff did not get the time required, and some staff members themselves were not adequately prepared to address the triangle issues in their depth of gender power, patriarchal norms and religious/cultural barriers to contribute to quality education towards greater results in comprehensive STI/HIV prevention and the promotion of safe, healthy and happy sexuality as an indispensable ingredient of ‘human’ development. The quality of Toolboxes needs to be upgraded to be useful for adequate decision making, M&E and design of negotiation of the support that partners require.

* The use of external organisations with expertise in SRHR and in supporting the development of (new) methodologies for SRHR education has shown to be useful and should be continued.

* External support is also required to deepen the knowledge and methods to address gender inequalities as well as new interactive (ICT) teaching methods.

* Further analysis is required why KIC/KIM has not contributed what the IF partners expected in terms of the learning and exchanges. Other forms of internships and exchanges need to be considered

* As a follow-up to the Innovation Fund, it is recommended that OxfamNovib considers how it can continue to support and fund the understanding and operationalisation of the comprehensive and transformative development agenda based on the principles of the triangle approach.

1 Introduction to the Innovation Fund evaluation

1.1 Background of the evaluation

For many years OxfamNovib (ON) funded activities in the field of education, SRHR, HIV awareness and prevention as well as activities addressing women's rights and gender justice. Partners and programmes supported by OxfamNovib had usually specialised in one of these three issues. Some programmes included elements of two, but only a few organisations addressed all three of these issues. In 2007 OxfamNovib decided to stop supporting programmes exclusively focussing on education or on health in non-core countries. At the same time OxfamNovib established the Innovation Fund (IF). The objective of this fund of 26 million Euros started in 2007 is to financially support existing and new OxfamNovib partners to undertake innovative activities, projects and programmes that link education, gender and HIV & AIDS awareness and prevention in a programmatic 'triangle' approach. The rationale behind establishing the innovation fund is the interrelation between the elements of this triangle. The supposition is that gender inequality is an important cause of the feminisation of the HIV & AIDS pandemic and that quality education, both formal and informal, addressing gender (in-) justice, sex, sexuality and SRHR and activities focussing on gender justice in other ways can play an important role in bringing about positive change.

A mid-term review of the Innovation Fund was conducted in 2009. This review focused primarily on internal OxfamNovib processes, successes and challenges in managing and utilising the fund in relation to its formulated objectives. One of the challenges was the low adherence to the criteria that were established for the use of the fund: many programmes supported through the fund were mere continuations of earlier funded 'stand-alone' education programmes, without gender justice or HIV prevention getting adequate attention. As follow-up to the mid-term review recommendations internal changes were made to address some of the problems raised in the review.

The Innovation Fund project period has come to a close by the end of 2010 and hence a final evaluation was planned.

1.2 OxfamNovib policy context for the Innovation Fund

OxfamNovib has been involved in education activities for a very long time and the origins and rationale for the Innovation Fund presently under review lie in ON's principled approach and commitment to Quality Education. ON describes three principles to guide its support towards quality education:

- *To practice gender-just education;*
- *To promote active citizenship; and*
- *To make sure education is contextualised¹*

ON suggests four practical strategies to contribute to such quality education:

- *Supporting teachers to be agents of change, enabling them to become facilitators of learning;*
- *Supporting female teachers and female leadership in schools and educational systems*
- *Advocating for and developing transformative curricula which are contextualised and stimulate problem-solving, including comprehensive and empowering sexuality education;*
- *Promoting accountable and transparent education systems through community participation in the management of schools and education systems².*

¹ Quality Education: Oxfam Novib's Position, page 19, undated

Subsequently the Innovation Fund was developed from the Quality Education perspective to support new and innovative activities that would organically link education with gender and SRHR (including HIV prevention) as precondition. This was also the rationale for DGIS to financially support this programme, in line with the Dutch government's policy priority at that time to support quality education.

The Innovation Fund became part of the Oxfam Novib Business Plan 2007-2010:

*“Oxfam will develop a concept on ‘free, democratic and inclusive education’, in which bridges are built between formal and non-formal/informal education.
Free, democratic and inclusive education deals with social change in the way boys and girls relate to each other, prevention of (sexual) violence and HIV/AIDS and promoting active citizenship”³*

ON's theoretical concept for the IF further refers to its own position paper: “Gender Justice: Empowerment and inclusion”, which emphasises the need and wish to transgress the inequalities that stem from patriarchal gender ideologies that have guided and enforced human socialisation worldwide for many centuries. Gender justice therefore is defined as both an outcome as well as a process in which ‘institutions’ set up to dispense justice, but so far reinforcing and perpetuating the injustices, need to take responsibility and be held accountable for the changes required towards gender justice: the family, community, religious institutions, schools, the state, etc⁴.

Hence processes to promote comprehensive quality education as processes of liberation and empowerment for the boys and girls attending, must address and involve the teachers, parents, religious leaders and institutions as well as the state responsible for curriculum development and the NGOs facilitating these processes.

For the period 2007-2010 an amount of eight million Euros was “set aside for this AIDS/gender/education fund”. This innovation fund is available “for partner organisations, which – as much as feasible in cooperation with others and also crossing country limits – develop new methods and policies for education and for the prevention of HIV/AIDS by changing the nature of relations between women and men and by fighting (sexual) violence.”⁵

1.3 Objectives of the evaluation and key questions

The final evaluation of the Innovation Fund has two main objectives:

1. *Accountability for the funding provided from the Netherlands Ministry of Foreign Affairs (MinBuZa)*
2. *To capture the learning around the projects funded and the linking of education, gender and HIV. To measure the:*
 - a. *Effectiveness (results-objectives; realizing intended purposes, contribution to the policy and practice changes)*
 - b. *Institutional relevance in a broader context (relation to the national policy, international campaigning, multipliers effect etc.)(ToR)⁶*

For practical usage of the evaluation for OxfamNovib programme development the ToR calls for:

- *Suggestions and learning from programmes funded documented in order to increase the effectiveness of projects linking education, gender and HIV prevention, and thus the quality of Programmes 2 and 5.*

² Ibid, page 7

³ Translated from: Oxfam Novib Bedrijfsplan, 2007-2010, p.21

⁴ Paraphrased from: “Gender Justice: Empowerment and Inclusion. Aim 5 The right to an Identity: Gender and Diversity” ON 2007.

⁵ Translated from Oxfam Novib Bedrijfsplan 2007-2010, p.32; p.15

⁶ From ToR Evaluation of the Innovation Fund, 2007-2010. The full text of the ToR is provided as Appendix I

- Documented stories and case studies to be used in communication materials
- Help develop guiding principles for future funded projects around the triangle of the Fund (ToR).

According to the ToR, the following central, programme and organisation related questions need to be addressed in the evaluation:

Central Question

To what extent is the programmatic triangle approach of linking Education, Gender justice and HIV prevention a useful and helpful approach to HIV prevention, women's empowerment and gender justice promotion?

Programme related

- *Out of the outcomes documented in this evaluation, what evidence can be shown of incorporating the triangle approach linking Education, Gender justice and HIV prevention?*
- *What are the new and innovative elements that were introduced under the Innovation Fund support?*
- *How do intended and unintended changes relate to the plans agreed in the different Toolboxes?*
- *How do innovative elements relate to plans agreed in Toolboxes?*
- *What difficulties and obstacles have been faced in linking Education, Gender justice and HIV prevention and how have these been addressed?*
- *Have all the components of the Innovation Fund: education, gender and HIV prevention been addressed adequately in the projects?*
- *What are some of the stories and comments about the projects from the beneficiaries?*
- *What will be some of the longer term effects on the effectiveness of the organisations and programmes after the innovation projects developed and implemented? (sustainability)*

Organisation related

- *Assess the knowledge and skills level of the partner organisations – both content and management – to address and practically link the three dimensions of the triangle approach.*
- *Assess the Monitoring and Evaluation systems used to monitor and measure changes in understanding, attitudes and behaviour/practices (including baseline data collection, indicator development, peer group assessment tools)*
- *What were and what are the future learning needs of the organizations in regards to effectively working on the triangle of education, gender and HIV?*

1.4 Evaluation period and team composition

The evaluation was conducted in stages between September 2010 and May 2011, based on availability of the evaluation team members, the OxfamNovib Programme Officers (PO) for briefings, relevant documentation from OxfamNovib (ON) files as well as the suitability of dates for the visits to selected partners.

Team leader: Jan Reynders (The Netherlands), visits to partners in all selected countries
Co-evaluators: Snigdha Sen (India), visits to partners in Bangladesh
Maissata Ndiaye Niassé (Senegal), visits to partners in Mali, Senegal, Nigeria
Hope Chigudu (Uganda/Zimbabwe), visits to partners in South Africa, Zimbabwe, Uganda, Somaliland.

The selection of the team members was based on the individual consultants' socio-cultural-religious-political knowledge of their specific region and the countries to be visited, their knowledge of formal and informal (quality) education systems, gender justice, HIV and AIDS and SRHR in general, their thorough experience with NGOs operating at community and higher (lobby) levels, their ease and skills to discuss the triangle issues comfortably and in a non-threatening way (gender, power, sex, sexuality, HIV, attitudes, behaviour, knowledge) as well as their evaluation- and analytical skills and knowledge of new learning and/or social media tools. The team visiting West Africa was English and French speaking. Because of budget limitations Lao PDR and Palestine partners were only visited by the team leader.

1.5 Methodology and process

1.5.1 Partners and projects funded under the Innovation Fund

At the time of the evaluation 80 different projects and regional programmes were funded by the IF: 69 single NGO projects, 9 regional programmes and 2 programmes operating worldwide. These programmes are located in 32 different countries in Africa, Asia, South America and the MENA region⁷.

Table 1: IF geographical coverage/number of partners

Africa	S/SE Asia	South America	ECM
Eritrea	Bangladesh (2)	Brazil	Tajikistan (2)
Sudan (3)	India (6)	Regional programme 2	Ukraine
Somalia	Pakistan		Palestine
Tanzania	Vietnam (2)		Egypt
Uganda (5)	Laos (4)		Caucasus region
Congo	Burma (2)		Regional programme
Rwanda	China (2)		
Mali	Indonesia (2)		
Senegal (3)	Regional programme 2		
Nigeria (2)			
Niger			Global
Burkina (2)			BOR-World (2)
Malawi (3)			
South Africa (8)			
Zimbabwe (3)			
Guinea-Bissau			
Mozambique			
Angola			
Regional programme (4)			

(Figure) = number of IF partners

1.5.2 Sources of data and criteria for selection of IF partners to be visited

Given the world-wide spread of the 80 different activities and projects funded under the Innovation Fund (IF), the limited fund available for the overall evaluation of such vastly differing realities and the elaborate research questions to be covered, a two pronged approach of data collection was decided:

1. Secondary data analysis, based on available project documents: project applications, ON 'toolboxes', progress reports, evaluation reports and ON Programme Officers' visit reports;
2. Primary data collection and document data verification through field visits to a representative selection of the programmes and activities wholly or partially funded through the Innovation Fund.

⁷ A list of all the partners and projects supported under the IF is provided as Annex 3 to the ToR of the evaluation and can be found in Appendix 1.

Ad 1. Collection and analysis of secondary data

In the original work plan for the IF evaluation a document review was foreseen to extract basic pre- and post-activity data from all the available project documents and to enter these into matrices for comparison and analysis. The indicators for the matrices were provided by the key questions of the ToR. It was foreseen that actual matrix and scoring ranges would mature after the first country visits (to Bangladesh and Laos) and data analysis, when it would become clear to what extent questions raised in the ToR (covering the pre-project realities, actual plans, capacity of partners and outcomes), could indeed be addressed and answered in a realistic way, based on Toolboxes, progress reports and available evaluations.

Existing project files

For the analysis of available documents all Programme Officers (POs) of ON, with projects (part-)funded by the IF were asked to send all relevant files and documents to the ON contact person for this evaluation, the Education Policy Advisor, R&D Bureau. Based on these data a matrix was to be developed for collection and categorisation of data, which in turn would allow analysis and comparison of the baseline situation as well as the output and outcome, for all IF funded programmes and for sample case studies of the selected countries/partners in particular.

After initial project document review, it became clear that the information - factual data, analysis and planned strategies, etc. - as available through the funding applications, Toolboxes, as well as the available progress reports received through the POs showed great variations in quality and relevant coverage of content. These data rarely provided the information required for an appropriate base line or an adequate progress monitoring on gender, education and SRHR or HIV prevention subject matters (and possibly their linkages), or information about policies and available skills and capacities of the partner, M&E/progress indicators used, etc.

As a consequence entering of data of the IF partners' pre- and post-project positions, roles, skills and contributions, etc. into matrices for comparison proved to be of very limited added value. This very time consuming exercise was henceforth stopped.

For eight projects/partners, that were not visited, external evaluations were available, covering or including the IF activities. These provided, though sometimes very limited, programme, process and partner capacity information usable for the overall analysis of the IF, in line with the questions of the ToR.

The purpose of developing and working with an evaluation matrix with comparable scores of IF partners was thus defeated. This significantly reduced, also for the partners visited, the scope to use secondary file-based-data as basis for analysis in this evaluation. Subsequently therefore, no tables have been developed and presented in this report comparing statistical data of/about the partners, their activities or the (size of) groups and communities they work with. The required data were not available, not adequate or covering such great differences in variables that comparison would not lead to reliable and useful statistical data. It made the collection of primary data through field visits all the more important.

External project evaluation questions

To further capture progress, output and outcome of the IF-funded projects for the purpose of this evaluation, a list of questions specific to the Innovation Fund activities and the required organisational capacities of partners was developed in English and translated in French and Portuguese. These questions were to be added to the standard ToR questions of ON, when planning and undertaking external evaluations of partners and projects (part-)funded by the IF. The R&D Bureau of ON sent this list of questions to all relevant POs of OxfamNovib, along with a letter explaining the purpose of the IF overall evaluation. Because most external evaluations of ON partners are organised and managed by the NGO partners themselves, the POs, as first line contacts, were asked to forward this information and the questions to the partners that were scheduled to undertake such evaluations.

Process issues and obstacles are integral part of the evaluation

This initial preparatory phase as well as the process as planned, the obstacles met in the phase of collecting secondary data, particularly the absence of relevant information in ON project files,

are an integral part of the overall evaluation. These issues provide insight in ON's own parameters, capacity in indicator development and practice of not prioritising collection of relevant (pre-project) basic data in relation to the innovative and integrated approach to the three themes of the triangle, whether related to content or partners skills. This information is therefore given ample space in different parts of this report as it has influenced the quality of output and outcome of the IF at large and indicates what challenges need to be addressed for future development and further integration of the triangle approach in ON at large.

Ad 2. Collection and analysis of primary data: selection of partners and projects to be visited
The operationalisation of the ToR into a work plan and the development of selection criteria and justification for the final choice of countries/partners to be visited were done in close collaboration with ON staff.

The selection of partners and projects to be visited from the total of 80 different activities in 32 countries and programmes with regional and world-wide coverage was based on a number of selection criteria as well as practicalities of travel and travel expenses, accessibility and availability of partners. Because this evaluation is geared towards assessing the policy relevance and outcome of the triangle approach, with a forward looking focus, rather than an academic social science exercise per se, the selection of partners was done purposively, based on criteria that combine relevant coverage and representation of the projects funded for accountability purposes, ON future funding interests and programme plans, feedback and learning needs as well as practicalities on the ground.

The 80 IF-funded projects are at different stages of implementation and hence the actual selection process included and relied much upon POs' information and views on the scope for assessing outcome and learning from the field as well as the expected future involvement of ON in the different countries.

Some partners receive ON funding exclusively from the IF; for other partners the IF funding is part of a larger ON funding package. A number of ON partners are scheduled to undertake external evaluations also covering the IF activities. Other partners are either not obliged to organise an external evaluation because of the small amount of funding received (in ON terminology below PAC level) or did not plan an external evaluation during this IF evaluation period. Partners which were scheduled to undergo an external evaluation during the IF evaluation period, or, which had recently completed an evaluation of which reports were available, were not given priority in the selection process.

At the request of the Steering Committee⁸ 'third parties' and Netherlands Embassy (RNE) visits were to be included, wherever possible, in the countries visited for the purpose of context analysis and crosschecking of information.

The evaluation team members used their existing contacts with NGOs – but not funded by the IF - working on similar issues, for such third party checks. Given the limited time available for each country visit obviously additional contacts with third parties was limited. The consultants also used their own in-country experience and knowledge to balance and check the partner information. RNE visits were only planned if the ON Project Officer in charge, or the IF partner concerned, maintained regular contact with a particular person at the Netherlands Embassy, or if the RNE supports government' or civil society programmes in similar fields, and then only if time and travel distances would allow such visits.

Criteria and selection

In close collaboration with ON staff (R&D, POs and feedback from the Steering Committee members) criteria were developed and a selection was made of the regions and countries to be visited for primary data collection by way of visits to ON partners.

⁸ ON established a Steering Committee for the supervision of the IF evaluation.

Table 2: Criteria for the selection of countries of countries to be visited

Based on the above criteria and subsequent practicalities on the ground the following countries and IF partners were originally selected and/or ultimately visited:

Table 3: IF partner(s) visited

Region	Country	IF partner(s) visited
South Asia	Bangladesh	BRAC BNPS
South East Asia	Lao PDR	PADECT VYC GDG
West Africa	Mali	AADeC
	Senegal	OneWorld/LaL Senegal ENDA GRAF
	Nigeria	GPI (2 projects) (incl. OneWorld/LAL Nigeria)
Horn of Africa	Somaliland	CLHE
East Africa	Uganda	LABE (2 projects) FAWE HAG CEFORD WPF support results
MENA region	Palestine (OPT)	Juzoor
Southern Africa	South Africa	(in 2009) NISAA; (in 2010) TVEP
	Zimbabwe	(in 2009) GCN

The rationale for the selection/non-selection of countries/partners is explained in Appendix 3. Apart from visits by the evaluation team to IF partners for the collection of primary data, the evaluation team also used the reports of external evaluation of IF partners.

The following external evaluation reports were made available by ON:

Table 4: IF partners not visited, but external evaluations made available and used⁹

Region	Country	IF partner(s) externally evaluated
South Asia	India	BODH, Janpahal programme MAINPHASE, covering CYSD, Lokmitra, Pratham
South East Asia	(Regional)	DEPDC
Horn of Africa	Eritrea	NUEYS
East Africa	Ruanda	ACORD
BOR/World	(19 countries)	Dance4Life
Southern Africa	South Africa	CRISP Positive Muslims

Change in coverage during the process

Apart from smaller changes in country and partner selection based on POs' advice – e.g. Somaliland rather than Sudan and Nigeria rather than Niger – the visit to one country and partner had to be cancelled altogether: Tajikistan in Central Asia. Though the Central Asia region constitutes an exception in terms of IF spending -low- and numbers of partners -only one-, inclusion of Tajikistan was decided on account of ON's plans to expand its programme in Central Asia¹⁰. Central Asia, being part of the former soviet Union, is an area with a very different history compared to most other ON regions: nascent civil society development with lots of hiccups in NGOs finding/carving out their space; HIV is often denied; women's rights and access to her productive assets/gender justice is hardly discussed; sexual and other diversity issues are problematic; education is highly state controlled and generally not open/empowering; dictatorial as well as weak state structures. Central Asian civil society groups often feel left out, isolated and hungry for other experiences which can show possibilities for change. Based on the above considerations a visit to the IF partner in Tajikistan was included in the work plan and approved by the Steering Committee.

At the time of concretely planning the Tajikistan trip, ON had decided to terminate the programme in Central Asia with immediate effect. The IF evaluator reconsidered visiting the Tajikistan IF partner, even though ON staff insisted on going as planned. The most important reason for the visit, learning from the experiences in this special setting for the benefit of ON's future expansion plans in Central Asia, and vice versa the partner hearing about IF experiences elsewhere, no longer existed. There would only be a one-sided 'benefit' of this learning exercise for ON -and not likely to be further used- and little or nothing for the partner, hence not a positive climate for sharing. The high cost of a visit to this partner would also not be justifiable any longer. Based on these arguments the visit to Tajikistan was cancelled.

A visit to Senegal was added. Though not earlier planned, the opportunity arose because of economic travel arrangement. This extra one day visit allowed to learn about the interactive French version of the SRHR education software Learning About Living (LAL), which is further developed and more interactive than the earlier English version, used a/o in Nigeria. It also gave a chance to visit an SMS 'helpdesk' on SRHR for adolescents run by another IF partner.

1.5.3 IF Partner visits: participatory evaluation approach

Primary level data collection through partner visits in the different countries was undertaken between January and April in different team compositions. Details of the visit periods, the partners visited and indications of numbers of stakeholders met can be found in Appendix 2.

⁹ Nineteen more external evaluations were scheduled to (have) take(n) place, but were either delayed, postponed or their reports did not become available/were not shared within the period of this evaluation process.

¹⁰ The expansion includes the 'adoption' of some programmes in Central Asia, earlier funded by Hivos, when the latter terminated its funding to this region as part of the MFS2 reorganising and rearranging partnerships between MFS2 grantees in the Netherlands.

These brief interactive visits were conducted in the sphere of learning partnerships¹¹. For the ON Innovation Fund evaluation the visits yielded materials and evidence how the triangle approach works in the different realities on the ground and contributes to desired changes; for the ON partners the visits provided an opportunity to share and bounce ideas about the triangle approach, the difficulties faced and the activity outcomes, while it also contributed to their learning about experiences of IF partners elsewhere with SRHR education, etc. under different or comparable circumstances.

The evaluation team used a variety of methods to interact with the IF partners and the groups they work with. This included participatory reflection sessions; focus group discussions and interviews with individuals; direct observation of training, teaching, campaigning, service and group counselling undertaken and the review of documents, reports and training materials.

Given the vast differences of contexts, NGO skills, programme histories, etc. the evaluation team did not opt to use a fixed questionnaire but used the research questions of the ToR, worked out in the work plan as guidelines for their interviews and focus group discussions. The key technique used in the meetings, interviews and focus group sessions were the Open enquiry/Associative self reflection.

Each visit to partner organisations was preceded by a briefing session for the team leader by the Programme Officer of ON, an announcement of the visit by the PO to the partner organisation(s) and collection and review of documents about the partners' activities planned, assessed in the Toolbox and undertaken.

Visits as learning process

Each visit started with a *meeting with staff members of the partner* to explain the main purpose of the review visit: learning from their experiences, successes, constraints, in-house skills and challenges for the overall evaluation of the IF, rather than evaluating the partner and the work undertaken as such, against their planned and expected outputs and outcome.

As a next step time was spent to *understanding the problem issues at stake* with regard to quality education, with a focus on SRHR education, HIV and AIDS prevalence and related behaviour issues, gender injustices/violence in the given context and the strategies, activities and effectiveness of the approaches on the basis of which the organisation planned and actually felt it was contributing to changes in attitudes, behaviour, policies and practices.

We *jointly* searched for the plausibility of the activities making such contributions and the criteria in use to monitor changes. Staff members of the IF partners were generally aware that there are many actors in promoting or blocking positive changes and that attempting to prove causality between activities undertaken by them and short term changes would be futile.

The focus in these sessions was on positive learning: what elements had led to positive outcomes and changes and why, as contribution to strengthening the programmes and organisations and feeding into the overall IF evaluation.

In this session we also *discussed the benefits and challenges of the triangle approach* in the specific socio-economic, religious and political context of the IF partner as well as any *recommendations the partner had for ON*, the IF approach and how the benefits could be sustained or strengthened.

Subsequently teaching, training, service and other activities were observed. General meetings, focus group discussions and individual interviews were held with all relevant stakeholders. Some meetings were small, others included tens (e.g. in clubs, peer-trainees, parents, teachers, community groups) and even hundreds of participants (e.g. in schools and larger club-based organisations).

¹¹ See principles of developmental evaluation in Patton 2009 and The J.W. McConnell Foundation on Developmental Evaluation (www.mcconnellfoundation.ca)

The main stakeholders met:

- primary and secondary school pupils, kids and adolescent boys and girls (separate or together);
- youth club members; girls club members;
- school headmasters, teachers;
- educators, trainers and facilitators;
- training participants;
- adolescent peer-group trainees; peer-trainers;
- trauma-centre and help-desk staff;
- parents (groups and individuals);
- community groups (mixed or women only);
- community health workers;
- youth-friendly clinic' medical- and counselling staff;
- education ministries' officials;
- local leaders; religious leaders
- media staff (community/public radio/TV);

Each of these interviews and focus group discussions would touch upon the different aspects of the triangle approach: quality education, teaching, learning and training methods; knowledge and awareness around SRHR, HIV and its prevention, discrimination of PLWHA, gender power issues, coercion, rape, GBV, sexual orientation issues, gender norms for women and men, patriarchal power traditions and the cultural, religious and traditional practices that advance or prevent gender justice and women's rights.

Particularly with adolescent boys and girls (and when possible separately with teachers and NGO staff) puberty issues (physical/mental changes), sexual practices, 'dating', knowledge, information needs and access to information about sex, sexuality and HIV and the access to and use of (male and female) condoms, HIV testing and other services were discussed.

At the end of each visit a *feed-back and reflection session* was held with the IF partner to share the observations and learning by the evaluator(s), check the validity and adequate interpretation of their findings and share experiences of the evaluators from visits to other IF partners and elsewhere, as related to and relevant for the 'triangle' issues.

This IF evaluation covers issues which are sensitive in many cultural, religious and sometimes political and NGO hierarchies; therefore, some youth, teachers and others, but particularly (junior) staff of the NGOs shared their views about (sexual) practices, coverage of issues in classes or training or NGO internal differences in views on gender and SRHR only in confidence with the evaluation team members. Some explicitly requested not to be named in direct reference to their expressed views. The evaluation team upholds the promise of confidentiality and henceforth no list of individual people interviewed (other than ON staff) is provided; only NGO names and categories of stakeholders met are provided¹².

NOTE: the IF partner/country case analyses prepared as part of the IF overall evaluation after the partner visits have only served to collect a representative sample of evidence about the IF output and outcome, feeding into the overall IF evaluation. These visits were not intended to serve as evaluations of the IF partner as such and to be fed back to ON staff or management¹³. This was not the purpose of these visits, the visits were not organised and structured to that end, nor was time available to undertake such full evaluative processes. The partner/country case analyses are available on request with OxfamNovib.

¹² IF partners, stakeholders and ON staff met and interviewed are listed in Appendix 2. At ON's insistence the list also shows categories and rough indications of numbers of stakeholders met or present at meetings and gatherings. The evaluators note however, that the numbers as such do not in any way indicate the significance, weight or value of the comments, questions or remarks made by different stakeholders.

¹³ Requests from some POs and R&D staff for evaluative details about partners visited are out of place. It is not the task of the evaluators but of the POs and other relevant staff to have, obtain and maintain detailed project and partner information through direct contacts with their IF partners.

1.6 Scope and limitations of the evaluation

1.6.1 Coverage of the IF partners: a relevant sample

With visits to 10 different countries¹⁴ out of the 32, where ON supports partners through the IF, this evaluation has covered almost one third of the countries directly.

For an additional eight ON projects/partners, (part-)funded by the IF in other countries, not visited by the evaluation team, external evaluation reports were available, providing analysis of work done, its added value in the given context and the strengths and weaknesses of these programmes and organisations.¹⁵ Inputs from these evaluations have been used in the overall analysis, similar to inputs from visited IF partners. These inputs are not treated separately.

Out of the total of 80 projects funded through the IF, including global campaigns and service providers' projects, 20 projects were visited and reviewed in the field by members of the IF evaluation team and another eight by other evaluators, in total 28 projects: hence 35% of all projects funded¹⁶.

The 80 projects are implemented by 77 different partners: 65 NGOs, five Oxfam Offices¹⁷, four campaign groups¹⁸ and three service providers¹⁹.

Given the spread of the programmes/partners directly visited and/or externally evaluated across the countries where ON has financed projects through the IF, it is justifiable to say that a relevant and sufficiently representative sample has been surveyed for the purpose of this evaluation. Conclusions from the assessment of the sample may be generalised to cover other projects funded by the IF as well, within the limitation of comparing innovative approaches under greatly differing circumstances relative to what is considered to be 'standard'.

1.6.2 Inputs and feedback by IF partners

It was quickly understood by the IF partners that the assessments and learning visits by members of the evaluation team were undertaken for the purpose of the overall assessment of the Innovation Fund, rather than as evaluations of the projects implemented or the organisations as such. Therefore there was no fear or otherwise holding back: partners openly shared not only successes but also constraints and challenges, whether related to analysis of problems, capacity of the organisations or weaknesses in cooperation, including critique on ON.

The fact that the evaluation team members themselves have extensive experience in this 'triangle' field and could understand and appreciate the problems and obstacles well, created a safe-space, in which staff of the partners often bounced their ideas, doubts and questions with the evaluation team. This innovative, constructive and critical interaction was useful for the evaluation but also appreciated in its own right by the partners.

When discussing education, SRHR, HIV prevention and gender power issues there is a need to be open about adolescents' sex, sexual practices, sexuality and sexual orientation, sexuality education and practices of gender power abuse. Openly discussing these issues with 'outsiders' is a delicate and sensitive matter in many cultural settings. Because the members of the evaluation team themselves raised the issues confidently, referring to their own youth, their own experiences, the upbringing of their children, particularly the secondary school students, boys and girls, in separate groups, but occasionally also together, openly and confidently shared their

¹⁴ Three IF partners in Zimbabwe and South Africa were visited/evaluated by members of the IF evaluation team, prior to the start of the IF evaluation.

¹⁵ The coverage of IF issues (content and NGO capacities) and quality of analysis provided in these external evaluations varied considerably and hence also their usefulness as inputs for the overall IF evaluation.

¹⁶ No calculations have been made of the percentage of the total IF funds spent by this sample of partners: the differences in purchasing capacity between countries, the use of IF funds for non-IF activities as well as the integration of IF funds with overall partner financial reporting did not provide usable data for such calculations.

¹⁷ Oxfam Australia, Oxfam Canada, Oxfam GB, Oxfam India and OxfamNovib.

¹⁸ We Can (2x), World Aids Campaign, Dance4Life and World AIDS

¹⁹ Service providers: WPF and YI (of RNG) provided training, tools and guidance to ON partners; One World UK and Butterfly Works, developed interactive e-learning tools and SMS/mobile phone-based peer-group help desks.

issues as well as questions, be it mostly when their teachers were not present, fearing repercussions or information getting back to their parents. A good number of the staff members of the NGOs felt confident as well in such discussions. It was noticeable, however, in the larger, more hierarchically structured NGOs (like BRAC), that junior staff would not always feel confident to share their practical knowledge from the field, if seniors openly portrayed a different - in the context 'politically correct' picture: generally the denial of adolescents' sexuality and pre-marital sexual activities, whichever the religious/cultural setting.

The feedback sessions at the end of each visit responded to a need of the NGO staff to freely discuss how problems and weaknesses can be addressed, but equally how successes need to be more openly celebrated and publicised. The experiences' sharing by the evaluation team members on the same issues (interactive and empowering quality education, SRHR issues, HIV prevention, gender power/abuse, sex and sexuality, condom use) under very different religious and cultural circumstances in other countries and continents were much welcomed as inputs for learning. The feedback sessions always continued beyond their scheduled timing, in response to the need for such sharing and learning.

1.6.3 Limitations and constraints in organising the evaluation

Scheduling visits, collecting documents

At the time of the start-up of this evaluation, following the original plans and time-line for the evaluation, many POs of ON were fully occupied with the MFS2 process and hence not available for contact. Meeting POs had to be postponed. Collecting relevant documents and information about planned and already implemented external evaluations or progress reports became a lengthy and difficult process; most project files were limited to only the ON toolboxes' set of documents.

As a result of all this, the start of the actual evaluation process of data analysis and field visits was delayed by over two months.

The order of visits to different regions in Africa/MENA had to be changed from the approved work plan on account of the changed schedule to visit partners in Lao PDR at the instruction of the PO.

ON communication with partners

In the process of preparing the field visits it became apparent that some POs had not read (though certainly received) the circular with explanations about the IF evaluation and hence were unaware about the IF evaluation, its ToR and further details. The letters and 'additional questions' for the project evaluation' ToRs had also not been forwarded to the partners concerned and hence the desired information in response to the 'additional questions' had not been collected. This is a missed opportunity to increase the relevance of the planned external evaluations of these projects for the purpose of the overall IF evaluation.

1.6.4 Quality and limits of data and analysis

Availability, quality and reliability of (secondary) data:

Prior to the visits, project documents were studied to obtain baseline (pre-project), progress and outcome information. The analysis of the documents but also the subsequent field visits showed that in general not much attention has been given to develop project base lines and hence progress reporting based on such baseline indicators is very limited. Data about prevailing attitudes and information with respect to gender justice, sexuality issues, capacities and knowledge (and commitment) of the NGO partners themselves in these fields were not available in project documents ('Toolboxes') either.

Field experience with some of the IF partners also showed that having listed and undertaken activities in all three triangle elements in project documents, is no assurance or guarantee of an understanding, or active promotion of the inter-linkages and mutual reinforcement of the triangle constituting elements: information about such integration was not available from the data provided.

In many hierarchically structured societies, education is not seen or undertaken as stimulating, empowering learning- and development processes, leading to understanding and independent thinking, but as rote-learning: drilling and repeating of facts and figures, without questioning, hence far removed from the notions of quality education as described in ON's education policy document. In the case of sex/sexuality/SRHR education this traditional teaching approach therefore generally does not question gender injustices or stimulate active questioning or promote assertiveness in (condom) negotiation, etc.

Without further qualifications of the information provided in project documents on activities in the field of education, the information cannot be used as reliable information or indicative for contributing to the actual understanding, promotion and implementation of quality education.

The project documents about the partners/projects that were visited in the field provided not only very limited data for adequate analysis of the pre-and post project realities, but the information collected through the actual field visits often showed rather different realities on the ground. Examples: education programmes observed in Bangladesh (BRAC), Somaliland (CLHE), Uganda (HAG/FAWE both partially) and training observed in South Africa (NISAA) did not question but rather confirm traditional gender roles, nor did SRHR get covered adequately. Sometimes the project documents/toolboxes described desired realities rather than facts, but fitting the ON written policy expectations. Progress reports often lacked critical (self) analysis in relation to agreed programmes and plans and appeared to be written mainly for public relation/donor satisfaction purposes.

Occasionally the reality on the ground was much more positive and had exceeded the 'planned output', either because of greater success or as unintended positive side effects. These remain undocumented and unreported and hence do not feature in available data that would help progress monitoring and learning processes internally nor do they feed into ON's need to capture such learnings and make them available for positive PR and fundraising.

Ref. Chapter 2 for further details.

Innovation: universal or context specific?

This evaluation covers 80 programmes, implemented under greatly differing circumstances: what is common parlour and practice in one place is almost revolutionary speak in another. Hence the notion of 'innovation' is relative to the context: e.g. the way of speaking about HIV in Somaliland schools is already pushing the edges of the prevailing norms, whereas the same information given to a similar age-group kids in some schools in Western Uganda, South Africa or young garment factory working girls in Lao PDR would be considered laughing stock. Rather than trying to rate apples and pears for their common sweetness level, and making matrixes of data and general statements about the contributions of the IF in facts or numbers, the realities in the field indicated what type of changes can be measured and rated as positive changes to which the IF has contributed. Attitude changes require time and outcomes in this field go beyond the life span of the projects and IF period. The same holds true for the outcome of policy changes.

Innovative activities: stand-alone, integrated in IF triangle approach or unaware of IF

Many of the IF partners were funded by ON before, often in the separated fields of education, women's rights or HIV and AIDS related activities and they undertake a variety of other activities. Some activities directly focus on one of the triangle issues, other activities are in related or sometimes very different fields. Some partners receive funding exclusively from the IF; others have their budget covered partially by the IF and partially by other ON (core) funding and/or by other funding agencies. Some partners maintain overall organisation' level budgets and accounts and pull all funds under general headings (programme, organisation, management, M&E). Others operate along individual project and/or funder's (budget) lines.

Some partners were not consciously aware that part of their funding came from the IF and hence had specific conditions. They did not plan and report accordingly, hence did not maintain data in that light.

In the process of reviewing the work undertaken and the capacities of the partners visited, the evaluation team focussed primarily on the triangle related activities and the capacities of the organisation to implement these activities. The team did not distinguish the fund headings or sources (IF, ON general/core funding, other support²⁰) unless this was clearly indicated in answer to our questions or contract information, what activities were funded from the IF.

Some of the activities assessed and reported on in this evaluation report may therefore be part-funded from other sources, because the data provided in plans and reports did not specify such distinctions.

1.6.5 In sum

Notwithstanding the limitations and constraints described above, the evaluators are confident that the data collected and assessed in the process of the evaluation provide a true and fair picture of the activities and outcome of the innovation fund to date and the contributions that were and continue to be made to HIV prevention and gender justice through the activities funded by the IF.

The evaluation report synthesises the findings and analyses not only of the positive contributions made by the IF, but also of the weaknesses, both with respect to the quality of activities, skills and strengths of the partners as well as with respect to ON itself, in terms of adequate clarity, understanding, acceptance, commitment, guidance and time availability for partners, support, etc. Many of the concerns and critical issues raised in this report have been expressed by staff of the partner organisations or by ON staff members in various meetings and documents and as such were somehow already known.

A number of the critical issues had already been raised during the mid-term internal review of the IF in 2009. Some of these issues have been positively addressed over time while others have remained and constitute missed opportunities. Details are provided in Appendix 5. The evaluators are hopeful that this report will support the learning and change process in meeting the challenges of SRHR education, HIV prevention and gender injustices through quality educational activities.

1.7 Organisation of the evaluation report

Chapter 1 describes the methodology and process of the evaluation; Chapter 2 provides the findings, analysis and assessment of the activities undertaken through the Innovation Fund. Chapter 3 elaborates on the capacities and skills of the partners to handle the 'triangle approach'. Chapter 4 briefly looks at the role of OxfamNovib as initiator and fund provider and how recommendations of the internal evaluation of the IF of 2009 have been handled. In chapter 5 we present the conclusions and in chapter 6 we raise further challenges and provide recommendations for the future.

²⁰ Making such a distinction would have constituted a great volume of additional work, without a known added value to the assessment of the work undertaken. Spending time on finding the distinction was not considered a justifiable use of the available limited time.

2 Programmes, projects and activities undertaken with IF support

A wide variety of projects and activities is undertaken with financial support from the Innovation Fund. The nature of the activities is mostly determined by the origins of the NGOs concerned and hence their entry points into the triangle approach. Some NGOs remained focussed only on their original approach, while others actively engaged in other elements of the triangle approach and either add activities or subjects in their (training/education) programmes or link up with other organisations for that purpose.

This chapter provides a description and assessment of the main activities.

2.1 Overview of entry points, audiences, methods and content

2.1.1 Formal education programmes

Most of the organisations financially supported by the IF entered the triangle from the angle of education, focussing primarily on school-going children and adolescents, adding basic or more elaborate reproductive health and hygiene and STI/HIV information.

Education activities include:

- Formal primary school education through a/o biology and science classes
- Formal secondary school education often through biology and life science classes
- Peer-leader training programmes to address subsequent information needs among fellow students;
- Development of educational materials;
- Students' public display of their views, statements, questions about HIV, SRHR, dating, HIV or AIDS related discrimination, etc. on wall postings, etc.
- Interactive computer-based individual SRHR training in school ICT rooms

IF partner NGOs provide or arrange the training for the teachers. Teaching aids, flash cards, posters, sometimes booklets, videos, interactive computer software programmes are specially developed (or arranged) by the NGOs, but the existing government curriculum materials may also be used, depending on its coverage of the relevant issues. Actual teaching is generally done by the school teachers themselves usually in the same didactic style as their regular teaching. Teachers or staff of the NGO implementing the IF programme sometimes also organise meetings for the parents, to explain the reasons for teaching these subjects and to obtain their support.

In Uganda where IF partners work with formal schools, the activities include discussions and support for activities that will prevent girl-student dropouts:

- promotion/support for adequate/separate boy-girls toilet facilities, changing rooms and provisions for girls during menstruation;
- classroom discussions on physical changes during puberty for boys and girls;
- discussions with parents (a/o about menstruation period hygiene)

2.1.2 Non-formal in-school education and awareness programmes

In some programmes NGO staff provides SRHR, HIV and sexual abuse prevention-awareness training during special hours in the schools. Teaching aids are arranged by the NGO, staff is from the NGO or externally hired. These teaching sessions are usually less formal than the classroom sessions by the school teachers. In some schools students of different classes meet together for such sessions (as members of a club or as peer trainers), in others it is the regular class with an NGO facilitator.

GCN in Zimbabwe introduced educational activities to prevent (future) sexual and other harassment already through their pre-primary school programme, for toddlers, both boys and girls.

A six month pilot university level awareness campaign about sexual harassment, date-rape, consent, etc. was conducted by an NGO in South Africa, Nisaa, with professional support by Adlib, a publishing/advertising agency.

The Dance4Life edutainment (dance/discussion) programme in 19 countries addresses secondary school going students, boys and girls, on various SRHR issues(as permitted locally), with special focus on HIV prevention.

2.1.3 Non-formal out-of-school education and empowerment programmes

Various forms of out-of-school or after-school clubs are organised, with programmes covering a wide range of activities: games, songs, assertiveness exercises, experience logbook-keeping, SRH awareness training (and sometimes condom demonstration), edutainment, community volunteering, income generating activities.

Most of these clubs are exclusively focussing on girls. Entry point in the triangle is often the weak/low/disrespected position of girls (and women) in the local gender power practices and hence a focus on prevention of GBV, rape, child marriage.

- Weekly programmes are organised at the primary and secondary school grounds during school days, after classes;
- Weekly programmes can also be organised at the NGO training premises for girls from different schools for a longer period of time, sometimes over two years;
- Informal clubs at community level for school-going and out-of-school adolescents (boys and girls);
- Informal short (one or more days) awareness sessions for school aged youth;
- Mobile-phone based (SMS), SRHR question-responsive information services staffed by peers, backed by experts;
- Biweekly SRH/STI-HIV awareness programmes at secondary school dormitories with separate sessions for boys and girls, followed by peer leaders training;
- SRH awareness through Madrassas;

SRH(R), STI-HIV, gender assertiveness education and awareness training sessions are also organised by NGOs for special groups:

- Adolescent boys and girls living in large numbers in dormitories at export oriented garment factories, followed by peer leaders training; e.g. VYC in Lao PDR.
- GBV/HIV information sessions at community level for the general public or mothers clubs, in view of their parenting roles, but also as awareness for the adults themselves; e.g. Juzoor in Palestine, TVEP in South Africa, BRAC in Bangladesh.
- Substance (alcohol and drugs) abuse dangers/ links to HIV vulnerability awareness
- Basic and advanced counselling training on GBV, e.g. NISAA in S.A.
- Assertiveness training for adult (Muslim) community women
- Individual/ couple counselling and support groups support for (Muslim) PLWHA

2.1.4 Public and community awareness campaigns, GBV and HIV prevention activities

A number of the IF partners organise general information and awareness raising activities, apart from their youth-focussed programmes, about SRH(R), HIV and GBV usually focussing on the general public:

- HIV awareness sessions for the general public
- Regular community, regional or national private and (sometimes interactive) public radio programmes in the national language or vernacular
- Regional TV programmes

- Some NGOs undertake their own public awareness campaigns or use international days (e/g AIDS day) or campaigns (e/g '16 Days') focussing on GBV or HIV and AIDS, using posters, public debates, marches, etc.
- Awareness raising around HIV, PLWHA, gender justice among rural communities
- Facilitating the provision of (male and/or female) condoms and basic reproductive and HIV prevention information.

2.1.5 Orienting leaders and professionals

- A number of NGOs engage with local, traditional and/or religious leaders to involve them in the awareness training, attitude and behavioural change processes or get their support in publicly acknowledging the realities of HIV infections and PLWHA and the need for care rather than rejection;
- Others address police and court officials to make them more sensitive for issues of sexual abuse rape and GBV;
- A few NGOs train and otherwise support and involve health care and legal justice/law enforcement professionals at different levels: family welfare officers, midwives, medical doctors, refugee care workers, police investigators, judges to promote the development and provision of adequate and gender responsive services;
- GBV/HIV information sessions during general training sessions for professionals (e/g organised for workers at IDP camps).

2.1.6 Social, legal and HIV prevention support for GBV and rape survivors

Some NGOs are directly involved in providing or facilitating social, legal and medical care for survivors of rape and domestic or GBV

- Temporary safe-house/shelter facilities;
- Facilitating medical examination, PEP provision, HIV testing and related homecare;
- Facilitating legal assistance and support in case of court cases;
- Basic counselling services.

2.1.7 Lobby activities

A number of NGOs are engaged in different forms of lobby or influencing their government on adequate policy making for one or more of the elements addressed through the triangle approach.

- Given the primary focus of partners on formal education a number of IF partners lobby for integration of SRH, STI, HIV and AIDS prevention issues in the national school curriculum. They usually address the Ministry of Education, School Textbook Boards, and in a small number of cases the Ministry of Health. Some NGOs undertake activities with teacher-training colleges.
- Some NGOs lobby for better legal and medical services and provisions
- One NGO in South Africa, TVEP, lobbies for adequate provision of female condoms in line with existing national policies. This is supported by ongoing research proving that the 14 to 20 times more expensive female condom (compared to the male condom) is a socio-economically justifiable use of (scarce) public money;
This NGO also trained 100 'ambassadors' to promote the use of female condoms.

2.1.8 Content issues covered

The NGOs funded through the IF cover a wide range of issues and subjects in their education, training, awareness raising, service and lobby programmes, addressing one, two or all three of the content angles of the triangle approach.

Given the focus of many IF partners on children and adolescents in their puberty period, the education, training and awareness raising programmes for SRHR and HIV prevention cover some-, part-, or all of the following issues and subjects as listed. This depends greatly on the NGO's own understanding and acceptance of the issues. It also depends on the NGO staff members' personal or institutional understanding and willingness of what can, may, and/or should be covered under the prevailing cultural, social, patriarchal and religious circumstances.

In turn the teachers in the government of private schools, oriented or trained by the NGO staff in covering the different issues of gender and SRHR, may have problems of understanding, acceptance and willingness to cover the different issues openly and with conviction. Their analysis of what is acceptable under prevailing norms often differs from what NGOs may consider acceptable.

List of key content issues covered in SRHR/life skills education, awareness and training programmes (actual coverage depending on staffs' understanding, willingness, local 'acceptability' and permitted 'space'):

- Personal health, nutrition and hygiene
- Physical changes during puberty for boys and girls
- Menstruation
- Wet dreams
- Marriage age laws and practices
- Biological aspects of reproduction
- 'ABC' (C only if permitted), sometimes D (= Delay)
- Family planning methods and facilities
- Friendships, dating, relations, abuse, (date) rape
- 'Consent is sexy - no consent is rape'
- GBV, girls empowerment and assertiveness ('no means no')
- Sex, sexuality
- Desires, intimacy and masturbation
- Sexual diversity/orientation (but only very rarely)
- Peer group pressures for sex ('you don't count if you have not done it')
- STIs, HIV prevention (occasionally testing information, PEP information)
- Condoms usage for prevention; sometimes male (and female) condom demonstration
- AIDS as disease/living with AIDS
- Discrimination, isolation, ostracising of PLWHA
- Legal rights, opportunities for legal redress, mediation in domestic conflicts
- Seeking (social, legal, medical) help

Table 5: Activities by country and partner (visited/externally evaluated)

Entry points, audiences, methods and content related to triangle issues		Countries/IF partners (<i>samples only, list not exhaustive</i>)
Formal education programmes	Formal primary school education through a/o biology classes	Uganda: LABE, FABE, HAG Mali: AADeC Somaliland: CLHE
	Formal secondary school education often through biology and life science classes	Nigeria: GPI Bangladesh: BRAC, BNPS Senegal: ENDA GRAF India: Lokmitra (MAINPHASE network)
	Peer-leader training programmes for information needs among fellow students	Lao PDR: VYC Palestine: Juzoor South Africa: NISAA Nigeria: GPI
	Development of educational materials	most countries/partners
	Students' wall postings of views, statements, questions about HIV, SRHR, HIV-related discrimination	Uganda: LABE, FABE, HAG
	Interactive computer-based individual SRHR training in school ICT rooms	Nigeria: GPI Senegal: ENDA GRAF
Non-formal in-school education and awareness programmes	NGO staff provides SRHR, HIV and sexual abuse prevention-awareness training during special hours in the schools.	S. Africa: NISAA S. Africa: CRISP Palestine: Juzoor
	Pre-primary child awareness against abuse by NGO	Zimbabwe: GCN

(cont.)	University students awareness against abuse/GBV	South Africa: NISAA
	Secondary school edutainment through dance/discussion focussed on HIV and AIDS	27 countries: Dance4life
Non-formal out-of-school education (& empowerment) programmes for young children and adolescents	Weekly (club) programmes at primary and secondary school grounds after classes	Zimbabwe: GCN
	Weekly programmes at the NGO training premises for girls from different schools	Nigeria: GPI
	Informal clubs at community level for school-going and out-of-school adolescents (boys and girls);	Bangladesh: BRAC
	Special 16 hours of 5 day education/awareness programmes with resp HIV and AIDS or SRH focus	India: CYSD and Prathan (MAINPHASE network)
	SMS question-response services staffed by peers	Nigeria: GPI Senegal: ENDA GRAF
	SRH/STI-HIV awareness programmes at secondary school dormitories with separate sessions for boys and girls	Lao PDR: VYC
	SRH awareness through Madrassas	Bangladesh: BNPS
Sexual diversity	Inclusion of sexual diversity in SRHR education	Lao PDR: VYC S.Africa: TVEP, Pos.Muslims
SRH(R), STI-HIV, gender assertiveness awareness training for special groups	Boys and girls livings in dormitories at export oriented garment factories	Lao PDR: VYC
	GBV/HIV information sessions at community level for the general public or mothers clubs	South Africa: TVEP, NISAA Palestine: Juzoor, BRAC
	Basic counselling training on GBV	S. Africa: NISAA, TVEP
	Assertiveness training for adult Muslim community women	S. Africa: NISAA
	Direct training and ToTs, in SA and internationally, focussed on Muslim groups and PLWHA	S. Africa: Positive Muslims
	HIV, AIDS, PLWHA and gender (in)justice awareness raising as part of addressing root problems of food insecurity and economic position of women in rural areas	Ruanda: ACORD
Public awareness campaigns, GBV and HIV prevention activities	HIV awareness sessions for the general public	Lao PDR: GDG (supported)
	Community, regional/ national (interactive) public radio	S. Africa: NISAA, TVEP Mali: AADeC
	Regional TV programmes	Nigeria: GPI
	Community TV/Radio listening clubs	Uganda: LABE
	Public awareness campaigns: a/o AIDS day/ '16 Days'	Many IF partners
	Provision of basic reproductive and HIV prevention information	Many IF partners
	Provision of male & female condoms through special outlets and clinics	AADeC, TVEP
Research/publications	Worldwide survey on Muslim responses to AIDS Booklet Islam, HIV and AIDS (used internationally) Manual on Running Workshops on Islam, Muslims and AIDS (used internationally)	S. Africa: Positive Muslims
Orienting leaders and professionals	Engaging local, traditional, religious leaders	Bangladesh: BNPS Nigeria: GPI Zimbabwe: GCN S. Africa: Positive Muslims
	Orienting police and court officials	South Africa: TVEP, NISAA Somaliland: CLHE Zimbabwe: GCN
	Training/involving involve health care and legal justice/law enforcement professionals on a/o GBV	Bangladesh: BNPS India: CYSD Palestine: Juzoor Lao PDR: VYC S. Africa: TVEP
	Establishing Inter-sector Networking Fora of relevant Government departments, NGOs, school principals together for exchange and joint service to school pupils	S. Africa: CRISP

Social, legal and HIV prevention support for GBV and rape survivors	Safe-house/shelter facilities; Facilitating medical examination, PEP provision, HIV testing Facilitating legal assistance Basic counselling/support services	S. Africa: TVEP, NISAA Zimbabwe: GCN
Support to PLWHA	Individual, couple, family counselling/support groups	S. Africa: Positive Muslims
Lobby activities	Lobby Ministry of Education, School Textbook Board/ Ministry of Health for integration of SRH, STI, HIV and AIDS in national school curriculum	Bangladesh: BRAC, BNPS India: CYSD S. Africa: TVEP, NISAA Mali: AADeC Nigeria: GPI Uganda: LABE, FABE, HAG
	Lobby for better legal and medical services and provisions	S. Africa: TVEP Lao PDR: VYC
	Lobby for adequate provision of female condoms	South Africa: TVEP

2.2 Observations and analysis: the Triangle Approach is work in progress

The programmes funded under the IF are at different stages in their development, related to their starting dates, internal organisational capacities, understanding, willingness and commitment to change as well as the local circumstances, opportunities, sensitivities and challenges. It is indeed work in progress. Some programmes have advanced well and contribute to achieving quality education, including comprehensive SRHR coverage and gender justice issues. Many programmes have made initial steps covering HIV issues, but have problems with openness and willingness in covering sex and sexuality issues and particularly addressing and challenging patriarchal norms and values.

Examples of the different types of programmes, strengths and weaknesses, daring and promising innovative approaches and needs expressed by the youth themselves, but also missed opportunities are described in the separate country/IF partner cases. Excerpts of cases of innovations, successes, weaknesses and challenges are provided in the following section.

Regrettably there are no reliable and relevant baseline and progress data on intended and achieved (attitudinal, behavioural, practices) outcomes related to the triangle objectives of the 80 programmes undertaken so far (ref. chapter 1). Therefore, the positive, critical or sometimes disturbing findings used for the analysis, assessment and ‘weighing’ in this evaluation, are primarily based on the 28 (35%) partners and project directly visited and observed or analysed on the basis of available external evaluation reports. The level of success and progress in achieving desired changes furthermore directly relates to the prevailing circumstances and sensitivities as well as the level of commitment, internal sensitivities and capacities of IF partner. The request of ON to create tables with statistical information or to compare and weigh frequency and importance of particular findings, cannot be honoured. It is not only impossible due to the lack of comparable and reliable data, but, also, more importantly, it would not do justice to the variations in circumstances and realities on the ground. We shall, however, indicate whether a finding is a frequently found phenomenon or rather unique and either a positive learning or disturbing realisation requiring further attention.

A lot of the work undertaken by the IF partners involves challenging (but sometimes also actually confirming) existing negative internalised/accepted attitudes, norms and values towards women, gender-based discriminative behaviour and information gaps, e.g. about HIV. But the work also deals with fears, taboos and power issues, when relating to sex, procreation, men-women relationships, based on religious beliefs and related institutional instructions, cultural practices, social and patriarchal traditions, etc.

Work in this field of attitudinal and behavioural changes will only slowly show results and cannot be forced to move faster: ‘trying to push the river’ doesn’t work.

Indications for the direction taken by the IF partners and the actual progress made so far have been deduced from documents (plans/reports), field observations, education and training materials used and discussions with large numbers of relevant stakeholders.

- The IF approach in theory questions many of the ‘givens’ in society. In practice however, many NGO staff members themselves, as well as the teachers and trainers they work with, represent and - knowingly or unknowingly – often support and perpetuate those same traditions, patriarchal (and hetero-normative) norms and values, or find it difficult or even unacceptable to challenge them as individual or as institution. This is the most common hindrance found during the field visits to making progress in effective and strategic inclusion of comprehensive SRHR and gender justice education towards quality education as envisaged by ON.
Because most of the IF partners do not discuss these issues openly amongst themselves, the level of willingness to challenge the dominant societal gender and SRHR views cannot be captured in numbers or statistics. Some interviewees individually shared their fear of raising these issues among their colleagues, even though they were eager to find support to actually challenge dominant patriarchal views on the role of women or the public denial of pre-marital sex. At least six female IF partner directors, seven female lower/middle level staff members and one male school headmaster (in six different countries) shared with the evaluator(s) - sometimes with some colleagues present - that they feel this needs to be discussed openly among their colleagues. They shared that they are well aware that some of their colleagues - in some cases even many - do not want to challenge traditional patriarchal norms on gender and SRHR, either because they accept them as they are, or in fear of the social consequences of such challenging for themselves as individual or for the image of the NGO.
- A good number of the content issues around SRH, HIV prevention or gender don’t get adequately covered by the teachers or trainers, not because these are not included in the training they received or the materials provided, but because they either fear social consequences, feel shy to speak about them, they disagree with the need to speak about them or they actually disagree with girls and women’s rights as covered under gender justice.

* Teachers trained by BRAC had children repeating the major causes of HIV transmission: *“Sharp objects (IVD injections), blood transfusion and mother to child”*
When asked in private, both the teacher and BRAC staff confirmed that sex is not spoken about in that context.
When covering reproduction in marriage in the curriculum, condoms are mentioned, but BRAC does not demonstrate condom use, not in schools, not even in their own community clubs. *“We did condom demonstration back in the 90s but had negative feedback from society and hence we stopped”*.

* Teachers trained by LABE in West-Nile Uganda spoke openly about sex, condom use and masturbation as another form of private or couple’s pleasure, but also about respect and accepting a ‘no’ when dating. They asked the evaluators for help to getting penis and vagina models for demonstration (which they presently have to borrow from far away).

* Teachers trained by another IF partner and working only 100 km away with similar communities froze when the work masturbation was uttered: no discussion on that! *“Sex is for marriage, we practice A-B, C²¹ is not preferred”*. Though this too is a government school, but its roots were Roman Catholic.

* Young female trainers of TVEP in Limpopo in South Africa had no problems being very open about sex and sexuality and ways to prevent HIV in their training sessions: *“Unless you are very open and direct about these issues, young people will not listen to you. They also ask for supplies”*.

²¹ Commonly used approach: ABC, A=Abstinence; B=Be faithful; C=Condom

- In many countries the government determines what can or cannot be covered in 'life science'/'life orientation', HIV prevention or sex and sexuality classes. Even if and when NGOs themselves are ready to challenge certain traditions and break taboos or sex education, particularly NGOs that work primarily through the formal education system are limited by such government rules and language restrictions.

The government of Somaliland for instance does not want sex and sexuality education in school. Only basic education about hygiene, HIV and AIDS is permitted.

In 12 states of India a ban was imposed on sex education in schools, reportedly triggered by 'explicit' materials developed by NACO, the National Aids Control Society. The focus in education programmes in schools in these states therefore has to be on abstinence, even when it is well known that many youth are sexually active. This makes the work of the network partners of MAINPHASE in India very difficult.

Reporting for accountability or measuring for progress?

Activities undertaken by partners are reported on in line with the proposals and agreements with the funders, OxfamNovib and others. Such reports cover the numbers of workshops held, booklets produced, posters printed, schools covered, sometimes even numbers of pupils, schools and girls' toilets built with subsidy, etc.

- Most activity and progress reports in their own right do not indicate whether or not the activities are contributing to the desired attitudinal or behavioural changes, as the quality and methods of the actual coverage of the relevant issues and its subsequent results are rarely recorded using change indicators.

It was noted that reporting by NGOs beyond implementation of agreed activities, hence actually providing insights in the changes (e.g. on attitudes and behaviour), methods and processes of change or the indicators used by the IF partners to measure such changes, is not well developed as yet.

As indicated in Chapter 1 some NGOs or the young people in programmes verbally narrated and showed positive changes and outcomes of activities during the evaluation visits, but these often do not get recorded as such by the NGOs as successes for internal learning or as relevant feedback to ON.

This IF evaluation can of course only report on such successes for the programmes visited as anecdotes (ref also country cases).

Some examples:

Girls cricket team

Perhaps the most innovative activity undertaken by BRAC in Bangladesh in the field of promoting gender justice we observed, was a girls' cricket team practicing in the open (in the district's 'stadium' field), miles away from their own different villages: all girls in track suits (BRAC funded), each with permission of their parents.

When the BRAC head office staff member told them how much money can be made in cricket, looking at the national male pros in this sport, the girls responded:

"Sir, that is not why we like it so much, not for the money. We like it because we can now be away from our homes, be together and do what used to be only for boys! We can now also meet in a public place with boys and talk with them normally. They help us in the training and show us how to hold the bat. This has already helped to reduce 'eve teasing'."

(Eve teasing is the - far too nice - term used in Bangladesh and India for actual harassment of girls and women).

What does HIV+ look like?

An NGO in Vientiane, Lao PDR, member of GDG, involved in public awareness campaigns, had organised numerous public information meetings on HIV and AIDS in the capital, but most of the time only a few people would showed up.

Disappointed by the low attendance, but convinced that this was not the result of high levels of awareness on HIV, the NGO announced another public meeting and added that this time, as 'attraction', HIV+ people would also be present. There was a high turnout with people eager to see HIV+ people.

When NGO staff asked people arriving, what they thought an HIV+ person would look like, the general answer was: "*Thin and sickly looking black people from Africa*"...

After the session was opened and people in the audience started asking where the HIV+ people were, that the announcement had mentioned, the organiser took the microphone and asked: "*Can our HIV+ guest stand up please*". Spread through the audience different men and women, young and old, all healthy looking Lao nationals, who had volunteered to be public about their status, rose to their feet....

After a moment of silence there were '*ohhs*' and '*ahhs*' everywhere in the hall and it dawned upon them: '*but this means my cousin could be HIV+*', '*or my sister*', '*my lover*', '*or...I, myself...*'.

IF partners of ON, which are financed by a number of donor agencies, or which have received core funding from ON as well as funding from the IF, provide feedback through progress reports on agreed (contract-based) IF activities, but often also on their total package of services and programmes. Most IF partners understandably integrate activities funded by different donor agencies into one programme and do not separate staff time, activities undertaken, transport, communities covered, etc. by funding partner, or project funding received. They operate on the basis of an overall or otherwise amalgamated budget and financing plan, which covers the financial requirements for their total programme²².

Activities undertaken, explained, reported on and subsequently visited and observed by the IF evaluation team may therefore be part-covered by funding from ON core funds, other donor agencies, or may at times not be formally covered and funded under the IF contract at all.

(ref also 1.6.4)

- M&E processes in the field of the triangle issues will require much attention. This is necessary for accountability to funding agencies but more importantly for progress monitoring and programme management purposes by the IF partners themselves. ON's initiative to make an inventory of alternative M&E methods focussed on behavioural change, and the testing of their usefulness and applicability through partners needs to be followed up with results-feedback, possibly adaptations, manuals and opportunities for training.
- To capture unplanned outcome and side effects of IF activities, other forms of reporting, e.g. through case description and analysis needs to be encouraged. Short manuals on case writing methods may stimulate a better capturing of the lessons learned.

2.2.1 Choice of audiences, specific approaches and messages

- **Formal and non-formal in-school education and awareness programmes:**

Pre-primary, primary, secondary school and university students

Most of the IF partners have chosen to focus on the youth: girls and boys in their puberty/adolescents period, experiencing their physical changes, budding sexual desires and experimenting with relations, intimacy and sex, and hence the need to be aware of HIV, other STIs and reproductive health issues, but also gender-just relationship building as well as risks of abuse.

²² In situations where 'projects' are individually defined and funded because of donor requirements, NGOs have often formally allocated project staff, transport and other project facilities, but they will 'borrow' or 'share' staff time and facilities, even funds, as the separation becomes untenable in the realities on the ground, as many examples have shown.

Some IF partners also address primary school children in the higher classes, one even addresses pre-school children. One IF partner works with secondary and university students.

To increase the outcome of their investments many IF partners address the schools' management, teachers, parent groups as well as the government authorities and (less frequent so far) teachers training colleges and text book boards.

Relevant focus

Given the high percentage (>50 %) of youth and adolescents in most countries of the global south, and the increasing numbers of children (girls and boys) enrolled in schools in many countries, the ability to reach them in large numbers through the formal education system and, at the same time, the pubescents'/adolescents' eagerness to experiment and learn about sex and sexuality, this focus is well chosen and answers a real need. With adequate information about HIV in its relation to sex, sexuality and gender-just relation building, the IF thus contributes substantially to the need for knowledge and opportunities of children and adolescents to make informed choices in their sex- and sexuality-related behaviour and to the young kids, girls and boys, to be self-conscious and prepared to deal with the risks of abuse.

Different age groups addressed

* GCN in Zimbabwe has started a programme addressing **pre-school** children about sexual and other abuse issues. The rationale is that when such small kids have already learned in a playful way, through games, songs, exercises, drawing competitions etc, where they may and where they should not be touched by others, especially adults, they are more likely to be assertive to notice and hopefully object or report when it happens. Their parents/guardians are informed about the activities. They can see the drawings and postings on the wall and hence may become more aware of such harassment. Different from all their other activities, this GCN pre-school programme addresses both girls and boys.

* LABE in Uganda, trains and supports teachers at **primary school** level to cover all relevant SRHR issues openly. The Kaya Primary school is at the border with Sudan. The area has been a battle field for political violence - Amin, Obote and the Kony conflicts. Like most border towns, transactional sex is common. It must be noted that this primary school has a good number of 15-17 year old pupils, who had missed out on education opportunities because of the prolonged conflict situation in the area.

The school has a youngish dynamic and ambitious headmaster. Most children and the adolescents are not interested in education but in cross border trade. Half the pupils are from Southern Sudan. The Headmaster was open to discussing issues of sex and sexuality, without any hesitance. He told the pupils, especially the boys, in front of the parents that if they engage in sex, they should use condoms. This was contrary to what we heard in other schools which claimed that it's against government policy to talk about condoms as that would promote pre-marital sex. Whereas most schools would not consider discussing, leave alone demonstrating condoms, teachers in this school asked whether we could provide them with erect penis models to demonstrate condoms: "*How can you teach HIV prevention (compulsory in the government school curriculum) without condom demonstration?*" Teachers in this school also had no problem talking with the pupils, both girls and boys, about masturbation as part of sex and sexual pleasure, rather than only intercourse.

* Trainers from VYCDH in Lao PDR provide short, comprehensive information/training sessions at the **secondary school and garment factory dormitories** around the capital and the industrial areas around it, for the large numbers of young boys and girls. These youngsters coming unprepared from far-flung rural areas to the big city areas, and suddenly without the close social supervision at home are very vulnerable to the risks of HIV and other STIs, pregnancies and abuse.

Training is based on agreements with the management of these institutions. Not all schools and factories have allowed such training to be provided as they see it as disturbance of the learning or production time. Given the large numbers of (all adolescent) workers to be covered, groups of 50 workers (either boys or girls) are permitted to come for a one-time SRHR training of two hours.

With the aid of flash cards, posters, booklets and penis and vagina models the trainers provide a complete package of information in this short period, covering body changes during puberty, contraceptives (including condom demonstration), risks and consequences of unwanted pregnancies, SRH, STIs, HIV prevention, as well as dating, (sex) negotiation skills and protective measures against abuse, all in a very open, uninhibited atmosphere.

Because question time is short and participants are likely to have questions at a later stage, volunteers are selected to be further trained as peers educators within each of the units of the factory covered, or in the classes of the school. The brochures distributed also provide the telephone numbers of the VYCDH hotlines available for boys and girls for further information.

By now 95 young people have been trained as peer educators and over 6000 youngsters in some 20 factories and large numbers of students in boarding schools have been provided with basic information about SRHR, STIs and HIV prevention as well as the contacts (telephone numbers/addresses) to get more information and services when required.

* Under the auspices of NISAA in South Africa, their design and campaign partner Adlib studios, worked out the '*Consent is sexy*' campaign at one of the five campuses of the **University** of Witwatersrand to address the very common 'date rape' and frequent incidences of VAW. Compared to other campaigns this one has perhaps had the longest but also most participatory process of getting started. Workshops and meetings were held to test different text and picture messages for their acceptability and level of provocation to stimulate awareness. Before the actual pilot of the campaign could start formal approval was required by the student union of this campus as nothing in terms of external action can be initiated at the university without their approval. Through that process already the awareness about the high number of incidences started. The actual campaign period with discussion groups, public meetings, posters, etc. has been much appreciated by students as well as faculty members. It brought date rape and other abuse issues to the public domain and increased awareness and openness to get the issues discussed: '*Consent is sexy; no consent is rape*'.

Reportedly a 'person of confidence' was established to report and handle sexual harassment and abuse cases as a concrete result of the campaign.

Adults' views versus adolescents' realities: need for information

Many governments, religious groups and even many NGOs (including some IF partners) publicly maintain that there is no pre-marital sex among youngsters in their country on account of the prevailing cultural norms and traditions or religious beliefs and instructions/fear of condemnation ('*we are good Christians*'/'*we are good Muslims*', '*of course, we have no sex before marriage*'). Yet, youngsters all over the world - and confirmed in each country visited as part of the evaluation and irrespective of the dominant religion - have occasional or sometimes frequent pre-marital sex, and hence have a need for adequate information.

Wherever IF partners therefore provide adequate information about SRHR, HIV and other STIs, they are indeed answering a vital and mostly 'unmet' need, even though this very need is socially often condemned as undesirable.

In each of the countries visited, many youth (boys as well as girls) shared²³ that they indeed have sex, sometimes already starting at the tender age of 11 or 12 (e.g. Bangladesh). Many of their sexual encounters were completely voluntary and within their own age groups²⁴. Whereas opportunities to experiment with sex differed considerably between boys and girls (e.g. opportunities to leave the house/the risk of being seen with a boy), and economic power differences influence the level of voluntarism, boys and girls shared similar desires to experiment and their being sexually active, whether in the predominantly Buddhist, Christian, Muslim or religiously mixed societies visited.

²³ In school settings, boys and girls, mostly in separate groups, but sometimes together, shared such information with the evaluators only when their teachers and NGO staff members were absent or not in earshot. Only in Lao PDR and Palestine youth trained as peer trainers, discussed sexual desires, sex and condom availability/use in presence of adults (resp. clinic staff and NGO staff).

²⁴ But there were also references by boys and girls to involuntary sex of boys as a result of boys giving in to peer-pressure. There were also hints to prevailing forced sex and rape within families, by acquaintances or, rather frequent, by teachers!

Date rape campaign

NISAA in South Africa runs awareness and abuse prevention programmes in secondary schools with grade 10 and grade 11 learners in the Soweto, Lenasia and Orange Farm townships close to Johannesburg. The programmes focus on 'date rape' and include information on HIV & Aids. As a standard practice for the NISAA sessions, boys and girls are engaged in mixed groups and teachers are not present in these sessions. Learners indicated a strong preference for teachers' absence during such sessions since they believed that what they share may be used against them at a later stage or discussed with their parents. Learners were interested in NISAA's campaign and the space to talk about these issues, differently than during the life orientation classes, which form part of the formal curriculum. NISAA facilitators - unlike their own teachers - go into detail on issues of sex and sexuality and provide them a safe opportunity to talk about that.

The date rape campaign raised learners' awareness: "No means no" and how to say that. Learners indicated that there are instances where older men date younger school girls and instances where male teachers date learners. Boys indicated that girls prefer to date older men because they have more money. Boys also thought that when the girls (who are their peers) refused to go on dates with them, it was an indication that they wanted to be offered money.

Both boys and girls shared that when a boy asks a girl out to a disco on a date, there is an expectation that he will be footing the bill and that this gives him an entitlement to sex. Hence if girls could pay their own drinks...at least that expected entitlement would be removed. Some girls said that they would prefer to pay for themselves if they had the cash. But, whereas boys can get odd jobs in supermarkets and earn some cash after school time, girls are generally not permitted to do so. They have to do household chores and look after smaller siblings at home and hence they do not earn any income. Though girls also want sex, their lack of cash often leads to 'date rape' rather than voluntary sex with a partner of their choice. This issue of financial dependency of women (and girls) and the role of men as providers, as the traditional stereotypes have not been sufficiently unpacked and discussed amongst learners. Even among these young learners, some girls were seen to be after money.

Some of the views expressed, particularly by the boys indicated that they had little regard for women's rights and / the need for gender justice. One boy said that, "*OK, no-means-no, but a man's got to eat.*"

Both boys and girls said that they would prefer to have NISAA staff of younger age coming to their schools as they would better understand their issues. Boys also prefer to have a man coming to conduct the sessions: they would feel more at ease to share and be challenged about what they feel, rather than continuously busy boosting their image.

Access to adequate information

Secondary school boys and girls in each of the countries visited shared that getting adequate information about sex or even about bodily changes during puberty is difficult. Talking to their fathers is out of the question, whether for boys or girls. Only in rare occasions would girls venture to ask their mother, elder sister or aunties, e.g. about menstruation. These issues are simply taboo for discussion. In Bangladesh sharing information about sex among girlfriends was even problematic as you can easily be blamed to be "*too ripe a girl for your age*" to discuss sex or having knowledge or questions about it ("*how do you know all that?*"), and then be ostracised from your peer group (or girls are prohibited by parents to mix with such 'ripe' girls). For the same reason, school boys and girls trained as peer trainer in Palestine are not easily accepted when they speak about sex, condoms and HIV, particularly when they answer a question when an adult is present.

Boys in Bangladesh found it somewhat easier to talk to own their peers about sex.

Teachers are generally not considered as source to get more information by the school students: they are either too shy, do not (seem to) have the information or are not ready or supposed to provide it. Or they are feared by students for their position: any question a student may have could easily be passed on to their parents.

In some countries asking such questions to a male teacher and hence showing an 'interest' in sex, may put girls actually into a vulnerable position vis-à-vis this teacher: having to 'sleep' for a good mark or to pass an exam is a common phenomenon! For these different reasons teachers are therefore not easily approached for more information.

“No need for condom information in school”

A government official in the Ministry of Education in Nigeria stated that there is no need to give details or demonstrations of condom use in class: “*Such information only promotes promiscuity*”. He added that: “*Any sexually active student can easily approach the teacher after class to get more details*”. Of course this is extremely unlikely to happen.

School libraries (if they exist) rarely have any useful information, as many schools would not allow such books or DVDs etc. to be available.

Whether as a result of conservative education systems, religious or cultural restrictions, no-coverage of sex, reproduction and SRH issues in the school books or at home, many literate adolescents - and boys much easier than girls - get their basic sex information these days from pornographic movies (on DVDs or e.g. in busses in India), commercial (TV) films, internet (if in modern urban settings), hearsay, or ‘dirty’ magazines. The basic information they find this way is often limited to (male dominance) hetero mechanical penetration sex, primarily focussing on the man’s pleasure and satisfaction. HIV, STIs and pregnancy prevention is rarely part of that information. This leaves particularly girls, who are often restricted in their movement and hence their access to information, with lots of anxieties, fears and questions about sex and sexuality even though many of them also want to experiment.

In terms of preparing for adulthood and guiding adolescents towards respectful, mutually pleasant and safe sex and sexuality for both boys and girls, formal and informal educational activities about SRH and HIV, STIs (and pregnancy) prevention therefore indeed answer a much felt need, provided of course that the quality of information is adequate, complete and there is scope for open interaction, discussions and questions.

The evaluation has shown that certainly not all IF-funded activities focussing on secondary school students address all the relevant gender, sex, sexuality, SRH and HIV issues as expected under the ON notions of quality education and required by these students. Some IF partners do not go beyond basic health, (menstrual) hygiene and nutrition information, claiming that information about sex and sexuality is not wanted, socially acceptable, permitted or required before marriage.

The external evaluation of the MAINSTREAM network in India found that constructions of shame, closely linked to sexuality, rarely get addressed, making it difficult for adolescents to share reproductive health problems they may have or to access health services (when available). Similarly this evaluation and the visits to a number of IF partners showed that consent and honour issues don’t get attention in the education programmes particularly when adolescents sexual activities are denied and ‘abstinence’ is the main message. This makes it difficult for adolescents to report on or respond to sexual harassment or violations they may experience. Diversity in sexuality is rarely covered by IF partners, even though some adolescents in the classes or youth clubs experience attraction to the same sex and, reportedly, transgender adolescents do get stigmatised for their gender expressions.

“The interventions have not addressed issues of diversity in terms of sexuality. There is an active assertion, in fact, of heterosexuality when the modules speak in terms of being attracted to someone; it is always ‘attraction to the opposite sex’. The Focus Group Discussions (FGDs) showed that there are strong prejudices that exist among adolescents against those adolescents who are attracted to the same sex, particularly in the case of boys attracted to boys. That same sex attraction is part of the reality and the diversity among adolescents was evident during the FGDs”. (External evaluation of MAINPHASE, India by NIRANTAR, 2009)

Reference to condoms is provided sometimes in relation to HIV prevention, without the reference to sex (BRAC), because sex education is not part of the accepted curriculum. Education programmes of CLHE in Somaliland do not refer to condoms as these can only be prescribed by doctors to married couples for spacing births. MAINPHASE network partners in India working in schools are not allowed to cover or demonstrate condoms, as sex education is banned in their states.

Some IF partners do not address any issues of SRHR, HIV or AIDS at all in their education programmes like PADECT in Lao PDR or Both in India and hence do not fulfil the criteria as they exist, to be funded from IF sources²⁵, even though these projects were approved by R&D.

One partner, PADETC understood the IF programme to be about ‘innovative education’ and hence introduced (actually continued) indeed very innovative approaches to ‘learning for sustainable development’ in a number of schools. But this is without any attention for HIV, SRHR or gender power differences. The objectives and principles of the IF, or quality education for that matter as defined by ON, was not known or explained to them. But, regrettably, they themselves also did not raise HIV and other STIs or gender justice as indispensable element of their ‘sustainable development’.

BOTH, an IF partner in India, implements its Janpahal education programme, to “*evolve and strengthen a system of community schooling that ensures universalisation of equitable and appropriate child care and education with specific reference to disadvantaged children and government schools system*”²⁶. This programme has been successful in involving communities and the local government institutions (PRI) in education, thereby improving education quality and particularly girls’ enrolment and retention in schools. Neither the curriculum, nor the training for staff and teachers cover any SRHR, HIV or AIDS related issues.

Preventing girls drop-out of school

Many IF partners, like FAWE, LABE, HAG and CEFORT in Uganda, AADeC in Mali, have chosen to use the support from ON for SRH(R) education and other services at primary school level also to avoid girls dropping out of school. Education in formal schools was their earlier focus and with the IF support they can continue their work, but adding information about hygiene, reproduction and HIV. Their work in primary schools often focussed on the high drop-out rates of girls and ways to address that.

- In many societies girls start menstruating in the last classes of primary school and boys and girls soon becoming sexually active, hence in need of information;
- In post conflict- and war areas like in west Nile and northern Uganda, there are many young boys and girls who spent a long time in IDP camps, or across the border and therefore missed schooling opportunities during their normal primary school age. At the time of re-opened the primary schools again, large numbers of the students are therefore ahead in their puberty years and hence there is need for information about puberty and SRHR;
- A few NGOs start work at primary school level based on the notion that education to prevent HIV and promote girls’ knowledge and assertiveness for self-protection and development, needs to start as early as possible.

Impact on girls’ education and life

Birijaku Primary School in Uganda is one of the dynamic schools that we visited. The school has an enrolment of 1771 pupils. Of the total enrolment 941 are girls. In most classes, there are more girls than boys. The school is at the border with the Democratic Republic of Congo. Not having sanitary towels of some sort, changes of clothing or sanitary facilities are common causes for girls dropping out of schools. Earlier, when a girl would start menstruating during class and boys would notice blood spots, she would be laughed at and ridiculed.

What this school has as new elements are: sanitary towels, a wash room and changing room, separate toilets for girls, soap and oil. There is a senior teacher responsible for ensuring that the girls have safe spaces.

²⁵ In the case of at least two more IF partners, for whom external evaluations exist, no information could be found about coverage of HIV, AIDS or other SRHR or gender justice related issues in their programmes. In the case of NUEYS in Eritrea, this may be caused by non-inclusion of relevant questions in the TOR and the quality of the evaluation itself, because the toolbox did refer to expected outcomes covering SRHR and HIV and AIDS awareness. In the case of DEPC, a regional programme in SE Asia, the NGO runs shelters for trafficked women and children and provides basic education and vocational training to prevent (re-) trafficking. The activities evaluated do not cover SRHR and do not address the gender dimensions of trafficking, as the external evaluation reported. They are primarily welfare oriented.

²⁶ Based on external evaluation of BOTH, Janpahal Education Programme evaluation, 2009

When a girl now starts menstruating during class, she only needs to notify the teacher or another girl in class. A big wrapper will be brought to cover her body and she will be escorted by other girls to the girls wash room. No more laughing, no more feelings of shame, but accepting menstruation as normal.

Because many girls cannot afford to buy sanitary towels from the market, and the school cannot continue to provide them, they train boys and girls in school to make re-usable sanitary towels and girls' under-wears. It was pleasing to see both boys and girls making sanitary towels together, and boys feeling ok about that. In the process, they discussed issues related to the changes in their bodies and how natural the changes are. In a community where boys and men usually don't touch women's underwear, simply because they are associated with what they call 'private parts' this is a big shift. Notable achievements include a drop in early marriages and pregnancy. In 2007 there were ten drop-outs. In 2008-9 there were nine. In 2010 only one dropped out.

Originally the school (through the project) provided the soap, now the community contributes. School performance has also improved. Much of this can also be attributed to a dynamic Headmistress.

▪ ***Multi country non-formal in-school awareness programme: dance4life***

The dance4life (d4l) international edutainment sex and HIV awareness programme, with its head office in the Netherlands, is part funded by the IF.

Because of its international and rather unique character under the IF partners it is analysed separately here.

D4l consists of the four-staged school based schools4life programme, supported by a multimedia campaign. It is implemented in different parts of the global north and south through 'National Concept Owners' (NCO's) as (national) implementing partners based on 'franchise agreements': edutainment activities in secondary schools, supported by teams of peer educators arranged by the NCOs, in cooperation with school staff and – where previously active – motivated school pupils as peer motivators: the agents4change (a4c).

In 2011, at the time of the IF evaluation, the programme was active in 27 countries²⁷.

The d4l programme has progressive components. It starts with the 'inspire tour' (also called heart connection tour): two hour interactive '*inspire and ignite*' workshop sessions to introduce sex and HIV issues for small or large groups of pupils (depending on the school), using the d4l global song and dance 'drill' as well as free style dances as attraction and icebreaker, multimedia presentations, discussions, life experience sharing, questions/answer sessions and condom demonstrations (where permitted).

At the request (and depending on interest/motivation) of the school, the d4l programme may arrange a further series of skills4life (s4l) sessions, which go deeper into life skills around SRHR, HIV and other STIs, including communication, negotiation and leadership/role modelling. Subsequently it is hoped and assumed that some school students will become agents4change (a4c) and engage in act4life (a4l) activities, a/o peer motivator/facilitator, involving friends, family and their communities. Every two years on the Saturday before World AIDS day, programme partners worldwide organise simultaneous dance4life sessions for all the young participants: the fourth component of the programme, to celebrate their involvement and work. This is televised internationally through satellite links and involves famous DJs, and well known international leaders as advocates.

Objectives of the programme: 1) impart knowledge and skills on HIV and AIDS prevention; 2) inspire youth to become actively involved in prevention of HIV through their own action. "*The long-term goal is to establish a worldwide social youth movement of one million A4C by 2014*

²⁷ Early 2009, when the external evaluation of D4L started, the programme covered 19 countries, including seven countries in Africa (Kenya, Sierra Leone, Tanzania, Uganda, Zambia, Zimbabwe, South Africa), one in SE Asia (Vietnam) and two in North America (Mexico, USA). In Europe the programme covered nine countries (The Netherlands, Germany, Spain, UK, Ireland, Moldova, Russia, Serbia and Turkey).

*to push back HIV and AIDS. This social youth movement should remind the world leaders specifically about the Millennium Development.*²⁸”

The external evaluation of d4l and other feedback shows that the NCOs and a4cs consider d4l “*a strong health prevention programme*”. It contributes to greater basic factual knowledge on sex and HIV prevention for large numbers of secondary school students around the world. In situations where sex and sexuality education is absent or inadequate²⁹, this is an important contribution.

Gender power issues, which influence SRHR, the risks of HIV/STIs and unwanted pregnancies and abuse vulnerability do not get covered in the first session. The external evaluation also shows that the quality of the content level of the programme, particularly the act4life programme requires improvement.

To what extent the d4l programme sinks in and actually takes roots among the youth, leading to greater understanding and changes in attitudes, behaviour and individual or joint action, depends much on the school’s commitment, motivation, pre-programme preparation and follow up, and that is also where the programme’s main weakness lies. School pupils generally show interest in issues of sex and sexuality, as teenage girls and boys do everywhere, but the schools do not necessarily provide the required preparation and follow up. For various reasons (e.g. time use, commitment to the issue) schools may not invite d4l to continue coming to their school for the skills4life sessions. Also when pupils opt to become a4c, much depends on the support they receive in school, from teachers and other a4c, their actual registration as a4c with the programme for follow up and further contact, whether becoming a4c is more than only a title. Much also depends on the strength and capacities of the NCO in each country and the role they and international programme ambassadors play. The d4l evaluation showed that most often only some components of the programme get implemented.

Dance4life referring to itself as an international social youth movement is a misnomer. To date most of the activities are implemented rather as stand-alone in different locations and countries around the world, not much linked, non-committal in terms of principles and practices strived for, nor focussed on any common lobby. Many of the a4c do not get registered, linked or organised for further action and most often they disappear when leaving school, although the evaluation also had feedback that some would like to keep in contact. Building an international youth movement requires more than sex, SRHR, condom use demos and HIV as common awareness and education issues and the worldwide bi-annual dancing on international AIDS day. Reportedly many a4cs were not aware of the objective of building a social youth movement: they are engaged as part of an information/action interest group, not a social movement.

With more attention to gender power issues starting from the earliest stages of the d4l programme activities (covering a/o the links between ‘expected’ roles of girls and boys, power differences, peer pressure vulnerabilities, actual force, date rape, economic independence, etc. in the prescribed sessions on the MDGs) and adequate preparation and follow-up by schools and supported by the NCOs, the programme has the potential to numerically increase its output and outcome as effective and volunteer-based method to break through barriers in SRHR and HIV-prevention education and keeping a number of young people positively engaged for some time. But given the nature of the programme, the potential does not go beyond that and it does not lead to a social youth movement.

The external evaluation showed that at this moment a longer term outcome and impact of d4l is questionable as the programme does not really go beyond creating (individual) awareness. The

²⁸ ASCOR, 2009 “Dance4life. A process evaluation of a global entertainment-education prevention programme to establish a social youth movement in pushing back HIV and AIDS”, Amsterdam, UVA

²⁹ In many ways the situation in the global south and north is similar when it comes to openness in teaching about sex and sexuality in schools: teachers’ own shyness and lack of knowledge, school boards’ conservatisms, parents not giving permission to their kids to attend, etc. These all limit the outcome.

programme shows very little attention to organising youth around their needs and bringing such demands to the level of policy makers through joint lobby activities.

- ***Non-formal out-of-school education and empowerment programmes:***

- ***Empowerment programmes: mostly girls only***

The large girls empowerment programmes, GCN in Zimbabwe and GPI in Nigeria have focussed exclusively on primary and secondary school girls, training them to be assertive, learn about dating, girls rights, ‘no-means-no’, abuse and self-protection, marriage age laws, etc. This is done through weekly after-school club sessions, in which girls over time ‘graduate’ to the next group roughly in line with their progress in school. It is organised at the school grounds in the case of GCN. In the GPI programme, school going girls from different areas gather at the GPI compound on Saturdays during a two-year long programme. Both programmes increase both the knowledge level as well as the assertiveness of girls as can be heard and read from the many positive life stories and witnessed in the discussions and meetings the evaluators conducted. Parents too acknowledge the value of these programmes and generally allow their girls to attend these clubs and training sessions, even if there are many home chores to be done.

It was striking to note that many of the girls participating in these programmes want similar programmes for boys. “*Who should we marry if boys have not been properly oriented about our and their rights?*”; “*Boys are wrongly empowered, they need to become assertive as well and withstand their peers’ pressure*”; “*Boys also get abused*”. Many of the parents, mothers and fathers or guardians of girls (when there are no parents) in the empowerment programmes would want similar programmes for their young sons as they have seen the positive maturity of their girls, learning about responsibilities, care for one’s body, HIV prevention knowledge; healthy food, positive attitudes towards studying, assertiveness, volunteering in the neighbourhood, or sometimes setting up income generating activities as groups. Younger staff of these and other women’s empowerment NGOs agreed with these girls and see the need for training boys and young men as well: they feel that only by addressing both sexes, solutions can be found. Many of the senior staff members seem to find it difficult to accept the need to address boys and men as well, whether for their own ‘*emancipation*’, healthy maturing and development of positive masculinities or for the benefit of ensuring women’s rights. Senior management staff, groomed in the traditional women’s rights movement, and often themselves loaded with negative baggage (and often experience) about men’s dominant and violent behaviour, maintained that the projects should only be for girls: ‘*that is what the money was given for and what the donor wants*’.

- ***The role of parents, teachers and adolescents: need to break taboos***

In most societies – both in the global south and the global north – talking about sex and sexuality and changes during puberty is difficult and often shrouded in vagueness if talked about it at all. It is referred to as taboo and easily makes adults shy. In many societies kids are complete left in the dark as to what is happening to their bodies during this phase. Given the taboo atmosphere around it, children will not easily address their parents with questions about these issues. Sometimes this is because of the traditional hierarchy between children and their parents or adults in general, sometimes because of the distance that grows during puberty, with kids seeking to expand their own space. None of the kids we met during the evaluation would raise such issues with their parents. In the case of Somaliland, where FGM is common practice (> 90% of the girls are completely ‘stitched up’, only to be opened after the wedding night), the prospect of marriage instils fears, rather than any joy, creating traumatising experiences and certainly not a good start for a healthy, happy and safe sexuality experience. Reportedly no information whatsoever is given to the girls by their parents or anyone else.

Teachers too, often feel shy to raise issues of sex, procreation, contraception or even simply talking about the human reproductive system, actually naming the organs, etc. The evaluators were often told that schools teachers will simply ask pupils to study the pages in their biology

book about reproduction at home: certainly not an invitation to ask questions in class. When the issue of procreation is raised in the normal school classes at all (with untrained teachers), there is often much giggling and little serious talk. Moreover, many of the books used in schools are very limited with respect to the real information young boys and girls need. The books often use language which is alien to the real world of adolescents. Also when information is given about HIV and AIDS in (government) public campaigns, on posters or TV ads, it is again usually in vague terms, and usually instilling fear about sex, rather than providing adequate information.

In some countries the information in the books and classes is also limited because the schools, parents, governments or religious leaders do not feel kids need to have all the information at school age “as it would only promote promiscuity”. It is often mentioned that sex is only for procreation in marriage, and hence the main issue addressed in many of the books and instructions is abstinence, even in settings where there is clear evidence of adolescents being sexually active. In response to such notions many NGOs, or trained and more open minded teachers do not easily dare to touch issues of sex, sexuality and HIV prevention openly with children or their guardians.

In some countries however, like Brazil, parents gladly leave the sex, sexuality, reproduction and contraceptives’ education to the teachers in schools, saving themselves as parents to deal with these ‘sensitive’ issues at home. In other countries or conservative communities, parents do not want schools to teach about such issues, even if it is part of official government curriculum. Neither do they want to inform their own kids about it.

Only in a few cases (LABE, Juzoor, AADeC) there was reference of the IF partners to active involvement of parents, where they also informed them to some extent what is covered in the schools and the SRHR classes and how parents can play a supportive role at home during the kids puberty phase. In other cases, like BRAC, contact with parents exists to get their permission allowing girls to participate in the village clubs and out-of-village sport activities.

Reportedly, technical information about HIV, personal hygiene, nutritional diets or legal issues around marriage age disseminated in the school and club programmes, sometimes gets shared at home, thereby also informing the parents, though usually the mothers only.

Drying underwear in the sun

Traditionally men in Uganda would never touch the underwear of their wives or daughters. Women’s underwear should also never be visible to them, and certainly not to any outsider passing the compound. The result is that underwear used during the menstruation period and then washed would be hidden to dry in dark corners inside the compound, often becoming the cause for serious infections.³⁰ LABE’s awareness programme for the children in school and the parents includes information on such infections and how this can be prevented by adequate hygiene: better for the wives’ and daughters’ wellbeing and also to avoid medical expenses.

Fathers in a parents’ meeting we attended publicly announced that it is now ok for their wives and daughters to dry their washed underwear in the sunniest spot of the house: *“Even on the outside of the compound if that is the best place. We now also touch our women’s underwear without any embarrassment or hesitation, whatever the neighbours say!”*

The actual information needs of the adolescents themselves have rarely been prioritised when designing programmes, curricula and training programmes: it is mainly the government, community leaders and parents that determine what is covered. The common promotion of abstinence has certainly meant greater acceptability of SRH programmes getting accepted by parents and community leaders, the implications of this limitation need to be considered. How can and will adolescents be able to seek information and support they need given the reality that many of them are sexually active? How will the limited information influence the agenda of

³⁰ Similar cultural practices exist in Bangladesh, where girls reported to the evaluators about serious infections as a result of their inability to properly dry their underwear in the sun. No action was reported yet.

promotion of safer sex practices? In many of the IF programmes the adolescents' right to appropriate and complete information is being violated.

- To enhance a conducive climate for quality education and children and youths' healthy growing up in terms of their SRHR, prevention of HIV and gender justice in general, more attention is required for the involvement of parents in the IF activities organised in the schools or clubs. Quality education cannot be achieved without support and endorsement of its principles and practices at home. But the information needs of the adolescents need to be at the core of the programmes. There is also a need to push the boundaries beyond the current efforts. Breaking taboos with respect to openness about gender justice and SRHR will be a slow but necessary process. For that to happen many staff members of the IF partners, as well as teachers and parents will have to accept the realities of the world of the youth.

- ***IF partners role in curriculum development and lobbying governments***

Some IF partners, like AADeC in Mali, GPI in Nigeria, CLHE in Somaliland, ENDA GRAF in Senegal, BNPS and BRAC in Bangladesh and CYSD in Orissa, India managed to get themselves invited by (state-) government institutions or ministries to assist in policy making and school curriculum development in the field of sexuality and HIV prevention education. This is either in recognition of their specialist expertise and/or field experience with SRH of HIV-related education or the felt need by the government to involve civil society institutions in designing and/or effectively implementing specific programmes in this field. It has given these IF partners the opportunity to make their field level experience relevant and useful for changes in SRH education and HIV prevention. Such opportunities and lobby activities are vital to influence governments on taking progressive steps. But the efforts of these IF partners depend of course on the extent their experience-based information and views are acceptable to the government.

Different experiences with such lobby were recorded in the course of the IF evaluation. In Senegal for example long lobby by civil society organisations has led to making sexuality education in the life sciences classes part of the year-end exam. Henceforth teachers can no longer avoid teaching about it and pupils must learn about it and prepare at home as well. Different from Nigeria where condom demonstration is not allowed in schools, Senegal has also included condom demonstrations in school.

Impact of condom demonstration in schools

Sex education in Senegalese schools is integrated in the Life Science programme. But different from many other countries in the region, that also integrate sex education in schools, Senegal allows and even encourages demonstrating the use of condoms. Because schools encourage abstinence at this age, condoms are not available for sale or distributed in the schools. But the objective of the demonstration is to sensitise and inform youngsters about this, and other methods of birth planning and prevention of STIs and particularly HIV for the future.

Because no study has been done yet on the impact of actual condom demonstrations as method of education and raising awareness on HIV among teenagers, a correlation between the school practice of condom use demonstration (for a number of years already) and the low prevalence rate of HIV in Senegal cannot be ascertained, but Education Ministry officials think that a correlation may exist. The openness, increased awareness and practical knowledge among teenagers, rather than the denial of adolescent sex, may well be contributing to safer sex in Senegal. The Coordinator of Adolescents Reproductive Health of the Ministry of Education recommended a study to be undertaken to know the impact of this practice and its efficiency. This will help to improve the government policies and strategies and remove objections.

Lobby efforts for integration of comprehensive SRHR education in the school curricula are also bound by the IF partners' own build-in restrictions: it is often the NGO's own inhibition and

cultural self-censorship that determines the levels of openness and risk-taking in raising adolescents sex/sexuality and HIV information needs and services in the lobby opportunities and settings.

Senior NGO staff members, invited in such curriculum development committees are not always as forthcoming as junior staff, who deal directly with the realities on the ground and who know the adolescents' expressed needs, would want to see. Seniors indicate that the NGO image is at stake and hence impose such self-censorship. In some settings this leads to a continuation of the ignorance, negation or outright denial of the expressed needs by adolescents to be fully informed about all aspects of SRH and HIV prevention, and be provided with a choice of SRH services³¹. Some of the IF partners, like BRAC and CLHE and some of the partners in the MAINPHASE network in India do not dare to challenge the prevailing norms and actual denial of unmarried adolescents being sexually active, and hence the issues covered in the curriculum are limited, and do not respond to the needs of the adolescents. In some other countries, e.g. Senegal, Nigeria, IF partners take a lead and find government officials in support of a more open approach³².

It must be acknowledged of course that the socio-cultural-religious setting on the one hand as well as sense of realism and level of acceptance of facts about HIV and youth sexuality on the other hand strongly influence and actually determine what can be achieved in curriculum development (lobby) committees. Some topics f.i. raised by CLHE for inclusion in school curricula in the very conservative and restrictive setting of Somaliland are daring, while BRAC not wanting to push for more openness about the real issues, reflects the rather conservative views of the BRAC staff involved.

- When future triangle approach type projects are negotiated with ON partners, their readiness to accept the basic principles of quality education, including SRHR and gender justice need to be discussed and agreed. A slow and staged approach may be required, related to the circumstances, but if the basic principles of SRHR, gender justice and youth rights are not acceptable to the partner, the investments made are not effective and may even be counter-productive.

Gender dimension of the triangle

IF partners, or the staff units dealing with the IF activities on the ground, who themselves are convinced that adolescents need information to prepare themselves, have played a vital role in providing opportunities to increase their knowledge about SRH as well as STIs and HIV.

From all the visits it was noted, however, that the gender justice dimension of the triangle approach, i.e. the different power positions of girls and boys in society, which influence SRHR, sex practices³³ and HIV prevention directly, in terms of contributions to empowerment and reducing vulnerability of girls, are not automatically part of the IF education and awareness programmes, or even the thinking of the NGO. Even though on paper many IF partners agree to the triangle approach and hence the three IF elements, many of the NGOs and many of their staff members either do not see the gender dimension linkage themselves, as they have internalised (and accepted) the existing unequal gender power traditions and practices and are themselves part of them, or they are afraid to address the overpowering patriarchal traditions in force. Difficult, slow and painstaking as addressing these patriarchal power hierarchies and gender positions may be, unless IF partners make gender power transformation part of their strategic thinking, planning, behaviour and actions, little can be expected in term of sustainable gender justice or, for that matter, quality education as defined by ON.

³¹ In different settings, like Bangladesh, Lao PDR, Somaliland, youth shared that they are prepared to pay for services e.g. condoms, testing or information. Their main request is the availability of adequate services.

³² In the case of Nigeria, the limitation in openness about SRH issues lies primarily in the federal government control over school curricula. Some state level education officials, who are already convinced of the positive work done by GPI and themselves exposed to SRH training, want more openness.

³³ Juzoor staff in Palestine reported that because of the fear of pregnancy or the 'rupture' of the hymen before marriage, young unmarried couples often have anal sex. This increases the risks of HIV/STI infections and other health problems especially for the girls. It also indicates how the girls lack power in the relation: the pleasure of the boys takes priority, and the girls give in.

Gender justice as essential and indispensable element of the triangle approach has clearly not received enough attention in the discussions and explanations when negotiating, assessing and approving many of the IF project applications by POs and R&D. Assuming the IF partners acceptance of gender justice as non-negotiable principle when talking about quality education and SRHR does not suffice.

BRAC was a point in case, where senior staff of the IF programme kept referring to unchangeable traditions and the religion³⁴, when discussing options and choices girls would want to make. Even in the adolescents' club setting that the evaluators observed, the music that the girls themselves choose to listen to was considered 'wrong', being too modern; BRAC had earlier provided classical Bengali music, but this CD was 'conveniently lost' by the club members, as they preferred modern music.

Girls own voices in Bangladesh

Strong statements came from girls in the adolescent age group. They have clear ideas of why, how and what they want in terms of their growing up as girls in society as well as sex and sexuality as adolescents. But their voice is hardly heard by the society including many NGOs, they said. Society treats them as passive recipients. The support they want from NGOs is to help them change the community and give them enough space and freedom to grow responsibly. The girls accept pre-marital sex is a reality in the society. But it is always girls who are blamed for sex outside marriage. Girls are also blamed for provoking eve teasing – harassment – incidents. Because issues of consent / lack of consent and the construction of shame and honour do not get covered in the school and club programmes, such blaming and even girls self-blaming is very common.³⁵

One would expect, the situation to be different among women activist' NGOs. But surprisingly, some of the senior staff members (not the directors) of the girls' empowerment organisations GPI and GCN indicated that their training of girls was ultimately preparing her for her traditional roles as prescribed by society.

The road to quality education that incorporates gender justice is long and winding..

➤ ***Exclusion of the semi- or illiterates.***

Almost by default and as a result of the history of the IF triangle approach, the IF fund support has primarily gone to partners who include formal in- en out-of-school education activities in their portfolio. Hence the programmes for SRHR, HIV prevention and girls' empowerment activities have mostly addressed school going youngsters, with basic or advanced literacy skills. Only a few programmes for adolescents address semi-literate youth, like the large scale SRH and HIV prevention training for garment factory workers by VYCDH in Lao PDR mentioned above.

Though fortunately many more young people, girls and boys, do attend formal or informal schools these days, there still are large numbers of kids that still do not have such opportunities and hence they do not easily receive the basic information they require about SRHR and HIV prevention, while their vulnerability is high, in fact often higher than youth with access to education, books, brochures, internet and the world of the modern social media. Illiterate youth may own or have access to a mobile phone but they cannot access the SMS-based information sources, available through some of the IF programmes, with their SRH questions, unless they go through someone else. Particularly illiterate girls whose movement is severely restricted by cultural traditions of patriarchy or norms set by religious leaders are vulnerable to SRHR related problems and abuse, without recourse to adequate information or support.

³⁴ Bangladesh indeed has strong patriarchal traditions and increasingly more conservative 'religious' practices (imported from the Arab region) with regard to the position, dress code and freedoms of women, but society at large as well as many other NGOs have shown that the cultural and religious traditions are not carved in stone. Many NGOs in Bangladesh support girls and women in their development and empowerment processes, constantly breaking so-called traditions and newly imported practices.

³⁵ The external evaluation of the MAINSTREAM network programme in India reported similar findings.

Other forms of SRHR education and organising are required to reach and support youth in such positions. When assessing new applications for funding in the field of the triangle approach, ON should raise the issue of including semi/illiterate youth.

- **Health workers, care professionals, government officials**

A number of IF partners provides training and orientation regarding SRHR and HIV for health workers and other care professionals. A few examples of positive outcome as well as some serious challenges.

BNPS in Bangladesh gives training to government health workers. Though these healthcare workers, on the payroll of the government, were trained by the government for eight months, it was only during the two week training provided by BNPS that they were provided with information (and a pictorial presentation) to really understand the human reproductive system. They were assisted to overcome their shyness to name the organs and learned how to discuss problems their clients may have. They feel much stronger now in their service roles and want more training. They are well aware of adolescents being sexually active and in need of services, but they are not allowed to provide them with condoms or other services when they are not married.

Safe sex and HIV testing in Bangladesh

Getting condoms for safe sex is difficult for adolescents. The family planning offices are only allowed to give condoms to married couples. Condoms are for sale in pharmacies and general stores, but in a village or small town everyone would know the next day that an unmarried boy (leave alone girl) asked for condoms at a store, so you don't buy it yourself. Only through married men (uncles, older cousins) boys can get access to condoms, giving such men great powers over them, as we were told.

With the realisation that youngsters are having sex anyway, whatever the religion and social norms prescribe, availability of adequate information, condoms and HIV testing is really what these youngsters need and are indeed asking for. Some school boys and girls shared in a focus group discussion that they would like to be tested for HIV before marriage. Asked how their parents and future in-laws would respond, particularly because they would have to travel far to have tests done, they said: *"Whatever society says, we need and want to take responsibility for what we did, do and are getting into!"*

On the issue of condoms' availability some BRAC staff shared their frustration: *"We promote condom use, but we don't demonstrate or provide them, and they are not easily available...unless you are married"*. Only one BRAC staff member in the IF project team had heard of and seen a female condom: in a workshop at OxfamNovib!

BRAC staff interviewed was not aware that Bangladesh with 160 million inhabitants has only two government HIV testing centres in the entire country. There are about eight more HIV testing facilities run by NGOs. The BRAC staff dealing with the IF project had assumed that every government district hospital would have testing facilities. Most people, who want to go for voluntary testing, would have to travel a long distance. That does not remain unknown at home.

Bangladeshi migrants who test HIV positive when working abroad, e.g. in Malaysia, are sent back home immediately. They remain silent about their status when they return to their village. No health care or counselling service is provided or available to them.

Al Juzoor in Palestine was initiated by highly qualified and established health professionals, who were involved in the health policy development at the time the PA was established. The government has high regards for their views, which gives them space and positive leverage for advocacy on different issues, such as the lobby to change the legal age of the marriage (which is now 15 for girls and 16 for boys and in reality often even lower) to 18 for boys and girls. Juzoor also lobbies for better services and new policies to protect women's rights.

Al Juzoor has become a recognised and certified training institute for health care professionals in the West Bank to upgrade their knowledge on reproductive health care and HIV prevention. They are also involved in the training of professionals working in the camps in the field of health and education on referrals e.g. for handling sexual abuse and other forms of VAW. But because of the closed nature of the camps, with very limited access for professionals into the camp communities, such trainings will only have positive outcome if and when the professionals in turn can train and convince the youth and the family protection committees in the camps of the need to raise these issues. Only then ownership can be expected and the start of a change process.

GBV and rape

Both in the camps and outside, there is a lot of GBV and rape, reportedly often by fathers or male kin. Yet rape rarely gets officially reported, out of shame and honour of the family. Actually the raped girl/woman becomes the 'victim' in the views of the public: 'she must have invited it'. Juzoor tried to get abortion accepted in case of rape, but religious leaders so far have not allowed that.

Juzoor does not provide parallel services, but wants to be complementary to government services, by strengthening their capacity. This is an important strategic choice because of the competition between the government and civil society in general. Juzoor cooperates primarily with the ministries of Health and Education and trains government staff (policy makers, doctors and other health care providers, teachers, etc about HIV, etc.) in short and long training courses. At community level as well as in (rural) schools Juzoor organises classes and awareness programmes covering a/o SRH, HIV and other STIs as well as health diets to avoid a/o diabetes.³⁶

In the field of HIV prevention Juzoor faces challenges in recognition and prioritising of the problem. With large numbers of Palestinians working and living abroad and travelling back and forward, there are serious risks of HIV and other STI infections, similar to other situations of high labour mobility. So far, however, the PA has not given much attention to HIV prevention or public awareness: in view of the continuously precarious political situation the PA does not consider HIV prevention a priority area.

TVPEP and NISAA in South Africa contribute to orienting judges and advocates at the courts and, in the case of TVPEP also police officers filing or investigating cases, about the difficulties and sensitivities with respect to cases of domestic violence and rape. The orientation with police personnel focuses particularly on the fears and problems that many VAW and rape survivors have in filing their cases, yet the need to be fast in order to reduce the risks of HIV infection through the administration of PEP.

Police officers interviewed in Limpopo (where TEVP works) confirmed that their understanding of VAW has broadened and they feel more motivated and supported to investigate cases brought to them, rather than leaving those pending till forgotten or otherwise dismissed or withdrawn. These two NGOs follow rape and domestic violence cases closely, supporting women survivors with information and court counselling to have their cases heard in court or mediated outside court if preferred.

The practice of case dismissals through corruptive practices or women withdrawing their cases in fear of more violent or other negative consequences remains a serious challenge.

Pratham and CYSD, partners in the MAINPHASE network in India. Both NGOs realised that health care professionals needed to be addressed as part of their SRH projects particularly because Pratham and CYSD would refer adolescents (and adult women) to doctors with questions related to reproductive and sexual health, but they were well aware that given the current attitudes of many health professionals, these doctors may not respond in a non-judgemental manner to adolescents or adult women, who are seen to be breaking social norms.

³⁶ Squeezed between traditional ways of rural living, earlier heavy physical work and accompanying diets and the attractions and food habits of a middle income country today but without physical work opportunities or other forms of exercises, diabetes has reportedly become a serious health problem.

During the needs assessment /situational analysis exercise that the NGOs had undertaken as part of the network project, health professionals from their side had indicated to be willing to engage with the project on issues of SRHR.

CYSD has subsequently included working with local health professionals on issues of HIV and AIDS in its project in Orissa. But Pratham in Gujarat reported “*that it had been unable to pursue this because such an initiative was regarded by Oxfam Novib as falling out of the scope of a project whose objective was education*”.³⁷

This is rather surprising and obviously is an issue for ON to resolve.

▪ ***Addressing the general public: use of media for SRHR, VAW and HIV awareness***

A number of IF partners a/o GPI in Nigeria, AADeC in Mali, NISAA and TVEP in South Africa use radio and TV broadcasts for SRHR and HIV awareness programmes. Some of the programmes also cover VAW, relations, schooling and drop-out prevention and other related issues. Some programmes are exclusively hosted by these NGOs, most programmes are co-hosted. From various types of feedback, the evaluators learned that these programmes are much appreciated by the broadcasters as well as the listening audiences. In some cases the broadcasting companies arrange media and interview training for the IF partner staff members involved in these programmes.

During the weekly/bi-weekly or monthly programmes topics around VAW, ‘16 days campaign’, rape, HIV facts and myths, dating issues, position of youth, etc. are discussed, often with the help of (health care) guest speakers, interviews held at community level, small studio debates or radio plays. Much time is usually reserved for listeners calling in and sharing their experiences or raising questions. The radio programmes have shown to be a very effective means to reach a large audience with information about SRH, women’s rights issues, HIV and related topics. In the case of two IF partners, TVEP in South Africa and AADeC in Mali, the radio programme time often had to be extended because the number of callers could not be handled within the allotted time. When necessary and wanted, follow-up to individual cases of abuse shared on the radio programme is arranged. Increasingly men of different ages also speak out about violence and abuses.

Though statistical data on listenership or TV view ratings are not maintained by any of these broadcasting stations or the IF partners involved, the number of incoming calls to the programme as well as the nature of the issues raised through questions by the listeners is certainly an indication of the usefulness of programmes for information dissemination and for providing public space to be heard on GBV, relations, and HIV-related issues. The programmes obviously answer a need for information among both women and men of different generations. But to what extent newly acquired information e.g. about methods to prevent HIV, testing, AIDS-related medication, marriage age, women’s rights, handling domestic violence, discrimination of PLWHA, etc. actually leads to changes in attitudes and behaviour is not known or tested by any of the IF partners or broadcasters. Only in a few cases there is direct contact with listeners’ groups at community level, eg when programmes are cassette-taped and used again in the community groups for discussions on specific topics.

Some broadcasters do worry that too much repetition of the same issues may reduce the interest in the programmes. It would therefore be useful for the IF partners concerned to arrange listenership or viewer surveys to remain optimally relevant and keep the support of the broadcasters. It is also necessary to continuously renew the programmes and ways of covering the issues.

There is ample experience around the world with the use of community radio for either passively/interactively sharing useful information or actively involving communities making their own radio programmes related to social change issues like gender justice, SRHR,

³⁷ Quoted from external evaluation report: NIRANTAR, 2009 “Evaluation of MAINPHASE”, New Delhi

discrimination, etc. Either through KIC (now KIM) or otherwise ON can contribute to strengthening IF partners in the effective use of radio and TV for the HIV prevention, SRHR, GBV, gender justice and promotion of quality education.

- ***Addressing the general public: community and public meetings***

Some IF partners organise awareness sessions at community level or for the general public, where AIDS, AIDS based discrimination and HIV prevention and in some settings GBV, abuse, rape and harmful traditional practices are covered. While these sessions may be useful as information for the individuals attending, similar to radio and TV broadcasts, the outcome of such activities - and the human resource investment made - is not known and may be rather limited, as the individual may use the information for her/his own benefit or at best may inform others in her or his close circle. In the case of TVEP in South Africa a series of such sessions were organised at different distant communities requiring considerable time and transport cost, but without clear objectives, selection criteria for the participants of the sessions or local involvement for preparation or arranging any follow-up.

When such awareness and training sessions are adequately prepared and addressing an audience of selected (potential) community leaders or persons in public positions, they may yield a much greater multiplying effect (and thus be a better 'investment' of scarce resources), particularly when follow-up is included as part of the programme planning.

In the programme of ACORD in Ruanda, awareness activities on HIV and AIDS and the position of PLWHA are built into the community level activities (through the traditional 'ihuriro'³⁸ system and women's groups) as 'work-place' issues that influence agricultural productivity and food security and hence one of the root causes of the prevailing poverty. Access to land, knowledge and other means of production is addressed from a (women's) rights position, directly relating to gender injustices and the lack of control/influence over rural development policies. By strengthening the organisational capacities of women and their access to resources and knowledge this programme also contributes to reducing the feminisation of poverty. The external evaluation³⁹ is positive about the progress made thus far and recommends continuation. It indicates that for the reduction of the vulnerability to HIV and the impact of living with HIV or AIDS, testing and actual care arrangement would need to be organised as part of the principle of GIPA. Only knowing about HIV or AIDS is not enough.

- ***Integrated services to survivors of rape and GBV***

For a number of years already the trauma centres of TVEP in South Africa have been providing a rather unique one-stop integrated service of medical, psychosocial and legal support to survivors of rape and other forms of GBV⁴⁰. Their 24/7 service consists of immediate counselling (and follow-up when required and desired); a medical check up, testing and treatment if required (including rape evidence protection), an immediate care and comfort package, short term safe-house hostelling if required and on the spot reporting to the police and filing of a FIR. This is done by medical and police staff coming to the trauma centres (positioned adjacent to hospitals) specially oriented by TVEP to handle such traumatic experiences sensitively. TEVP's immediate service includes the administration of PEP (Post Exposure Prophylaxis) and subsequent home based follow-up and support on its usage) as prevention for the HIV infection risk through rape or otherwise involuntary sex. TVEP is the

³⁸ An *ihuriro* is a collective community effort to achieve something practical for the households involved. Traditional examples are for *ihuriro* members to work together on each member's land in turn and similar systems exist for rotational cash saving, transport for sick people, caring for elders or rebuilding a house. *Ihuriro* is based on the traditional cultural values of reciprocity and solidarity. They are always self-organised. ACORD in Rwanda supports the *ihuriro* in using this tradition to discuss and take collective action on issues such as soil erosion, land rights, HIV and AIDS, gender or conflict.

³⁹ Hakizimana, Protais, 2010, Rapport d'évaluation externe de fin de programme de ACORD Rwanda: "Renforcement des moyens d'existence des populations rurales et de leurs capacités de plaider pour leurs droits et d'assurer la sécurité alimentaire."

⁴⁰ In most countries in the world survivors of rape and sexual violence have to go to separate services: the police to report/file a case, a doctor or hospital for medical care and tests and - if available at all- elsewhere again for trauma counselling. In the Netherlands the first integrated centre for sexual violence, providing services like TEVP, was established in Utrecht only early 2012.

only (known) IF partner training its staff on the use and actual provision of PEP as HIV preventive method within 72 hours after sex. Several of the IF partners visited were not aware of the existence and usage of PEP and were keen to know more about it.

Noticing high eagerness among IF partners to learn about PEP, usage methods and limitations, availability, side effects, etc. for the prevention of HIV infection in case of rape or other infection risks, ON can use its KIC (KIM) knowledge programme to facilitate sharing relevant information on PEP and actively inform IF partners on the availability of such information.

Apart from TVEP, also Nisaa in South Africa and GCN in Zimbabwe offer rape/VAW counselling and survivor support. So far none of these three NGOs have engaged in male (abuser) counselling, even though requests for that have often been made both by the rape/violence survivor and (younger) counsellors.

“Please bring my husband here for this session”

Many of the women in the townships that come to NISAA in South Africa for support and counselling after experiencing continuous GBV at home request the counsellors to invite their husbands as well for the sessions. Numerous cases are reported of frequent violent behaviour and sexual abuse (often with the risk of HIV, other STI infections or unwanted pregnancy). The violence is often explained as resulting from alcohol or drug abuse often related the frustrations of joblessness and sitting idle without income, losing the sense self-worth as ‘provider’, while the wife brings in a meagre income through small jobs. In most of the cases, and usually in absence of any alternative, the abused women will go back to the same home and husband. They want their husbands to be included in the counselling and have the counsellor present when the frustrations are shared and possible ways to stop and deal with the problems are discussed. The management feels that this requires more training in counselling as well as security/protection measures which NISAA indeed cannot provide as it is.

From the visits to many of the IF partners it is clear that the issue of the role of men in gender-injustices, violence and HIV spreading, and his possible role and responsibility in addressing this has not received much attention. While some of the IF partners are well aware of the strong influence of prescribed roles and patriarchal expectations of men and hence the masculinity crisis at times of high unemployment particularly of men, little is done by IF partners so far in developing appropriate strategies in response.

▪ ***Promotion of universal access to the female condom***

One IF partner, TVEP in South Africa, has been promoting the female condom as method for women to protect themselves against STIs, HIV and unwanted pregnancies⁴¹. Though prevailing SA government policies require the female condom to be free and as easily available and accessible as the male condom, in reality the female condom is often not available at all: stocks in government distribution points are small and do not get replenished in time.

The research and lobby activities around the female condom have taken TVEP’s outreach from the provincial level to the national level, and soon very likely also beyond the boundaries of South Africa. The research and lobby activities in relation to the accessibility and availability of the female condom have a two-pronged approach:

- a) Unearthing the causes of the non-availability of female condoms in adequate numbers (likely related to corruptive tender processes);
- b) Developing an economic ‘business case’ for the acceptability of the much higher cost to the state of adequate availability of the female condom (high costs is often used as excuse for non-availability).

⁴¹ Women are encouraged to use the FC2 as a means for protection they can control in case of the risk of STIs, HIV or pregnancy, f.i. when dealing with ‘stubborn’ partners (drunken, abusive, violent). A reportedly common use in Limpopo, South Africa, is when travelling across the border from South Africa to Zimbabwe, when the likelihood of rape by border security forces on either side is extremely high: the FC2 can be worn as prevention for up to six hours.

While the protection against HIV, other STIs and pregnancy is a very valid reason to undertake such research and to promote the female condom, particularly in cases of the chances of GBV and rape, it was striking to note from a number of detailed discussions that the issues of male patriarchal dominance, male pleasure priority, gender inequalities and sex without consent, do not appear to feature much in the promotion of female condoms by TVEP. The FC2 is promoted for the male audience as a sex toy particularly giving greater pleasure to the man (and potentially the woman). Yet, the promotion of the FC2 could well be used for women's empowerment and assertiveness in sexual relations and thereby go beyond male pleasures and female protection only: *consent is sexy, no consent is rape*⁴².

▪ ***SMS helpdesk for adolescents***

ENDA GRAF in Senegal and GPI in Nigeria, with the support of OneWorldUK have developed SMS answering services (as a 'help desk') for questions of adolescents related to SRHR, HIV, AIDS, dating, VAW and related issues. Questions are responded to by a team of trained age-peers and hence they use the language spoken and understood by young people asking the questions. In Nigeria the organisation has been able to get the financial support (reduced rates) of a mobile phone service provider. Similar negotiations are underway in Senegal. The service is much used and appreciated: many of the urban and semi-urban adolescents own a mobile phone or have access to the mobile phone of close friends or family members. Because of the semi-anonymous and one-to-one question and answer opportunity, issues of shyness about the issues raised do not arise much. The main constraints so far have been of technical nature: power failure and fixed-line internet in the office to respond to the questions asked by SMS, hence closed in the weekends when the office is closed.

Butterfly Works, the Dutch company that jointly with OneWorldUK developed the interactive SRHR PC-based e-learning programme used by some IF partners, has now developed a similar e-learning programme that can be used on certain types of simple smart phones. Because many more young boys and girls own or have access to mobile phones rather than to PCs, particularly outside urban areas, there is good scope to strengthen these youth friendly ways in response to their need for SRHR and HIV prevention information.

2.2.2 Innovative elements; links and level of coherence in the triangle

Much work has been undertaken by IF partners and large numbers of young and adolescents girls and boys have been provided with minimal, basic, and in other cases much of the information they require to understand the biological changes they are going through during puberty and to make informed choices about their SRH-related behaviour, responsibilities, needs and safe ways to protect themselves against HIV, other STIs and unwanted pregnancies if and when they decide to start having sex. Many teachers and professional service providers, but also the general public have been provided with insights in HIV prevention and the linkages of HIV vulnerability to SRH and GBV and – be it very limited – linked again the different power positions of men and women in society.

➤ ***Incorporating the triangle approach linking Quality Education, Gender Justice and HIV prevention/SRHR: different levels of understanding and incorporation***

Most of the IF funded programmes are still in their early stage of development and hence the incorporation of the different elements and the triangle approach at large in the different programmes is at different stages. Some partners were not aware of the triangle approach concept behind the IF and hence have not considered designing their activities accordingly. Others entered the triangle from their earlier focus area and are slowly recognising the value of the interlinked approach. Yet others have difficulties understanding the linkages or are not ready

⁴² This is the name of a successful campaign jointly organised by ADLIB studios and NISAA at the University of Witwatersrand in Johannesburg.

to accept all elements of the approach. The concept of quality education, requiring the equal inclusion of gender justice and all aspects of SRHR is yet to mature for many of the IF partners. The IF evaluation has shown that ON - management and R&D - has too easily assumed that ON's own staff as well as the (prospective) IF partners understand and accept the constituting elements and principles of the triangle approach.

➤ ***New and innovative elements introduced under the Innovation Fund: great variations***

What is innovative in one country is already common in another; hence innovation is a relative and context specific concept. Some such elements are mentioned here⁴³. This list is not exhaustive, neither are the different elements seen of accepted by all IF partners.

- The most salient overall feature that can be seen as innovation is the recognition of (school going) children and adolescents as the focal audience for most IF education, training and awareness programmes to prevent HIV, whether or not publicly acknowledged and/or accepted in their sexual and moral agency, particularly in the light of the still very common public denial of adolescents pre-marital sexual activities, also by governments and many NGO staff;
- The slowly growing awareness that the traditional exclusive focus on girls and women has negated boys and men in SRHR, their role in HIV prevention and their un-emancipated position in gender justice; this awareness however, is not universal yet among the IF partners;
- Increased understanding that boys should learn about girls changes during puberty and vice versa and that boys and girls need to have separate spaces for learning as well as together about SRHR.
- The acknowledgement that the shyness about sex and sexuality during puberty for young people as well as adults and yet the need to have access to vital information about SRHR and HIV prevention can be partially overcome by modern technology solutions like the interactive e-learning tool and the SMS helpdesk;
- Mobile phone service providers can be interested to sponsor (free/reduced rates) to enable SMS helpdesks;
- External SRHR experts can positively contribute to break through barriers and taboos imposed by local cultural traditions;

➤ ***Intended changes and innovations: relating outcomes to plans agreed in the different Toolboxes***

The Toolboxes and underlying documents provide the technical and numerical details of the proposed programmes, activities and expected outcomes as well as the position, history and broad approach of the partner organisations. The activities undertaken are generally in line with the plans agreed in the Toolboxes, be it sometimes slower or faster in time, or incomplete so far. As indicated in Chapter 1, The Toolboxes and underlying documents do not provide baseline data on cultural practices, attitudes, taboos and knowledge levels related to SRHR, HIV, GBV or prevailing gender power issues and the weight of patriarchal norms and values, nor do they indicate what changes are considered desirable. Except for a small number of IF partners, for example members of UNSEEM in Uganda, MAINPHASE network members in India and Juzoor in Palestine that undertook needs assessment or actual baseline data studies, the level and achievement of desired changes can only be assessed in their own right rather than in relation to intended/agreed changes.

➤ ***Difficulties and obstacles faced in linking Education, Gender justice and HIV prevention***

With IF partners (or partner departments) often entering the triangle from the field of traditional education, their understanding of the *quality education* concept and the triangle approach logic, and in that the role of gender power differences in contributing to the vulnerability (for HIV and abuse) of women, is generally weak and not much considered.

⁴³ The innovative elements are described in more detail in the country/partner cases descriptions available on request with ON.

- Prevailing education methodologies and practices in most IF partner countries are rather traditional and based on rote-learning techniques with the teacher as authority, rather than promoting interactive learning, questioning, internalising and taking responsibility for one's attitudes and behaviour, which is required for breaking through traditional gender power positions and practices and preparing for healthy relationships, sexuality and safe sex. In absence of exposure to and training in alternatives in their own life, many IF partners' staff members do not promote alternative ways of learning. Quality education as intended by ON in its policy documents has not yet been (fully) understood, nor become practice for most IF partners.
- Some IF partner' - particularly senior - staff members have their own inhibitions when talking about sex, sexuality and HIV and publicly conform to the dominant societal views like public denial of HIV as a serious issue in some countries, or non-existence of pre-marital sex, or gender power norms and traditions;
- Many governments, communities or religious institutions in IF partner countries oppose openly discussing sex, sexuality and HIV or making condoms and other services available. They thereby block adolescents to the information and services they require to make informed choices and protect themselves against HIV and unwanted pregnancies.

Addressing the above issues often hinges on the IF partner's staff own conviction and commitment to changes and the level of their influence at micro (school, community) or macro (province, national government) levels: as described in 2.2.1 some IF partners, like VYC, LABE, or GPI are making progress and have already been successful, others, like BRAC remain part of the very problem themselves.

Given ON's principles as laid down in business plans and policy documents, it is the task of ON to make sure its own staff is adequately equipped - and given sufficient time - to inform and orient IF partners about the quality education concept (including support to develop capacities in this light), before negotiating and entering funding arrangements.

➤ ***Adequately addressing all components of the Innovation Fund: education, gender and HIV prevention***

The original objectives and views held by IF partners (or specific staff units) greatly influence the ways, readiness, skills and level of incorporating the different elements. Three IF cases, externally evaluated in India as part of the MAINPHASE network, exemplify what was seen in other countries as well: the partner earlier already focussed on sexual and reproductive health is (still) not addressing rights; the partner earlier working on health and gender rights does not address issues of sex and sexuality much; the NGO coming from the field of HIV and AIDS had a strong tendency to draw upon a fear-based approach, as their priority was reducing risky behaviour and in the process did not pay much attention (yet) to SRHR or gender matters.

The ***gender justice*** dimension of the triangle approach has been addressed and understood the least, even by NGOs focussing on domestic violence, GBV and rape.

Gender power issues and their direct and indirect influence on sexual behaviour, risk-taking and links to HIV infections rarely featured as part of the NGO's analysis and design of activities. Differences between boys and girls are addressed primarily from a biological and legal (marriage age, rape, abuse, violence) perspective. Some NGOs accept the prevailing broad gender injustices and focus either on protective measures against rape, abuse, early marriage and HIV infection or preparing girls to primarily come with the reality and become good housewives in accordance to prevailing societal norms (e.g. GPI: girls should dress conservatively; not go out to discos; BRAC female club members are told how to behave, what music is acceptable).

Only very few of the IF partners address (or allow) issues of diversity in terms of sexuality. As indicated earlier, in programmes that actively refer to 'attraction' in their coverage of sexuality, dating, friendships, etc. the teaching modules and pictures mention nearly always 'attraction to

the opposite sex'⁴⁴. Also discussions with students or members of youth clubs almost exclusively referred to attraction to the opposite sex. Only once in a girls' club training session in GPI, when the discussion was about friendships, attraction and desires and girls raising issues spoke only of attraction to boys, one girl took the floor and said without any hesitation - or opposition - that such attraction, friendship and desires can also exist between two girls or between two boys.

In discussions with IF partners engaged in education in different countries, it was often mentioned that covering same-sex relations was not permitted. Sometimes the very question was shrugged off in such strong ways that rather than not being permitted, it was obvious that the IF partner or the particular staff member her/himself was not ready to discuss this issue. That same sex attraction is part of the reality and diversity among adolescents anywhere in the world is well known. However difficult covering the subject indeed may be, given the general public views, not covering this issue is a denial of the needs for information of adolescents and leaving some of them with great anxieties.

Other issues that do not get adequate coverage because of the existing social gender construct are shame, honour, consent and freedom of choice (regarding partner, not/having sex, wanting/not wanting children). These issues are closely linked to sexuality, behaviour and hence the scope to determine one's own future as young woman or man. Particularly when abstinence is the main permitted message for adolescents and heterosexual marriage is the expected and enforced social norm, adolescents are left in the dark with many of their questions and find no recourse to report on sexual harassment or violations they may experience, or access services they may require.

HIV prevention directly relates to sex and to un-safe sex as the primary mode of transmission. Where promoting abstinence is the main message, partners often do not speak much about sex, intercourse and condoms for protection.

Based on their own or societal restriction, BRAC does not refer to sex as main mode of transmission for HIV in their education programme in schools, thereby seriously limiting the HIV prevention scope of that programme.

Societal undesirability of pre-marital sex (common in many countries) has been turned into public denial of adolescents being sexually active and hence denial of the need to include sex in the information and education package about SRHR and HIV prevention and subsequently becoming a denial of the right of youth to adequate information. Many IF partners are faced with such denial and restrictions and officially only promote abstinence. Depending on their own convictions, creativity, convincing capacities and bravery a number of partners have broken taboos and include sex and sexuality education in their programmes.

➤ ***Longer term effects and the effectiveness of the organisations and programmes***

The evaluation has shown positive effects that will have a lasting effect; some or much increased HIV prevention and SRH information coverage in places where adolescents earlier did not get any such information at all; as well as negative confirmation and actually strengthening of the existing patriarchal gender norms that limit gender justice, women's empowerment and space to determine their own life, and/or denies youth girls and boys their right to adequate SRHR information: mixed results.

Those programmes that do not touch SRH, HIV prevention or gender justice at all in their educational activities, and hence cannot be considered contributing to quality education, cannot be considered having a lasting effect in view of the triangle approach principles.

Because many of the programmes, particularly those that relate to lobby and inputs into new SRH(R) curricula for schools are still in progress and require more time to show results and the scope to have longer lasting effects.

⁴⁴ The interactive French language PC e-learning tool used in Senegal "Apprendre A Vivre" developed by OneWorldUK with ButterflyWorks, however, includes one short item on same-sex attraction. To what extent this gets further covered in classroom sessions is unknown.

“When you see a GPI girl, you know it is a GPI girl”

A common statement about the way the GPI training programme in Nigeria strengthens girls' assertiveness, knowledge and influences her behaviour and attitudes.

- The assertiveness training programmes for girls by a number of IF partners builds new attitudes, dignity, self-confidence and skills among many girls that cannot be taken away.
- Similarly, some of the educational programmes that address boys and girls in understanding each other's changes and needs (e.g. during menstruation), help to build respect and a positive attitude by boys to care and remove some old harmful traditions, and for girls to become more assertive.
- Parents/guardians and other adults directly (or indirectly through their children) addressed or informed in some programmes have gained new knowledge about HIV prevention, about AIDS, about the value of education, about harmful traditional practices, norms and views. Where such parents, guardians and other adults have used the newly gained knowledge and changed their practices, this is likely to have a longer term effect on themselves, their communities and the health, wellbeing and future of the children under their guardianship, particularly when communities support such changes.
- Education programmes that do not dare to acknowledge the real issues at stake: adolescents - boys and girls – the world over are sexually active, whatever the religion, the religious institutions or the society prescribes, are doomed to fail in terms of HIV prevention and gender justice. Many partners as well as their programmes are yet to mature and hence the development of long term positive effects requires more pro-active effort as well as time.
- Programmes not challenging and hence actually confirming patriarchal traditions and gender inequalities do not have a positive and lasting effect with respect to gender justice, girls' and women's empowerment or boys and men taking on new roles and responsibilities.

3. Capacities and skills of the IF partners

3.1 Understanding, capacities and commitment to change

Very few of the IF partners were engaged in all three elements of the triangle approach, prior to the start of the IF. Though some of the partners have separate departments dealing with the different issues of the triangle (like BRAC in Bangladesh with over 100.000 staff members has a department dealing with education, one with gender and one responsible for economic activities, which a/o runs a programme with HIV+ widows), few partners have a policy or approach of actually linking and integrating all three elements. With the triangle approach ON indeed introduced a new way of integrating vital elements of development that may slowly contribute to the development, spread and strengthening of quality education.

The conference organised by ON, SAfAIDS, Hivos and KIT in South Africa in April 2010 was a great opportunity for selected IF partners and many other NGOs from around world to examine and discuss the linkages between the different elements. The discussions showed the need to also pay attention to culture and religion as important factors to hinder and/or contribute to gender justice, adequate education and hence the scope for HIV prevention, thus turning the triangle in effect into a tetrahedron. The participants in this conference endorsed and appreciated the linking of the different elements by ON to become more effective in HIV prevention, but also in prevention of GBV and the promotion of gender justice.

For this evaluation, the assessment of IF partners in terms of their capacities, skills and commitment to change, is based on the files, reports, documents and educational materials reviewed, the meetings and interviews with the partners in the field and the observations of the evaluation team during the field visits, training sessions and other activities witnessed.

Observations and analysis

For most IF partners, '**gender' still equals 'women'**, even if their documents would use the common definitions that include roles and position of men as well. It is not common practice among most IF partners to link (local) patriarchal traditions and cultural practices and to look from that angle at power and gender differentiation, impacting on relations, sexual practices, male domination, GBV and women's rights to determine her own life and destiny. Even NGO partners dealing with GBV, trauma counselling and training girls to become assertive, focus primarily on coping mechanisms under prevailing patriarchal norms and male dominance, rather than questioning, challenging and transforming those very norms, which is the premise of quality education as formulated by ON. As referred earlier, the trainers and leaders of some NGOs even explained their approach as preparing girls to become good housewives! Or for girls to learn how to dress conservatively and resist outfits that may be considered provoking. While the realities on the ground have to be accepted and appreciated as given facts at the start, to work towards sustainable gender justice requires questioning and in an appropriate way challenging and transgressing male dominance and norm setting and hence creating just alternatives for women and men alike.

The understanding of the different elements of the triangle and the logic of their inter-linkages varies much between IF partners as well as within partner organisations. It showed clearly their quite differentiated understanding of *gender* as more than the number-of-female-staff members in the organisation or the number of women benefitting from an activity, and of *SRHR* as more than sex or condom demonstrations.

Also the knowledge and *skills* to develop alternative, liberating and empowering forms and methods of teaching, learning and education showed great variation. PADETC in Lao PDR, and to some extent BOTH in India have developed new, interactive, experiential and community linked approaches to educating and learning, while BRAC in Bangladesh or CLHE in

Somaliland accept traditional top down rote-learning techniques, leaving no space for interaction or questions.

The *technical knowledge* about HIV and AIDS showed great variation as well, ranging from newly developed adequate informative educational materials to flash cards and DVD's providing incorrect information a/o about HIV transmission⁴⁵.

Only one IF partner interviewed in the course of the evaluation, TVEP in South Africa, was aware of PEP, and administers it after rape or otherwise (involuntary) unprotected sex. Other IF partners were unaware of PEP, but keen to learn about it, after hearing of the TVEP experience.

A number of IF partners *instil fear for sex* among adolescents by portraying HIV as necessarily ending into the deadly disease, rather than an avoidable infection, or, when infected, a disease that will stay with a person like diabetes or high blood pressure but that can be controlled with adequate diet and medicines, provided of course it is available and affordable.

HIV and AIDS as respectively virus infection and deadly disease syndrome are generally – also by ON at least till recently – referred to as HIV/AIDS or HIV&AIDS as if one and the same. This confuses many people and presents the wrong message.

It was regrettable to learn e.g. from the evaluation of the MAINPHASE network in India, about HIV awareness activities based on instilling fear, primarily focussed on reducing risky behaviour, despite the evidence through research that fear-based approaches in HIV prevention do not work. Perhaps more importantly, fear-based approaches negate the rights of adolescents and contradict the quality educational principle that learners should be encouraged to think for themselves.

Quite different messages were found as well: not fear but *denial or minimising* the existence of HIV in the country. Senior BRAC staff in Bangladesh, responsible for the IF project, confidently stated, based on their observations that HIV or AIDS hardly exists in Bangladesh: 'No, we don't see those people here; perhaps there are some at the Indian borders'.

Information needs. During the conversations the evaluation team had with IF partners, it was clear that staff members were often well aware that they missed information on certain aspects of the triangle approach, whether technical, in terms of adequate training and education methods, HIV transmission, female condoms, or in understanding adolescents thinking, the ability to deal with restrictive cultural and religious norms, leaders and institutions, or about the gender dimensions of the work undertaken, or ways to link the different elements.

Many IF partners were eager to know how other IF partners under similar or very different cultural and religious circumstances in other countries or continents had addressed similar constraints with respect to e.g. public denial of HIV prevalence, non-acceptance of adolescents sexual activities; or restrictions by parents, the government, parties or religious institutions to teach 'life science' in a realistic and open way, demonstrate condoms; ensure teachers teach the real subjects or how to respond to the sometimes very direct questions of youth, and guide them in their maturing process (including dealing with peer pressure, delaying sexual intercourse), how to approach boys and men in the gender equation or how to handle NGO's internal resistance to gender justice and questioning male dominance.

The reflection time created during the IF evaluation feedback sessions with the team members often touched upon the linkages between gender power abuse, patriarchal traditions, HIV prevention, culture and religion as reason or excuse and the various styles of learning and educating young people as well as their parents and guardians. Time and again the question

⁴⁵ The evaluation team saw concrete examples of incomplete and even wrong information in the education materials produced by BRAC in Bangladesh. Review of materials and discussions with some other IF partners revealed more such disputable and incomplete information. This finding may call for collection and review of all the materials produced by the 80 IF partners, particularly when carrying ON's name; but such task is and remains the responsibility of ON as funder in relation with their partners. Because it is beyond the scope of the IF programme evaluation and not the task of the evaluation team, this evaluation report does not provide statistical data on the frequency of incorrect information in individual IF partners' materials.

arose and even requests were formulated whether ON could facilitate *visits to other IF partners* to see (or to function as intern) to experience and exchange different approaches and methods.

Equally and perhaps even more important than the understanding, knowledge and skills of the IF partners or the staff members of the NGOs handling the IF-funded activities, is the *commitment and willingness of the IF partner* to accept the principles of the triangle approach, gender justice and SRHR and the rights of adolescents to adequate information as non-negotiable. As indicated in chapter 2, this total acceptance is not guaranteed and cannot be assumed by having signed partner contracts.

Given the sensitivity of matters related to sex and sexuality and the tenacious nature of gender injustice often embedded in prevailing social and religious traditions, each IF partner needs to develop context specific strategies, skills, formulations and build appropriate alliances to break through taboos, barriers and obstacles. Towards that end IF funding has been used by a number of IF partners for internal skill training, strategising or developing appropriate education materials, sometimes with the help of specialised outside agencies. Even after acquiring the necessary skills, the process of implementing activities in line with the triangle principles remains difficult and sensitive and many obstacles have to be overcome. Commitment and determination helps IF partners to break through taboos, slow and painstaking as that process may be.

A number of IF partners, staff groups within partner organisations, or people at management level of partner organisations, however, have not shown such willingness and commitment to accept the non-negotiable principles of the triangle approach as described. Whether based on their own conservative and patriarchal convictions or fearing the risk of societal repercussions for themselves or the image of their NGO, some partners have not accepted the principles and hence do not attempt to break through any taboos or to enlarge the space to question traditions that contradict women's rights and gender justice. Their programme's contributions are at best neutral or limited, but given the IF principles and needs of adolescents some or elements of their activities are actually negative as they confirm the status quo: gender injustice and negation of adolescents SRHR.

3.2 Monitoring and Evaluation

Most of the IF partners have reporting and M&E systems in place. However, most of these systems do not go beyond reporting facts and figures in relation to planned activities. They are often primarily designed to satisfy the needs of funding agencies, rather than really owned by the NGOs and undertaken for their own benefits. In terms of monitoring and measuring changes in understanding, attitudes and behaviour/practices, IF partners have not progressed much.

Only a few IF partners, Al Juzoor in Palestine and the IF partners in Uganda, have collected baseline data that can be used as basis for monitoring purposes. The three MAINPHASE network members in India did undertake needs assessments, prior to starting their work, but these were not further used as data for planning and/or monitoring their work. In fact in their case the clear evidence of adolescents' sexual activities and hence need for information about safe sex and other SRHR issues was 'overruled' by their focus on abstinence.

The evaluation team acknowledges that M&E in the field of changing attitudes and behaviour over time in the broad field of the triangle approach is not an easy matter and involves to a great extent engaging in intelligent guesswork rather than infallible certainties. But not developing any baseline and indicators of change in close cooperation with the adolescents (or others) addressed, makes reflecting on the choice and quality of approaches and methods difficult and open to many interpretations and claims of success or blames of failure. M&E can certainly be designed as empowering and locally owned processes⁴⁶, and still meet funders needs.

⁴⁶ Reynders, 2011

The workshop ‘Measuring Behavioural Change; education, gender and HIV prevention’ organised by ON in November 2010, which brought together researchers and IF partners, examined a number of tools for measuring attitudinal and behavioural changes. It is, however, too early to expect these new tools to be compared, tested and already in use. Many of the IF partners are limited in staff who can engage at the level of adapting these tools to local circumstances, subsequently training staff and actually using the selected tools. Most IF partners are well aware of the need to develop and use such M&E tools but require more time. Reportedly, also ON’s own systems are not ready yet to use these new tools and POs and ON regional offices will require orientation in their usage too.

At this moment therefore, most IF partners do not have adequate M&E tools yet that can measure progress of actual changes in attitudes and behaviour.

As indicated and described in earlier chapters, some of the interesting, sometimes unexpected results and effects of the activities undertaken do not get adequately reported on for internal learning or feedback to funders. This is partly caused by traditional views on reporting in line with project plans. Skill development to capture processes that are vital for progress, but easily remain undocumented, may help both the IF partner as well as ON in their PR and fundraising. Case material that does get recorded and is used for ON’s own fundraising, however, must be carefully checked for adequately depicting what has been undertaken and supported by ON partners⁴⁷.

3.3 Learning to handle the IF triangle effectively

Apart from the need to further develop adequate M&E tools to monitor and measure the desired changes the IF partners wish to contribute to, many of the NGOs interviewed in the course of the evaluation expressed the need to increase their understanding of gender power issues, quality education approaches and HIV prevention as indicated above. Interactive, liberating and empowering education and training methodologies are required as well as technical details of HIV infections and its prevention.

The eagerness of some IF partners, particularly the staff directly involved in the IF activities, to discuss the constraints they face in their work and their interest in learning from practical experiences elsewhere can be understood as a learning need. Staff of IF partners are generally extremely busy implementing activities, but appeared hungry for more and perhaps facilitated reflection time.

Most of the IF partners are aware that they are still in the process of learning to link the triangle approach elements and that they will need training to further understand the depth of the gender dimensions. Generally following a ‘project approach’ in funding and financing arrangements, many IF partners feel that they are still at the start of a new approach and they regret that this IF project period is already coming to an end. They were not informed that the triangle approach as such will become part of ON’s overall approach in any education-, SRHR and HIV- or gender justice related programme requesting for support. Perhaps because of the ON internal insecurities about future funding levels and selection of countries, POs have not adequately communicated to their partners that the triangle approach as such will continue and that funding for that is available, provided of course that the partners fulfil the criteria and that they are situated in countries that will continue to be serviced by ON or its regional offices.

Many IF partners would like to have the space and opportunities to improve their capacities to practically link the three dimensions of the triangle approach by learning from the experiences elsewhere.

⁴⁷ One of ON’s 2011 fundraising brochures about ‘doing it yourself’ in Uganda depicts FAWE and LABE in Uganda as constructing schools, toilets, cleaning the school grounds, and taking care of teachers’ adequate salaries, school fees and scholarships. Both IF partners mentioned are actively and successfully engaged in promoting SRHR education. But they do not construct schools, clean the grounds or arrange teachers’ salaries or school fees.

4. Role of OxfamNovib: initiator, funder, facilitator, promoter of the ‘triangle approach’

OxfamNovib is to be commended for its Innovation Fund initiative, which intends to promote the triangle approach to comprehensively link and incorporate gender justice, HIV and AIDS prevention awareness and sexuality education with quality education. Operationalising the triangle concept and principles into constructive and supportive relations with partners, requires adequate time allocation for conscious and coordinated efforts of R&D and ON staff members to effectively communicate respectively internally and with IF partners.

The Mid Term Review (March 2009) established a number of strengths and weaknesses in ON’s role in the IF management and the promotion of the triangle approach. Some of the listed recommendations have been taken to heart, some others require reinforcement, as is described and analysed below. For details refer to Appendix 5.

Assessment of ON according to the same evaluation criteria as the IF partners provides an interesting picture regarding knowledge and skills level of ON staff – content and management wise – to address and link the three dimensions of the triangle approach; M&E systems used to monitor and measure changes in relation to partners as well as learning needs of ON as organisation itself with regard to effectively working on the triangle of education, gender and HIV prevention.

For ON POs the use of the IF content and funding opportunity is one of the many tasks they have. At the time of the mid-term review of the IF, for many POs the IF was primarily another internal window for funding, either for continuation of earlier education programmes or for indeed stimulating or supporting innovative initiatives for quality education, gender work, and SRHR and HIV prevention through the triangle approach.

The mid-term review already noted that active promotion of the IF in its linking of the different elements is time consuming. Not only does the PO need to be adequately conversant or otherwise acquaint him/herself with the different dimensions of gender, quality education and SRHR and HIV prevention and their inter-linkages, the funding principles and criteria also need to be explained, discussed and negotiated with potential existing or new partners. Administrative work pressure on POs was already high at the time of the mid-term review, leaving little time for content reflection and adequate communication with partners. With the MFS renewal process ongoing in 2010 and 2011 the pressure increased even further. In the current reality of multiple pressures, the process of decentralisation of ON itself, funding cuts and changes in country coverage, POs often did or could not make the necessary time for the communication with the partners, or sufficiently long visits.

Whereas ON has sharpened the approval process for the use of the IF and reportedly, provided training and a Q&A package for (new) staff on the IF workings, the communication with IF partners to explain the principles behind the IF, and actually assess their understanding, commitment, skills and capacities required and negotiate the support conditions has generally remained weak. Some of the IF partners, like TVEP or PADETC were not consciously aware that part of their funding came from the IF, and hence came with special criteria and working principles. TVEP, or rather the responsible staff member, actually regretted not having learned about this before as the activities could have been organised much more in line with the IF thinking. PADETC knew that the money came from the IF but not (or not sufficiently) that this entails linking SRHR, STI/HIV prevention and gender justice to their innovative education programme. The money is being used for innovations in education only. This is also the case with BOTH in India.

If more time had been spent with prospective IF partners on explaining the IF for its logic and working principles, if time had been taken to jointly assess the acceptability and actual

acceptance of the principles and understanding of the linkages of the triangle issues, and if (additional) arrangements had been facilitated to enhance the skills and capacities where necessary, then a number of the programmes implemented by IF partners might have been more integrated and as a result more effective in its delivery of output and outcome, while some other funding applications might have been turned down, because the principles of the IF could not be accepted and IF money could have been better used elsewhere. These are missed opportunities, primarily as a result of lack of time and capacity on the side of ON itself.

For some partners, e.g. BRAC in Bangladesh, and most likely CLHE in Somaliland, the IF support is considered by the partner as a one-time ON project, not necessarily leading to a continuation through integration of the learning and principles in on-going activities.

It is of course the autonomy of the ON partners to decide whether or not to continue the new approach after the present IF funding dries up, and guarantees from funding agencies for future funding can rarely be obtained. From the side of ON it is not a good investment to fund activities under the IF for a short time when there is no assurance - or communication about other ways of funding continuation - for follow up after the present Innovation Fund is depleted. This undermines the anticipated sustainability of the triangle approach.

Some IF partners have become very enthusiastic about the new approach, but realise they started late in the ON IF project period and hence they will not be able to reach acceptable outcome levels within this short period. The content matter of the IF triangle approach requires considerable time for partner preparation, base line data collection and actually undertaking innovative activities.

A lesson learned for ON here is that a common fund to experiment with a new approach may exist for a number of years, but to avoid either hurried implementation or low success rates for the partners (and hence ON), approvals for the use of the fund should not take place when only little guaranteed funding time is left, and there is no assurance known to the partner about possibilities of further funding. ON did indeed decide to make the triangle approach part and parcel of any programme in the field of education, but that has not been adequately communicated to the partners, nor is it known whether the field offices will the same line. ON needs to provide clarity about this to its partners.

In terms of M&E of IF funded activities, ON is still in the process of selecting and testing adequate tools and indicators to measure behaviour and attitude changes, in line with the IF approach. Base line data development and M&E of IF partners for the purpose of capturing progress toward desired changes has remained weak during this process. IF partners will need to be informed about the progress made in this field and what support they can expect from ON to acquaint themselves with new methodologies.

A set of IF specific 'additional questions' was developed to be added to the ToRs for IF partner external evaluations. Regrettably not all POs have forwarded these questions to the IF partners concerned⁴⁸, hence missing the opportunity to capture evaluative feedback on the IF usage. The MFS-related additional work load and ON internal reorganising processes appear to have had its toll on partner relations.

ON has funded Netherlands-based NGOs, WPF and RNG/Youth Incentives, to assist in capacity building of ON partners in the South. This reportedly created considerable concern among some ON staff, considering this inappropriate use of public funds meant for the south, while other staff considered this a very useful investment to increase the competences of IF partners. The field reality has shown that sometimes bold approaches, uncommon in the local setting, may stimulate changes that would otherwise not easily have taken place. This certainly holds true for issues covered by taboos and cultural restrictions. External change agents may provide the leverage, skill training and methodologies to make a break through. Reportedly that has indeed

⁴⁸ Not one of the external evaluations of IF partners that were provided to the evaluation team included the 'additional questions' or reference to that in their ToRs.

been the contribution of WPF in the case of Uganda: innovation of a different sort and much appreciated by the IF partners in Uganda, meeting with WPF under the auspices of UNESSEM. The external evaluation of the MAINPHASE network in India showed a mixed picture. The network only existed because of and through WPF and it is not likely to continue independently. IF partners certainly gained skills and insights through the orientation by WPF in the use of the Intervention Mapping (IM) methodology. But for various reasons, related to both a (state-) government ban on sex education and the NGOs' own inabilities and internal restrictions, the findings of the needs assessment undertaken - clearly showing adolescent sexual activities and the need for information - was not translated into comprehensive SRHR education. It was translated into abstinence promotion.

5 Conclusions

The key question of the ToR:

“To what extent is the programmatic triangle approach of linking Education, Gender justice and HIV prevention a useful and helpful approach to HIV prevention, women’s empowerment and gender justice promotion?”

The evaluation has addressed the question from different perspectives:

- **Useful** for whom: to ON and/or partner, and /or the people, community or policy makers concerned
- **Helpful**: in terms of moving from a given situation (‘baseline’/starting point) to what?
- **Innovative**: in ON’s perspective or the IF partner’s own approach

To address the key question, the evaluation also had to assess the three indispensable steps for which *specific capacities* are required at the level of the partner and which cannot simply be assumed to be available:

- 1 Understanding the triangle, its *constituting elements* and their *inter-linkages*
- 2 Design of activities: *operationalisation* of the triangle approach
- 3 Implementation, including training of staff, as well as *monitoring, evaluation* and reporting.

In the process of the evaluation it became clear that the ***acceptance of the triangle approach elements and the principles underlying quality education are precondition*** for positive outcomes of the activities undertaken, and that such acceptance of approach and principles cannot be assumed because a contract (already) exists. Hence understanding and assessing the willingness and commitment of the IF partner and/or its specific unit or staff members in charge of the programme to accept gender justice as non-negotiable personal and political principle and engage in comprehensive sexuality and SRHR (including HIV prevention) education became integral part of the evaluation.

5.1 Programmes and activities

Much work has been undertaken by the IF partners. Large numbers of young and adolescents girls and boys have been given the opportunity to get some or much of the information they require to make informed choices about their SRH-related behaviour and safe ways to protect themselves against HIV (and pregnancies). Many teachers and professional service providers, but also the general public have been provided with new insights in HIV prevention and its linkages to SRH and GBV and to a lesser extent to the different power positions of men and women in society.

In a number of countries IF partners have with greater or lesser success lobbied their (provincial, state, national) governments to incorporate comprehensive sexuality education, often coined as ‘life science’ or ‘life orientation’ education, in school curricula in recognition of adolescents’ present and future needs of information about their bodies, behaviour, attitudes, towards responsible, safe, gender just and happy maturing and adulthood and for the prevention of HIV.

Though still at an early stage, the approach has shown to be ***useful*** as it enhanced the understanding and promotion of HIV prevention in a broader context: closer to the real world of sex, sexuality, GBV and gender power differences as they exist.

The approach has been ***helpful*** as it builds up from a given state of inadequate knowledge, traditional gender norms and cultural patters, to a situation of enabling (better) informed choices

for behaviour and acceptance of existing practices or the needs for change, the end of which is still open in the process.

Depending on the earlier prevailing circumstances, norms, values and practices, the approach has been *innovative* in the choice of its primary audience and -be it to varying degrees- its openness about the issues at stake: adolescents and their (pre-marital) relations and sexual activities, the prevalence of HIV and its scope for prevention, through introduction of new elements in educational processes.

- ♥ *Triangle approach.* Most of the IF-funded programmes are still in their early stage of development and hence the incorporation of the triangle approach is **work in progress** and for each of the partners at a different stage. Some partners were not (adequately) aware of the triangle approach concept behind the IF and hence have not considered designing their activities accordingly. Others entered the triangle from their earlier focus area and are slowly recognising the value of the interlinked approach.

- ♥ *Innovation.* What is innovative in one country is already common in another; hence innovation is a relative concept. Some salient features of innovation:
 - ♥ Recognition of (school going) children and adolescents as the focal audience for training and awareness programmes to prevent HIV, whether or not publicly acknowledged and/or accepted in their sexual and moral agency;
 - ♥ The (slowly) growing awareness that the traditional exclusive focus on girls and women has negated boys and men in SRHR, their role in HIV prevention and their un-emancipated position in gender justice;
 - ♥ Increased understandings that boys should learn about changes girls go through during puberty and vice versa for better mutual understanding and that boys and girls sometimes require separate spaces for learning about SRHR.
 - ♥ Modern technology solutions like the interactive e-learning tool and the SMS helpdesk can help to overcome shyness to talk and teach about sex, sexuality, relations, SRHR and HIV prevention during puberty;
 - ♥ Mobile phone service providers can be interested to sponsor (free/reduced rates) to enable SMS helpdesks;
 - ♥ External SRHR experts can positively contribute to break through barriers and taboos imposed by local cultural traditions;
 - ♥ Getting religious and traditional opinion leaders on board helps to gain community/public support for openness about the realities and required changes regarding SRHR and HIV prevention issues and the need for inclusion of these issues in education.

- ♥ *Toolbox-adherence.* The activities undertaken are generally in line with the plans agreed in the Toolboxes, be it sometimes slower or faster in time, or incomplete so far. It is to be noted that Toolboxes and underlying documents do not provide baseline data on practices, attitudes and knowledge levels related to SRHR, HIV, GBV or prevailing gender power issues, nor do they indicate what changes are considered desirable. Data on the NGOs' skills and attitudes are not available either in the Toolboxes. Changes and innovations and hence the level of achievement of desired changes have therefore been assessed in their own right, rather than in relation to intended/agreed outcomes and/or desired changes, as spelled out in the Toolbox.

- ♥ *Constraints, obstacles, missed opportunities and difficulties.* IF partners (or NGO partner departments) primarily entered the triangle from the field of education. Their understanding of the triangle, particularly the role of gender power differences in contributing to the vulnerability for HIV of women, is generally weak and not much considered.
 - ♥ Education methodologies and practices in most IF partner countries are traditional, teacher-authority and rote-learning techniques' based, not promoting interactive, liberating and empowering learning, internalising and taking

responsibility for one's attitudes and behaviour, required for SRHR development and gender justice. A few IF partners are challenging the traditional practices in their own programmes or through advocating with their governments, but most IF partners' staff members do not (yet) promote alternative ways of learning;

- ♥ Many IF partners' staff members carry their own inhibitions when talking about sex, sexuality, desires, sexual diversity and HIV, often confirming the public denials (or rejection) of pre-marital sex and the societal views on existing gender power traditions or heteronormativity and hence they do not contribute to breaking taboos and required changes;
- ♥ Many governments, communities or religious institutions in IF partner countries oppose discussing sex, sexuality and HIV and making condoms and other services available. They block adolescents' access to the information and services they require to make informed choices and protect themselves against HIV and unwanted pregnancies.
- ♥ IF partners' staff members' own convictions and attitudes directly influence the level of their impact at micro (school, community) or macro (province, national government) levels: some NGOs are making progress, others are part of the problem themselves.
- ♥ Much SRH education is (still) based on instilling fear, rather than on providing the information adolescents require to make their own informed decisions.
- ♥ None of the IF programmes clearly showed that the youth themselves were involved in determining what information and other support they require for their healthy, safe, enjoyable and just SRHR and hence how education and training programmes would need to be designed to respond to those needs. This is disappointing in view of the principles of comprehensive and inclusive quality education.

♥ **Young boys and girls wish to be respected for their ability to take responsibility for their own deeds, rather than be confronted with denial of their realities and needs: IF partners need to acknowledge the youth' own agency as precondition for successful implementation of IF projects and provide/arrange/lobby for the information and services that adolescents require.**

- ♥ *Addressing all components of the Innovation Fund*
The *gender justice* dimension has been addressed and understood the least. Gender power issues and their direct and indirect influence on sexual behaviour, risk-taking and links to HIV infections rarely featured as part of the NGO's analysis and design of activities. Differences between boys and girls are addressed primarily from a biological and legal (marriage age, rape, violence) perspective. Some NGOs empower girls by training in assertiveness, but often still accept the given gender injustices and mainly focus on coping or protective measures.

Leaving out the vital gender dimension of the triangle approach in analysis, strategising and implementation by many partners has reduced the comprehensiveness and hence (longer term) outcome and sustainability of many activities undertaken, particularly effecting the position of girls.

Sexuality Based on their own or societal restriction, some IF partners exclude sex as mode of transmission for HIV in their education programme, or only speak of abstinence and hence leave out SRHR information. Because many adolescents are sexually active, such omissions seriously limit the HIV prevention scope of their education programme, and deny youths their right to information.

- ♥ *Longer term effects*
Many programmes are yet to mature and show the acceptance of their messages and outputs. Hence only indications of likely longer term effects can be provided.

- ♥ Basic or more comprehensive SRH(R) and HIV prevention education provided to adolescent girls and boys will help them preparing for safer, healthier, happier and hopefully more equal (sexual) relations now and in their future life.
- ♥ Assertiveness training programmes for girls build new attitudes, dignity, self-confidence and skills among many girls that cannot be taken away.
- ♥ Educational programmes that address boys and girls in understanding each other's changes and needs will help to build mutual respect and a positive attitude of boys to care and may thereby contribute to removing old harmful practices and gender traditions, once they become parents.
- ♥ Programmes that contribute to retaining girls in school to complete their education will strengthen girls' self-development opportunities and bargaining position and may thus positively contribute to their economic independence.
- ♥ NGO staff members and teachers who have been assisted to break through their own inhibitions to discuss or otherwise deal with SRH issues and who acknowledge youth being sexually active, are better equipped to train, teach and guide the pupils or club-members they relate to.
- ♥ Programmes that have involved parents or guardians, who subsequently increased their knowledge and changed their views and practices about (certain) SRHR issues, enhance the scope for their daughters and sons to develop differently, setting examples for the future.
- ♥ Where religious and other (traditional) leaders have been engaged and have supported new views and education content, the space for youth's holistic SRHR education and hence their development increases, as well as the scope for acceptance and need for care of PLWHA.
- ♥ The contributions of IF partners who have successfully lobbied for integration of SRHR in government school curricula are likely to have a longer term effect - of course to the extent all relevant elements of SRHR and HIV prevention are incorporated and actually covered in schools.
- ♥ Education programmes that do not dare to acknowledge the issues at stake are doomed to fail for HIV prevention, SRHR and promotion of gender justice.
- ♥ The effects of edutainment programmes, radio programmes and public awareness training and campaigns without any follow-up are generally short-lived. Longer term effect can only be expected when individuals apply the newly gained knowledge and insights.

5.2 Capacities of Innovation Fund partners

Understanding and handling the triangle approach and its elements

A collection of activities does not make a comprehensive triangle approach; also traditional ***top down education cannot become quality education by adding a number of classes on reproduction, hygiene and HIV transmission.***

Very few of the IF partners were engaged in all three elements of the triangle approach, prior to the start of the IF. Some partners had different departments separately dealing with one or more of the three dimensions of the IF triangle approach. Few IF partners already had a holistic policy of linking and integrating all three elements: it is a new approach, therefore requiring new skills and in-house capacities to understand and address the different elements to merge as well as supplement each other towards greater outcome and effectiveness.

The evaluation has shown that there is great variation in the required understanding, skills and capacities among the IF partners, and hence the outcome of their activities varies as well.

Conclusions on the key features requiring attention are mentioned here.

- ♥ For most IF partners, 'gender' = 'women', even if their documents would use the common definitions which refer to relations and include roles and positions of men as well: for most partners relevant gender knowledge is inadequate.

- ♥ Linking patriarchal traditions, cultural/religious practices and values and subsequently analysing sexual practices and the vulnerability to GBV and risks of HIV infections is not common practice for most NGOs; analytical skills need to be further developed.
- ♥ Beyond technical skills and capacities, the willingness, courage and commitment of the NGOs, their management and/or the specific staff in charge of the IF programmes, to challenge negative gender and other harmful SRHR traditions and break the culture of silence on these issues is often missing or inadequate.
- ♥ NGOs dealing with GBV, trauma counselling and girls assertiveness training often focus only or primarily on coping mechanisms, rather than (also) questioning, challenging and transforming the oppressive norms that require the coping.
- ♥ The knowledge about/exposure to interactive, liberating and empowering forms and methods of learning and education is generally limited among IF partners. In absence of knowledge about alternatives, most NGOs continue traditional top down rote-learning techniques, leaving little space for interaction, reflection, debate or questions.
- ♥ The principle, ability and practice to involve adolescents in education content design is yet to be developed.
- ♥ Technical knowledge about HIV and AIDS varies greatly, with some specially developed educational materials by partners actually providing incorrect information.
- ♥ A number of IF partners instil fear for sex among adolescents, by primarily focussing on the risks of 'HIV/AIDS'. This does not stimulate learning, nor does it answer the adolescents' need for information.
- ♥ HIV and AIDS as respectively virus infection and disease syndrome are mostly referred to as HIV/AIDS as if one and the same. This does not provide audiences with correct knowledge and understanding to deal with prevention and care adequately.
- ♥ IF partners' staff is often aware of missing adequate information and skills and would like (more) training to deal with the different - and often also difficult - aspects of the triangle approach: e.g. training and education methods, HIV transmission, female condoms, understanding adolescents thinking, the ability to deal with restrictive cultural and religious norms, leaders and institutions, or about the gender power dimensions of the work undertaken.
- ♥ Most M&E systems are limited to recording facts and figures in relation to planned activities and mainly for accountability to funders. In terms of monitoring and measuring changes in understanding, attitudes and behaviour/practices for internal management and learning usage, methods and skills are mostly absent.
- ♥ The ON workshop 'Measuring Behavioural Change' in 2010 was a good start, but choosing the most appropriate tools and adapting these tools to local circumstances, training staff and actually using the tools will take time and capacity building support.
- ♥ Some partners have benefitted from external training and support in developing their own understanding, skills and educational materials, eg through WPF, RNG/Youth Incentives, OneWorldUK/Butterfly Works. Not all partners thus supported have applied/been able to apply the newly gained understanding and working principles, eg by focussing on Abstinence, when conscious of adolescents sexual activities through their own needs assessment; or by limiting education programmes to cover 'A' and 'B', and not informing youth about 'C' (Condoms), particular in contexts where most HIV infections happen within marriages, and therefore 'B' (Be faithful) is no protection.
- ♥ A number of IF partners are eager to learn from other IF partners' experiences under similar or different cultural and religious circumstances, to improve their capacities to practically link the three dimensions of the triangle approach. They would like this to be facilitated through the IF programme.
- ♥ A number of IF partners could improve their understanding, capacities and skills towards greater outcome and effectiveness, either through external capacity building and 'hand-holding' support in implementation; knowledge exchanges through KIC (KIM); or exchanges and internships which they asked for themselves.

5.3 Role of OxfamNovib

Since the mid-term review in 2009, a number of improvement measures have been taken. The IF evaluation has shown that while some issues have been addressed, other weaknesses have remained. The field visits have provided insights which raise cause for concern regarding ON's internal structure and ability to adequately manage the IF/triangle approach programme. Key issues and concerns regarding the crucial role of ON itself in the success of its IF programme:

- ♥ ON improved the conditions for success by sharpening the approval process for the IF and reportedly, providing training and a Q&A package for (new) staff on the IF workings.
- ♥ ON's funding of WPF, RNG/Youth Incentives and OneWorldUK/Butterfly Works through the IF has positively contributed to capacity building of some ON partners in the South that may otherwise not easily have taken place. This was an uncommon and even sometimes disputed funding within ON, but certainly an innovation as well and a recognition of training needs and existing capacities to provide support.
- ♥ The development by ON (and partners) of adequate M&E tools to measure behavioural changes is an important contribution, but it is yet to be completed. Additional training of partners in the actual usage of new tools and methods will be required.
- ♥ For some (larger) partners the IF support is a one-time project, not likely leading to integration of the learning and principles in on-going activities. For ON it is not a good investment to fund activities under the IF without indications, assurance or a willingness communicated to the partner - and vice versa from the partner - about follow-up or continuation after the present IF funds are depleted.
- ♥ A fund to experiment with a new approach like the IF, is set up to exist for a limited number of years. To avoid hurried implementation or low success rates for the partners and ON, approvals for the use of such a fund should be limited to the early period only to assure adequate time to make a solid start and complete (at least a great part of) the planned activities, unless of course, partners are adequately informed by ON of funding continuation in a different format.
- ♥ Based on the review of IF partners' programmes as funded, it is clear that some ON staff maintain views on the principles and conditions of the IF that deviate much from the approved documents about linking quality education, HIV prevention and SRHR. Whereas local circumstances will and must always be allowed to influence interpretations and opportunities, completely missing and ignoring vital elements of the triangle should not be permitted. R&D has not prevented approval of such projects.
- ♥ Communication with (potential) IF partners by ON staff to explain the IF for its logic and working principles, assess the partners' understanding, skills and capacities and negotiate the support conditions has remained weak: administrative work pressure on POs leaves little time for visits, adequate content reflection and communication with partners. This also seriously limits the scope to jointly review and assess the partners' acceptance of, and commitment to the non-negotiable and organically linked elements: quality education, gender justice, SRHR and HIV prevention. ***Understanding and acceptance of the principles of the IF triangle approach cannot and should not simply be assumed.***

The ON time constraint, reportedly, is a structural organisational issue, which has certainly been aggravated in 2010/ 2011 by the MFS process, funding cuts, subsequent changes in country selection and the continuing process of reorganising and decentralising to the field. But inadequate time is a structural issue as well and hence limits ON's professional ability to handle a programme like the Innovation Fund, which, because of the nature of the issues covered, requires considerable time, even when the funding level per partner is relatively low. With more time and thus attention, a number of programmes might have been more integrated and hence more effective in its delivery of output and outcome; other programmes should not have been funded: missed opportunities.

6 The triangle approach revisited: Challenges and Recommendations

6.1 Acknowledging and addressing limitations and missed opportunities

Quality of Education

The education programmes introduced and promoted under the IF, vary in quality and usefulness in responding to the needs of young people. Quality sexuality education presumes interactive learning, rather than only top-down instruction. In many cases the NGOs themselves or the school teachers, they work with, are not sufficiently comfortable with the themes or able to address them in an empowering and interactive manner. Many are not prepared to acknowledge adolescents' own agency, adolescents having sexual desires and their being sexually active. In some countries, government officials, school staff, religious institutions but also some ON partner staff themselves simply deny and dismiss the fact that girls and boys do experiment and also may have sex before marriage and hence in their adults' view they see no need to provide adolescents with such detailed information about SRHR, HIV transmission and prevention methods, condom use, etc. In some countries even the (increasing) prevalence of HIV is denied by NGO staff (and government officials) or its risks are downplayed, using religious and cultural norms and values as protective argument.

Gender Justice is more than girls' empowerment

Though IF programmes have contributed to HIV prevention information and to a lesser extent information about sex and sexuality into many of the educational programmes, it was found that gender power differences and how these contribute particularly to girls' and later women's vulnerability for HIV infection, other forms of abuse and limitations for self-development are only occasionally addressed in the IF programmes.

Gender is discussed primarily in programmes of ON partners which entered the IF triangle approach based on the girls'/women's rights agenda, already addressing VAW, rape, unwanted pregnancy and other forms of GBV.

In these girls-centred programmes the role of boys and men in promoting gender justice hardly features. Yet the girls, who positively benefit from these programmes, explicitly call for similar training and attention for boys: *"boys are often wrongly empowered!"*

Boys require space, training and attention not only because they are often part of 'the problem', in terms of gender injustices, abuse, etc. but also because boys have their own SRHR needs and are groomed and forced into their stereotypical male gender roles. Both boys and girls need space and attention to learn about the existence and normality of gender and sexual diversity.

ON needs to clarify to its partners that 'gender' is indeed more than 'girls' and that ON (IF) funding can thus be used for activities addressing boys, particularly when the money-is-for-girls-and-women-only argument is used by management staff, groomed in the traditional women's rights movement, often themselves loaded with negative baggage of men's dominant and violent behaviour.

HIV prevention does not 'stand alone' and requires comprehensive sexuality education

Too easily HIV/AIDS is referred to in one breath, as one concept by most IF partners and ON staff as well. This is confusing because the rationale and practice of HIV prevention is quite distinct from dealing with stigma or ARV drug treatment of seropositive people and with morbidity and mortality issues of full blown AIDS. Prevention of HIV transmission, as first and distinct step in addressing the wider AIDS pandemic, does require a/o comprehensive sexuality education. The IF triangle approach provides an opportunity, and actually expects from IF partners, who start with HIV prevention as an 'entry', to broaden the understanding of the links between the three triangle components and in that light to focus on comprehensive sexuality education.

Where NGO staff internally has not gone through adequate training to *understand and accept* the real situation in terms of HIV risks, sexual intimacy and practices by young people in the context of non-availability of adequate information and services, their educational IF programmes have shown to be of limited value, sometimes providing even wrong information. In such cases the programmes do not contribute to critical thinking about gender based discrimination, denial of rights, and adequate protection against (sexual) abuse, HIV and other STIs or pregnancy. In situations where condom demonstration is refused as ‘it would only entice youngsters and lead to promiscuity’, while many of these same youngsters have sex anyway and would want to have access to condoms and information, the IF programmes cannot be considered of much value either.

It is a missed opportunity that the ON briefing on the IF concepts and strategy does not explicitly refer to research⁴⁹ which has shown that adequate information and comprehensive education about sex and sexuality (including other forms of pleasure) generally delays sexual (intercourse) debut and stimulates safe-sex practices and hence reduces the related social and health risks.

One of ON’s largest and oldest partners, BRAC in Bangladesh is a point in case of non-acknowledgement or rather denial of youth’s sexual activities and need for information.

A good number of small NGOs and even Bangladesh government sponsored international programmes⁵⁰ in Bangladesh have been brave and open in talking and teaching about sex, sexuality and the risks of HIV infections, even though the general cultural-religious climate is not conducive for such openness. Particularly in view of the many thousands of boys and young men working as vulnerable migrant labourers in the Middle East or Malaysia or as UN Peace Keepers in different countries in Africa, these NGOs and other programmes recognise the risks of fast increasing HIV infections. They successfully address the needs of youngsters, prospective migrant workers and others for HIV prevention information, condom use training and SRHR education⁵¹. In that light it is disappointing that BRAC staff managing the IF programme in fact denies the serious risk of HIV spreading and closes its eyes for the reality that young people, also in Bangladesh, are sexually active. This is a limitation as well as a missed opportunity, because BRAC has branches, offices and education- and other activities in almost every corner of the country. Under its IF programme, as part of the triangle approach, BRAC could have made a more serious and effective contribution to HIV prevention, sex and sexuality education and simultaneously question the patriarchal norms denying girls and women their development potential. Subsequently they could integrate the lessons learned into their other country-wide education programmes.

6.2 Scope for up-scaling

The field visits have shown that there is ample opportunity for up-scaling of innovative approaches of individual partners or in developing new collaboration activities, such as going beyond the school-setting and providing youth-friendly SRHR services or information about

⁴⁹ See a/o: Schalet, Amy T. 2011 “Beyond Abstinence and Risk: A New Paradigm for Adolescent Sexual Health” *Women’s Health Issues* 21.3S (2011): S5-S7.

Grunseit A, S Kippax, P Aggleton, M Baldo, G Slutkin 1997 “Sexuality Education and Young People’s Sexual Behavior, a review of studies.” *Journal of Adolescent Research*, vol. 12 no. 4 421-453.

More research references are provided in Appendix 4

⁵⁰ The Family Planning Association of Bangladesh runs the ‘Unite for Body Rights’ (UBR*) programme Staff members shared with Reynders that this established organisation, close to the government, has already started discussing sex and sexuality very openly: the only way to start making a change as they argue.

* (UBR programme in six countries, coordinated by Rutgers/WPF for SRHR Alliance in The Netherlands).

⁵¹ For example through ‘MSM awareness’. One NGO (not ON partner) gives training to young men (married and unmarried), who have contracts to work as migrants in Malaysia, etc. about the use of condoms (including demonstrating the use) and HIV prevention. They do not only talk about these young men likely having sex with women when abroad, but actually more about MSM, as many of them will be ‘locked’ up with other men (with a hierarchy of power) in migrant barracks and flats when off duty. This NGO also ‘prepares’ the wives/mothers in the home communities of these young men about the need to discuss the use of condoms and the sensitivities that come with that: who is mistrusting/who may have gone astray. Truly innovative and brave work! (Observed in 2005 by Reynders during Research on Migration and HIV prevalence and prevention in eight countries of S/SE Asia).

SRHR through mobile phones. The Netherlands based NGO Butterfly Works that earlier was involved in the development of the PC-based interactive SRHR learning programme together with OneWorldUK, now actively used in a number of countries, has developed new software with SRHR information that can be accessed through simple smart phones, thereby removing the limitations of the need to have PCs, school timings and line-electricity.

Another example is the expansion of the lobby for national level curriculum development to include comprehensive sexuality education covering all SRHR topics ranging from prevention of HIV and other STIs, unwanted pregnancy, to pleasurable, safe and healthy sexual relations and prevention of GBV. A number of IF partners are in contact with state- or national level authorities with respect to additions and changes in the school curricula, based on their own field level experiences. If successful, integrated in the national curricula and followed-up with training on these issues at teacher training colleges, the outreach of the initial school programmes by IF partners would increase manifold. The scope for more generalised or quick success is limited however: apart from the internal limitations some NGOs already have themselves in terms of the openness about sex, gender and sexuality, there are also constraints which some governments and national school boards face as a result of the power of religious or other patriarchal/conservative leaders and institutions. Hence, the curriculum lobby processes will require stamina as well as patience and needs to utilise evidence of positive results of pilots undertaken by different NGOs.

6.3 Scope for a comprehensive and transformative approach

The IF triangle approach was intended to facilitate and support partners and projects which “*make a connection between education, gender and HIV and AIDS*”..., “*based on a vision, analysis and strategy on Gender Justice as essential for any Education and/or HIV and AIDS related intervention to succeed*” (TOR mid-term review).

Throughout the evaluation of the Innovation Fund and the knowledge exchange opportunities with IF partners in South Africa in 2009 and The Netherlands in 2010, it has become obvious that there was a bias to education for HIV prevention and only basic sexuality education, without being sufficiently anchored in awareness and work towards gender equity. As indicated earlier, references made to gender, focus almost exclusively on women’s or girls’ empowerment, with men (or boys) featuring stereotypically as non-caring, violent or otherwise problematic. This is a limitation and missed opportunity to understand and address how men or boys are involved and to acknowledge that they not only have their own SRHR needs but are also an untapped potential to work towards non-violent safe, healthy and happy gender and sexuality relations.

A recently framed *alternative ABC and D model*⁵² for comprehensive adolescent male and female sexual health education could be further promoted, which directs attention to the fundamental skills, relationships and resources that youth need to develop as healthy sexual and emotional beings: **A**utonomy, **B**uilding healthy relationships, **C**onconnectedness and **D**iversity.⁵³

Another lesson learned in the evaluation process is the inadequate attention paid in the ON triangle approach to a fourth dimension that strongly influences HIV prevention, gender justice and education opportunities: the power of culture. The interpretation and influence of different religions, belief systems, their institutions and leaders, in turn influencing policy makers and politicians, have remained underexposed and have thus often – unwittingly – reinforced stereotyped gender attitudes. Some of the IF partners, however, actively engage with traditional and/or religious leaders in their programmes, usually to bring them on board in support of the need to adequately educate adolescents on HIV prevention and occasionally with respect to GBV or in the specific situation of IF partner Positive Muslims in South Africa to get religious leaders to acknowledge and accept Muslim PLWHA. Religion and culture have often been referred to by IF partners as obstacles to change. Whereas culture and religious institutions, their leaders or interpretations of religious scripts do indeed constitute challenges, they are often also

⁵² Schalet, Amy T. 2011

⁵³ Schalet, Ami T 11/2/2011 posted on WWW.huffingtonpost.com

used as excuse for in-action and unwillingness of NGO staff to challenge gender-based discrimination. Others actively sought and found support from religious leaders to promote responsible behaviour, end VAW or child marriage e.g. GCN in Zimbabwe.

In the evaluation it became clear that the assumed or hoped for comprehensive as well as transformative triangle approach has not (yet) fully taken root amongst the IF partners, as most did not (dare to) explicitly question the overarching patriarchal, hetero-normative and ‘penetrative-sex-within marriage-only’ norms which permeate the relations between education, gender and HIV and AIDS in the domain of youth and sexuality.

6.4 Challenges to OxfamNovib

The time-investment factor, mentioned in the mid-term review, which comes with the nature of the Innovation Fund, has not been resolved as yet. The triangle approach to reduce HIV infection through linking up with gender justice in an integrated and holistic quality education process requires considerable time on the side of ON:

- *ON staff themselves needs to be clear about, and accept the principles underlying the IF* and sufficiently understand the three composing elements as well as their mutually enforcing linkages; orientation and perhaps training is required.

- ON staff needs to assure partners that they too accept adolescents’ own agency and rights, in support of partners’ acceptance process.

- ON needs to *confirm* to partners that *gender is about women and men*, to remove the excuse of some partners that ON would not allow money to be spent on boys’ empowerment training.

- ON staff needs to be sufficiently able to assess its regular and prospective partners for their interest in, acceptance of and commitment to the comprehensive approach as well as their existing and required skills, capacities and positioning to initiate innovative activities in this field: this requires more than sending a briefing paper about the new fund.

- The acceptance of the triangle principles by IF (prospective) partners cannot simply be assumed but must be discussed and ‘negotiated’ for the local context;

- Given the nature of the issues at stake, a/o power, attitudinal and behavioural changes, traditional forms of baseline data collection and M&E do not suffice, hence the Toolbox requirements need to be adapted.

- Visits to partners to discuss the approach and its requirements, negotiating the conditions of support in the Toolbox, with assessment of existing capacities, state of affairs, desired changes, risks etc. are indeed time consuming but cannot be skipped.

- R&D’s support and checks on POs’ assessments of partners’ qualities – acceptance of principles and capacities – have not been adequate: the structural time constraint appears to be the problem at all levels.

The Innovation Fund was a relatively small amount of money for the ambition of promoting the triangle approach with all its requirements and the time pressure on POs was high. To make a difference, be innovative and take risks in its development approach, ON needs to pose and answer the following question regarding its own inputs: can ON POs and other staff involved, afford the time and are they stimulated, supported, compensated, assessed and acknowledged to actually pay attention and thus invest the time required to adequately guide the IF relatively ‘small’ (money) spending?

The question was not resolved at the time of the mid-term review and this evaluation has confirmed that the issue is yet to be resolved.

- At the time of designing the IF, the Netherlands Ministry of Foreign Affairs (MinBuZa) policy, through which the IF is funded, prioritised quality education, focussing on girls’ education. It included support for SRHR primarily as contributing factor to keeping girls in school and avoiding drop-outs. Policies have changed since 2007 and today girls’ education is no longer given priority. The Netherlands policy now prioritises SRHR, again with a focus on women and girls.

The IF triangle approach evaluation has shown that SRHR and quality education need to be closely linked for either one to lead to positive results, and that both, conditioned by inclusion of the gender justice dimension, have to address women and men.

ON is well positioned to lobby for such an integrated approach by the Netherlands government: in isolation financial support to SRHR will not yield the changes and support that girls and women, as well as boys and men, require and are entitled to on the road to gender justice: *quality education remains indispensable*.

6.5 Recommendations: the ‘triangle approach’ beyond the Innovation Fund

This is an evaluation of the Innovation Fund at large, not of individual projects, programmes and partners. The recommendations are therefore primarily addressing OxfamNovib in its roles as initiator, funder, facilitator and promoter of the ‘triangle approach’, linking quality education, gender justice and SRHR, including HIV prevention.

6.5.1 Programmes and activities

- ♥ With the ON expressed intention to continue the triangle approach and principles beyond the completed IF period, and thereby effecting support to any partner or programme in the field of education, SRHR, HIV prevention, gender justice or women’s rights, ON needs to formulate clearly what it considers vital and non-negotiable elements of quality education, SRHR and gender justice.
- ♥ Based on newly gained insights in the opportunities and difficulties of the triangle approach a new policy document must be written, elaborating ON’s integrated approach to Quality Education and incorporating principles on learning methodologies, compulsory integration of comprehensive SRHR (including HIV prevention) and gender justice.
- ♥ Assessing partners and partner proposals to qualify for funding in the above fields must be based on the acceptance of the new policy document.
- ♥ Assessment of partners and partner proposals must include their understanding, acceptance of and commitment to the non-negotiable principles, for which indicators must be established. No more assumptions of agreement.
- ♥ Partners not accepting the basic non-negotiable principles (different from not being able to guarantee full adherence at the start) should not be funded.
- ♥ Partners accepting the non-negotiable principles, showing capacity, but indicating NGO-internal weaknesses in capacities, understanding or attitudes and practices, can be supported, provided ON can manage or arrange the support required to overcome such weaknesses.
- ♥ Given the different stages of development, understanding, capacities and level of clarity partners may be in, as well as the opportunities and obstacles they face in the local circumstances, ON may provide phased and conditional support to facilitate moving to the full adherence to the ON principles.
- ♥ In line with Quality Education thinking, more attention needs to be given to the active involvement of youth in the design, methods and content of SRHR education. This requires accepting youth’ rights and acknowledging their own agency.
- ♥ Parents, guardians and (religious) leadership need to be more actively addressed and involved to avoid rejection or rather strengthen local/community support for new SRHR teaching content that by its very nature breaks the culture of silence about sex and sexuality, HIV and gender roles.
- ♥ Unless projects intended to empower girls go beyond acquiring coping skills in the unjust gender equation and challenge the traditional role models or division of labour, the project is not contributing to sustainable changes in favour of women’s rights and gender justice. Even if slow in speed, such programmes need to move from acknowledging the injustices and coping, to explicitly challenging and changing, otherwise there is little added value of supporting them.

- ♥ Other forms of SRHR education and organising are required to reach and support youth that can/do not attend schools, clubs or other training opportunities presently offered by IF partners. When assessing new applications for funding in the field of the triangle approach, ON should raise the issue of including semi/illiterate youth as their vulnerability to different forms of abuse and HIV infections is high.
- ♥ Development of new e-learning methods that fit today's youth culture and ways of learning and accessing information, needs to be stimulated and supported. The newly developed e-learning tool for simple smart phones designed by Butterfly Works may soon be easier accessible by youth in many countries of the global south than the present PC based e-learning tool in a limited number of schools.
- ♥ Project proposals including general public awareness on VAW, SRHR or HIV and AIDS issues need to be checked for their adequate preparation and built-in follow up, to be useful investments. Addressing an audience of selected (potential) community leaders or persons in public positions, they may yield a greater multiplying effect (and thus be a better 'investment' of scarce resources), particularly when follow-up is included as part of the programme planning.
- ♥ Programmes need to pay more attention to the role and position of boys (and men). Rather than viewing them primarily as part of the gender injustice problem, boys have their own gender role obstacles and SRHR needs. These have to be addressed in their own right for boys to be(come) part of the solution to gender injustices.
- ♥ Those IF partners, which already have successfully developed SRHR education materials and have them (partially) included in government curricula through their lobby, now need to develop or arrange training for teachers at teachers training colleges. Good SRHR education material, not handled adequately in the schools will have little effect to provide adolescents the information they require. Teachers Unions and other professional organisations need to be addressed as well to guarantee cooperation in SRHR and HIV prevention education.

6.5.2 Capacities of partners

- ♥ Develop as ON a global database of IF and other ON/Oxfam partners' special skills, methods, experiences, media material, fact sheets, curricula and e-learning and other methodologies in use, related to triangle issues: quality education, SRHR education, HIV prevention, gender justice, assertiveness and empowerment programmes for girls and/or for boys, curriculum development, curriculum lobby, religion and SRHR, sexual orientation and diversity, etc. KIC (KIM) can be used to make the collected knowledge available on-line to partners.
- ♥ Provide access for (IF) partners to information about experienced trainers and facilitators in any of the triangle issues;
- ♥ Stimulate (IF) partners to budget for external training and facilitation support in line with required capacity building needs;
- ♥ Facilitate the response to expressed needs of IF partners to increase their understanding of gender power issues in relation to quality education, SRHR and HIV prevention. Issues of eroticism and desire as normal, or shame and honour (closely linked to sexuality and self esteem/self blame) rarely get addressed and hence such limited instead of comprehensive sexuality education fails to convey a sense of personal empowerment and entitlement. Diversity in sexual orientation has also hardly been touched, but is a reality for many adolescents, and hence needs to be included in education programmes. On-line exchanges using KIC (KIM) can be used, but externally facilitated training may be required as well;
- ♥ Assess earlier undertaken peer-to-peer training/exchanges for their strengths, weaknesses and outcome and incorporate lessons into new exchange programmes;
- ♥ Continue facilitation of cross partner/country/continental exchanges and actual internships for (IF) partner staff members (different from international conferences) to see and learn about the impossible being possible.

- ♥ Facilitate training of (IF) partners in the use of new M&E tools to measure attitudinal and behavioural changes;
- ♥ Facilitate (IF) partners to understand the need, use and design of participatory base-line surveys as integrated part of any new SRHR/QE/gender justice activity;
- ♥ Arrange understanding and actual capacity building for partners involved in education to promote interactive and liberating Quality Education and training methods;
- ♥ Provide or arrange fact sheets on technical details and new knowledge about HIV infections, prevention, PEP treatment, testing, ARVs, etc.
- ♥ Facilitate training in writing of cases and stories to capture the changing realities to which the partner programmes are contributing as well as unplanned outcome and side effects of IF activities. This is both for internal learning of the partner as well as for ON in their PR and fundraising; short manuals on case writing methods may stimulate a better capturing of the lessons learned.
- ♥ Arrange research and research support for triangle-related activities upon request by partners as well as pro-active in support of triangle issues, eg measuring behavioural changes, safe sex and lowering HIV prevalence in relation to comprehensive SRHR education; religion and the position of women; religion and sexual diversity.
- ♥ Actively support, arrange translation and finance dissemination of relevant research and training materials, methods and manuals developed by (or through) IF partners to other partners dealing with similar issues.
- ♥ IF partners using community, regional or national radio (and TV) programming for SRHR, HIV prevention and gender justice issues could benefit from the wide experience around the world with the use of such media in different ways. Through KIC (KIM) or otherwise, ON can contribute to strengthening IF partners to address some of the present weaknesses and lack of feedback on the programmes' usefulness.

6.5.3 Role of Oxfam Novib

- ♥ Decide to commit adequate time and priority to assess, negotiate and guide partners engaged in triangle issues to rectify current, and avoid future weaknesses and missed opportunities;
- ♥ Arrange adequate briefing and training for ON staff in the head office and the field offices to understand and accept the triangle approach for all its dimensions and non-negotiable social, political, attitudinal and behavioural principles;
- ♥ Confirm and check/monitor internal (ON head office and field offices) adherence and application of the triangle principles in assessing applications, reviewing progress reports and evaluations and partner visits;
- ♥ Arrange training opportunities for ON staff on triangle issues: Quality Education, gender justice, dealing with girls and boys/women and men and SRHR, HIV and AIDS issues and guarantee time required to use those opportunities;
- ♥ Integrate the lessons learned from the IF programmes into all gender justice-, HIV prevention and education programmes that ON funds and continue to train ON's own staff accordingly.
- ♥ Complete the vetting and selection of the optimal M&E tools to monitor and measure the (desired) changes in attitudes and behaviour with respect to gender justice, and SRHR and arrange for its distribution and training support as well as feedback on applicability
- ♥ Renew the Toolbox method and pre-project approval data collection to accommodate the information required regarding (prospective) partners' understanding and acceptance of non-negotiable principles, available capacities and needs for further training and orientation or conditionality of funding.
- ♥ Keep closer watch on the partners' performance to make sure adequate and timely support will be provided and abuse of principles is avoided. Guard against reinforcement of existing unequal gender power practices and denial of youth (information) rights;

- ♥ When ON decides to change country priorities and terminates funding of partners that started a long term triangle approach programme with ON support, then, in accordance to ON's good governance responsibilities, ON needs to facilitate continuation of funding from other funding sources.

Appendix 1

Terms of Reference ***For the evaluation of the Innovation Fund*** **2007-2010**

Background

The Innovation fund was started in 2007 in order to initiate and support original projects that bring together education, gender and HIV/AIDS awareness and prevention. The supposition behind the innovation fund is that gender inequality is an important cause of the feminization of the HIV and AIDS pandemic. Formal and informal education about gender justice and sexuality can play an important role in bringing about change.

In 2009 a mid term review of the fund was conducted. The mid term review focused mostly on internal Oxfam Novib successes and challenges in managing and executing the fund. Please see Annex 1 for the final conclusions and recommendations from the mid term evaluation. As a result of the mid term review internal changes were made in order to counter some of the problems that were raised in the mid term evaluation. To see a chart of changes that were incurred after the recommendations of the mid term review please see Appendix 2.

Objectives of the Evaluation

The final evaluation of the Innovation Fund has two main objectives

3. Accountability for the funding provided from the Netherlands Ministry of Foreign Affairs (MinBuza)
4. To capture the learning around the projects funded and the linking of education, gender and HIV. To measure the:
 - a. Effectiveness (results-objectives; realizing intended purposes, contribution to the policy and practice changes)
 - b. Institutional relevance in a broader context (relation to the national policy, international campaigning, multipliers effect etc.)

How will this evaluation be used in the next 4 years?

- Suggestions and learning documented in order to increase the effectiveness of projects linking education, gender and HIV prevention, and thus the quality of Programmes 2 and 5.
- Documented stories and case studies to be used in communication materials
- Help develop guiding principles for future funded projects around the triangle of the Fund

Key Questions to be answered in the Evaluation

Central Question

To what extent is the programmatic triangle approach of linking Education, Gender justice and HIV prevention a useful and helpful approach to HIV prevention, women's empowerment and gender justice promotion?

Programme related

- Out of the outcomes documented in this evaluation, what evidence can be shown of incorporating the triangle approach linking Education, Gender justice and HIV prevention?
- What are the new and innovative elements that were introduced under the Innovation Fund support?
- How do intended and unintended changes relate to the plans agreed in the different Toolboxes?
- How do innovative elements relate to plans agreed in Toolboxes?
- What difficulties and obstacles have been faced in linking Education, Gender justice and HIV prevention and how have these been addressed?
- Have all the components of the Innovation Fund: education, gender and HIV prevention been addressed adequately in the projects?
- What are some of the stories and comments about the projects from the beneficiaries?

- What will be some of the longer term effects on the effectiveness of the organisations and programmes after the innovation projects developed and implemented? (sustainability)

Organisation related

- Assess the knowledge and skills level of the organisations – both content and management – to address and practically link the three dimensions of the triangle approach.
- Assess the Monitoring and Evaluation systems used to monitor and measure changes in understanding, attitudes and behaviour/practices (including baseline data collection, indicator development, peer group assessment tools)
- What were and what are the future learning needs of the organizations in regards to effectively working on the triangle of education, gender and HIV?

Methodologies

The guiding principles in the evaluation for forthcoming project evaluations, toolboxes reviews, partner visits, progress- and evaluation reports analyses:

- Safe space to share
- (Jointly) analysing the problem issues at stake in the context of the NGO with regard to HIV/AIDS, gender injustices/violence and education
- Plausibility rather than causality: (Jointly) assessing the original strategies and effectiveness of approaches on the basis of which the organisation expects to contribute to the desired changes (in attitudes, behaviour, policies and practices)
- Positive learning's: Focussing on the elements that led to positive outcomes as learning's for strengthening the programmes and organisations
- Empowerment of organizations through learning and sharing
- Space for innovation

Tools that will be used:

- Desk review of counterpart information; Oxfam Novib information and external project evaluations.
- Interviews of ON staff, counterpart staff
- Collection of stories from beneficiaries
- Documented successes and challenges with 9 case studies

Sample – Partners being evaluated

In Appendix 3 there is a list of all Innovation Funded partners and their status on having project evaluations. The aim of this the larger Innovation Fund Evaluation is to incorporate the already existing/planned project evaluations in order to not repeat work. A set of questions (see above in key questions) have been distributed to future evaluations teams in order to best utilize these evaluations.

There are a number of partners that will not have a project evaluation: the amount of money they receive(d) is considered a small amount and an evaluation is not required or mandatory. For the benefit of this evaluation a sample of 9 partners will be chosen in order to go further in depth into the learning's and objective of this evaluation.

The sample will be based on the thoroughness of existing evaluations provided, regional distribution, future importance/priority for the ON programme and financial contributions made by ON.

The evaluation will include an overview of all partners based on toolboxes and evaluations as further input to the overall programme assessment.

Products Developed from the Evaluation

- Report

Oxfam Novib requires that the evaluation report contains the different elements mentioned below. All parts should be clearly distinguished from each other and of sufficient quality.

- Cover page
- Table of contents
- An executive summary that can be used as a document in its own right. It should include the major findings of the evaluation and summarise conclusions and recommendations.
- The objectives of the evaluation
- The main question or central research question and derived sub-questions.

- A justification of the methods and techniques used (including relevant underlying values and assumptions, theories) with a justification of the selections made (of persons interviewed, organisations and/or projects visited).
- Limitations of the evaluation.
- A presentation of the findings and the analysis thereof (including unexpected, relevant findings). All research questions should be addressed, paying attention to gender issues
- Conclusions, which will analyse the various research questions. Conclusions have to be derived from findings and analysis thereof.
- Recommendations should be clearly related to conclusions but presented separately. Recommendations should be practical and if necessary divided up for various actors or stakeholders.
- Report appendices that include:
 - The Terms of Reference.
 - The techniques used for data collection (including the people interviewed and locations visited; the list of questions used or ‘interview guide’ or topic list).
 - The evaluation programme (data and main features of the activities undertaken).
 - List of abbreviations and acronyms.
 - List of documents reviewed.
 - Composition of the evaluation team (names, nationality, expertise, current occupation, task in the evaluation team).

The reporting style should be clear and accessible. References to sources used, such as interviews, literature, reports, must be given

- Power point presentation
- 9 documented case study reports

Activities and Time Frame of Learning and Evaluation

Step 1: September 2010

- Development of Steering Committee
- Sign off on Terms of Reference
- Organization and hiring/selecting researchers and consultant
- Development of additional questions for future evaluations of Innovation Fund partners/projects

Step 2: Evaluation of Innovation Fund, September 2010 to April 2011

- Consultants compiles previous research,
- Consultant conducts field visits
- Consultants write evaluation
- Consultants present evaluation

There are many (see Appendix 3) of evaluations that will come in after March 2011 and therefore will not be incorporated into this evaluation.

Time and Days for Consultant

***Please see Appendix 3 for a list of projects that have undergone evaluations and projects that will soon have evaluations

Activity	Days	Budget
Preparatory phase: quick-scan of partners/projects' documents in sample regions selected to decide on visits /planning visits/ inputs for ToR, Toolboxes/evaluation reports review grid development	3	
Analysis of the innovation fund projects/partners toolboxes, progress reports and relevant evaluation reports	12	
Conduct field visits to projects that are ongoing or/and completed	30 (Jan) 20 (Additional evaluators)	

Write an evaluation report for the innovation fund	6	
Present findings: power point presentation	2	
Flight, Travel, visas, accommodation etc.		
Total:	53	

Management Arrangements

For this evaluation an Evaluation Steering Group (ESG) has been set up. The Steering Group consists of the following members: Lindy van Vliet (program manager essential services); Saskia Verhagen (KIT officer); Ron Delnoye (Program Officer West Africa); and Yvonne Es (advisor Quality & Control unit).

The policy advisor of the Research and Development Unit (Olloriak Sawade) will be responsible for the overall management of this evaluation and will preside the Steering Group.

The Evaluation Steering Group is closely associated with all phases of the process. It participates in the decision-making process related to the delineation of the scope of the evaluation, provides feedback on the evaluation design, comments on the draft synthesis report and approves the final synthesis report. The ESG also prepares Oxfam Novib's management response for decision-making by Oxfam Novib directors. Oxfam Novib directors are responsible for approval of the management response.

The Research and Development Unit is responsible for the quality of the evaluation. It takes the main decisions related to the evaluation, based on advice from the concerned units within Oxfam Novib. It coordinates the discussion of the evaluation results and guarantees that agreement is reached on the management response.

Requirement for evaluators

- English and French speaking
- Knowledge of formal and informal education systems, gender, HIV and SRHR
- Mixed gender team
- A mixed North-South evaluators team
- Comfort talking about sex and gender
- Knowledge of new communication technologies (e.g. through the use of new learning and/or social media tools).

Regions/countries from which nine sample partners/programmes will be selected for visits: The selection of regions/countries is based on present/future importance for ON, volume of IF funds spent, evaluations already planned/undertaken and likelihood of innovative approaches under varying circumstances). The final selection of the 9 cases will be based on the thoroughness of existing evaluations provided, regional distribution, future importance/priority for the ON programme and financial contributions made by ON.

Decisions about partners to be visited will be taken after undertaking a quick scan of relevant documents and meetings with ON programme officers and will be consulted with the Steering Group.

- Horn of Africa: Sudan
- East Africa: Uganda
- Southern Africa: South Africa
- West Africa: Mali and one partner from Nigeria or Niger
- South Asia: Bangladesh
- South East Asia: Laos
- ECM region: OPT and Tajikistan

TOR IF evaluation - ANNEX 1:

Conclusions, lessons learned and recommendations from mid-term Review of the Innovation Fund

♥ In the early phase of the Fund, many of the approved projects were continuations of earlier funding in the field of education, without a clear linking of the three triangle elements. Direct links to staff in R&D, aware of the earlier partnerships, as well as spending pressure has facilitated approval without much questioning. After the initial period of being a mere substitute funding window, Bureaus are now (more) actively searching for innovation opportunities with new or existing partners; R&D is also stricter in requiring clarity on the triangle linkages in the understanding and activity planning by the partner.

♥ R&D has not been able to provide the necessary in-house orientation to adequately understand the connection of the three elements nor did it provide the training for staff to assist partners to design innovative programmes. This has clearly had an impact on the use of the Funds. More training is required internally to understand the depth and nature of the triangle connections.

♥ The 'Focal Point' approach has not worked well: no special orientation was provided; neither was any additional time for project scrutiny or support to colleagues provided for. Not all Bureaus appear to have a Focal Point person and in one Bureau the person was not aware of having been appointed in that position. Focal Points have not been an added value for the programme. Workshops for POs actually using IF funding to exchange experiences and support each other may enhance the skills of staff in a better way and help to link bureaus to R&D for common learning.

♥ Though the fear of risk-taking among some staff members appears contradictory to being part of Oxfam-Novib and to the scope for innovation or social change, it needs to be seen as a serious warning of the increased pressure to play safe with well established partners, on risk-avoiding activities as well as a pressure to prioritise easy and safe fund spending over content quality. Training is required on risk taking and mitigation, strengthening the use of the Toolbox section on risk handling.

♥ Promoting and supporting innovation in the triangle linkage of education, gender justice and HIV and AIDS prevention, with existing partners that need to be oriented in this field or when scouting new partners is involved, is time consuming. It requires more staff time per Euro spent than continuing 'average' programmes with large and established partners. If these innovations are promoted in the context of post-conflict or fragile states, with minimal civil society development or restrictions by the government even more time is required.

In the absence of additional time allocation there are risks of either not using the opportunities of the Innovation Fund, lack of interest of staff or serious levels of overworking of staff, or inadequate supervision and support to reach the objectives of the Innovation Fund. Staff performance assessment through the BSC needs to balance the fund spending appreciation with content/quality assessment, including learning and exchanging experiences and content support to partners.

♥ Oxfam Novib's role in relating to its partners is changing towards a more pro-active engagement in discussing development approaches, principles of gender justice, etc. This means moving from mere funding the request of the partner, to negotiating approaches, linkages, etc. on the basis of a respectful partnership. Some programme staff does not feel comfortable with this approach. Training may help some staff members to handle their fear of donor-driving.

♥ The Innovation Fund principles require programmes to be up-scaled beyond the local level and preferably have an impact at national or regional level. Oxfam Novib staff and its partners often feel hesitant to engage directly or indirectly with local or national governments. In situations, however, where the state is (still) weak and civil society is easily getting foreign support, Oxfam Novib needs to find the balance in support to civil society as well as the state in order to build the government's capacity for policies and services, which civil society does not control.

♥ New and more qualitative M&E systems are required to capture, documents and learn from innovations taking place under different circumstances. The heavy focus on quantitative measuring leads to invisibility of positive 'content' results from the Innovation Fund, which in turn does not increase the motivation of staff to encourage innovative and out-of-the-box thinking. The support and encouragement needs to come from top management.

♥ Merging KIC and the monitoring and evaluation results of Innovation Fund activities may help

to further build the capacities of Oxfam Novib's staff as well as its partners. This may help in the up-scaling process of newly developed approaches and methods. At the end of the planned IF total period, a collection and review must be organised of all the lessons learned with respect to successful innovations in the triangle issues.

♥ Bringing partners and Oxfam Novib staff together for learning and exchanges of innovation experiences may increase the longer term impact of having an Innovation Fund.

♥ A small fund would remove the 'attraction' of using the IF as just another funding window. A small Innovation Fund that allows only small amounts (like seed money) to be spent per project does not lead to spending pressure and may promote more actual innovation and accompanying risk taking. The scope for system influencing or changes (policy, curriculum, services, etc) needs to be part of the proposal assessment procedures and negotiations with partners. Mainstreaming the innovative approaches tried out in a pilot phase should become part of regular funding arrangements in the future.

♥ Visible management support is required, at all levels of management, to promote an adequate balancing of handling funding pressure and content quality, both in terms of staff time allocation and assessment of staff performance through the BSC system.

♥ No conclusions can be drawn yet in any of the countries, where the Fund has been used about the impact to system changes within the sectors of the ministries involved (ref ToR).

♥ An increased understanding and linking of the triangle issues will directly and indirectly contribute to the Millennium Development Goals, particularly to MDG3 and as such contribute to the goals for which the fund was established (ref ToR).

Further recommendations

♥ Additional orientation on the scope and principles of the Fund is required. This may also lead to a more commonly accepted approach to the use of the Fund, thereby reducing 'misuse' or misunderstanding about approvals. Staff needs to be trained to accept and handle the sensitive issues of sexuality in the different contexts their partners are working. There is ample experience that such issues can be addressed in all settings, using culturally accepted approaches and methods.

♥ Given the slow start of the Innovation Fund a further three years, rather than two, may be required to draw sufficient lessons for general integration of the new approach.

♥ On principle an Innovation Fund in any particular field should have a limited lifespan. The lessons learned could become part of new standards of an evolving Oxfam Novib approach, e.g. all education related activities – also in core countries – need to address gender issues.

♥ To avoid funding pressure taking priority over quality of innovation, as well as unproductive competition over money between bureaus, reduction of the funds available under the IF may be considered.

♥ The role of R&D in the approval procedure of the Innovation Fund may be continued to guarantee adherence to the Fund principles, but must be further clarified and formalised. R&D staff, specialised in different fields, but responsible for geographical regions must develop common standards for their assessments.

Late hour non-approval by R&D after an extensive process of PO >< partner negotiations on innovation need to be avoided.

♥ Training, learning, information exchange and mutual support opportunities for all programme staff - not only Focal Points - needs to be organised on the triangle issues, innovation principles, partner scouting, negotiation skills and risk handling. Active participating in such training needs to be included in the BSC. Time used for training needs to be recognised as necessary investment/maintenance of staff skills.

NB The skills required to adequately use and handle the Innovation Fund can be seen as basic skills required for any Programme Officer in the partnership approach of Oxfam-Novib.

TOR IF evaluation - ANNEX 2:**Changes based on the Mid-term review of the Innovation Fund**

Recommendation/ Conclusions	Change
R&D has not been able to provide the necessary in-house orientation to adequately understand the connection of the three elements nor did it provide the training for staff to assist partners to design innovative programmes. This has clearly had an impact on the use of the Funds. More training is required internally to understand the depth and nature of the triangle connections.	R&D had a training around the Innovation Fund and created a Q&A package for (new) staff that explains in detail how the Innovation Fund works
The 'Focal Point' approach has not worked well: no special orientation was provided; neither was any additional time for project scrutiny or support to colleagues provided for. Not all Bureaus appear to have a Focal Point person and in one Bureau the person was not aware of having been appointed in that position. Focal Points have not been an added value for the programme. Workshops for POs actually using IF funding to exchange experiences and support each other may enhance the skills of staff in a better way and help to link bureaus to R&D for common learning.	Focal points have been more clearly identified. There have been workshops and exchanges of ideas around innovation fund projects.
The Innovation Fund principles require programmes to be up-scaled beyond the local level and preferably have an impact at national or regional level. Oxfam Novib staff and its partners often feel hesitant to engage directly or indirectly with local or national governments. In situations, however, where the state is (still) weak and civil society is easily getting foreign support, Oxfam Novib needs to find the balance in support to civil society as well as the state in order to build the government's capacity for policies and services, which civil society does not control.	There has been increased promotion and awareness created with Oxfam Novib staff and Oxfam Novib partners on the importance of working with governments. This has been done through written materials as well as a workshop and conference held in South Africa in April 2010.
New and more qualitative M&E systems are required to capture documents and learn from innovations taking place under different circumstances. The heavy focus on quantitative measuring leads to invisibility of positive 'content' results from the Innovation Fund, which in turn does not increase the motivation of staff to encourage innovative and out-of-the-box thinking. The support and encouragement needs to come from top management.	Oxfam Novib is undergoing a scoping study to understand best practices in M&E measuring behavioral change. Implementation and vetting of tools are planned for 2011.
Merging KIC and the monitoring and evaluation results of Innovation Fund activities may help to further build the capacities of Oxfam Novib's staff as well as its partners. This may help in the up-scaling process of newly developed approaches and methods. At the end of the planned IF total period, a collection and review must be organised of all the lessons learned with respect to successful innovations in the triangle issues.	The following evaluation hopes to capture these activities mentioned.
Bringing partners and Oxfam Novib staff together for learning and exchanges of innovation experiences may increase the longer term impact of having an Innovation Fund.	There have been individual meetings held, including a Somalia partner visiting Innovation Fund partners in Nigeria. Furthermore, in April 2010 a large workshop of Innovation Fund partners was held to facilitate cross learning.
Mainstreaming the innovative approaches tried out in a pilot phase should become part of regular funding arrangements in the future.	This is currently the strategy in the next business plan period.
The role of R&D in the approval procedure of the Innovation Fund may be continued to guarantee adherence to the Fund principles, but must be further clarified and formalised. R&D staff, specialised in different fields, but responsible for geographical regions must develop common standards for their assessments.	R&D developed a shared evaluation tool to evaluate project proposals in order to avoid different criteria being used.

TOR IF evaluation - ANNEX 3:**Innovation Fund Projects and Evaluations**

Preliminary selection of partners considered for visits are marked are by *. Final decision after quick-scan of relevant documents/Programme Officers feedback

Projects (as per Sept. 2010)

Region-Country	Partners –Project	Evaluations already taken place	Date of Planned Evaluation
HOA- Eritria	LWF: PTA project 2008-2009		Project did not take place after the government would not give permission
HOA- Eritria	NUEYS: Innovation Fund Education		No evaluation to happen
HOA-Sudan *	SORD: edu, HIV and gender		No evaluation to happen
HOA- Sudan *	MRDA: edu, HIV and gender		No evaluation to happen
HOA – Sudan *	Nairobi ON office: HIV, edu and gender		No evaluation to take place
HOA- Somalia	GECPD: Innovation fund Proposal		June 2011
HOA-Somalia	CLHE: Mainstreaming HIV and AIDS and gender educ.		October 2011
OCA- Regional – Burundi, Uganda and Rwanda	Accord		Accord Uganda Dec 2011 Accord Rwanda: June 2013
OCA- Regional	We Can: regional and in Kenya, Burundi (Accord) , Uganda, Congo (Oxfam Quebec + alliance partners: Lofepaco, Uwaki Sud Kivu, Uwaki Maniema, Recic) , Tanzania	Kenya and Tanzania: evaluation done in 2010	Burundi country evaluation: 2010 DRC: 2011
OCA-Regional	Yaden		Ext ev. planned in 2011 when 3-year funding closes. Under discussion, cause we will probably stop funding them since they are based in Kenya
OCA- Uganda *	LABE – 2 projects	2009	
OCA- Uganda *	FAWE		3-year funding closes end 2010, so end 2010, beginning of 2011 evaluation will be done
OCA – Uganda	CEFORD	Ext. ev. in 2006 and an organisational assessment in 2010	According to SAP there is an evaluation planned for end 2010/beginning of 2011 for its current funding (2008-2010)
OCA – Uganda *	HAG	2009	Dec 2011
OCA - Uganda	World Pop. Fund	No	
OCA- Congo	Adecom		part of an alliance
OCA-Tanzania	YAV		No evaluation to be done
OCA- Rwanda	ODEJ		
WAF – Mali *	AADEC		June 2012
WAF – Mali *	FAWE		Project not yet started
WAF - Senegal	ACAPES		Beginning 2011
WAF – Senegal	ENDA GRAF		September 2010
WAF – Senegal and Nigeria	One world UK and Butter Fly Works – Learning about Living	2008	Senegal – mid 2011 Jan 2011
WAF- Nigeria *	GPI – 2 projects	2009	2 nd evaluation Jan 2013
WAF – Niger *	MCE		Dec 2011
WAF- Burkina	RAJS		Jan 2011
WAF - Burkina	Tin Tua	2008	Jan 2011
ZUA- Regional	AMANITARE		Project has only just started (EU project)

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ZUA- Regional	GEMSA		Contract has ended. Not renewed. No evaluation has taken place
ZUA - Malawi	CCAP Livin	2008	
ZUA - Malawi	Hunger Pro	Feb 2010	
ZUA – Malawi	Inter faith		
ZUA – South Africa	CRISP	2008	
ZUA – South Africa	Gender Aids Forum	2008	
ZUA – South Africa	NISAA	2010	
ZUA – South Africa	Oxfam Australia - Johap	2008	
ZUA – South Africa	Oxfam Canada – joint project		Has only just started. We will stop funding this programme as we have to phase out in South Africa
ZUA – South Africa	Oxfam GB - Fairplay		
ZUA – South Africa	Positive Muslim	2008	
ZUA – South Africa	TVEP		October/November 2010
ZUA - Zimbabwe	CWGH	2007/2008	
ZUA - Zimbabwe	Girl Child Network	2009	
ZUA - Zimbabwe	Maso		
ZUA - GUINE-BISSAU	EDEC	2008	
ZUA – Mozambique *	KUKUMBI	July 2009 "Study report Kukumbi Strategic Plan 2010-2014" by S.B. Manyema, Northumbria University	Next evaluation is scheduled for March 2012.
ZUA - Angola	PRAZADOR		2011
ZAZ – Bangladesh *	BRAC	No	March 2011
ZAZ – Bangladesh *	BNPS	No	December 2010
ZAZ – Bangladesh *	Butterfly BAN – in process not yet approved		
ZAZ - India	Oxfam India – this is lumpsum of transfers to be made to the partners; Oxfam India is not an implementing partner itself		
ZAZ - India	BODH	2009	
ZAZ - India	CYSD	2009	
ZAZ - India	FED - now with Oxfam India ; evaluation not included in contract because Oxfam India wanted to do a joint evaluation of all education partners.	no	
ZAZ - India	LOKMITRA – now with Oxfam India	2009	
ZAZ - India	Pratham – now with Oxfam India	2009	
ZAZ - India	WPF – was CB partner for mainphase with bodh, cysd and lokmitra		
ZAZ - Pakistan	SUNGI	no	Dec 2010 – but likely to be postponed
ZOA - Regional	Arrow	Feb 2010	
ZOA - Regional	DEPDC	2008	
ZOA - Vietnam	CCIHP		No evaluation
ZOA - Vietnam	EED	Mid term eval 2009	
ZOA – Laos *	GDG	Jan 2010	
ZOA – Laos *	PADETC	June 2008	
ZOA – Laos *	RRDTC		No evaluation
ZOA - Laos	VYC		Early 2011
ZOA- Burma	HREIB	Jan 2010	

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ZOA- Burma	KESAN		No evaluation
ZOA - China	WWF	Sept 2009	
ZOA - China	Shangri-la		No evaluation
ZOA - Indonesia	IPPA	2009	
ZOA - Indonesia	SP	Nov 2009	
LAC - Regional	We Can - Fundacion		
LAC - Brazil	LOUCAS		
ECM - Regional	EPEP	2007	No evaluation planned
ECM – Tajikistan *	AFEW		End of 2012
ECM – Tajikistan *	Volunteer		No evaluation planned
ECM-Ukraine	AUN		No evaluation planned
ECM – OPT *	Juzoor		No evaluation to take place
ECM – Egypt	NGF		No evaluation to take place
ECM – KAUKASUS	TANADGOMA		September 2010
ECM -	World Aids campaign		No evaluation to take place
BOR - World	Dance for Life	2009	
BOR - World	World AIDS		

Appendix 2

Innovation Fund partners and individuals/groups met/interviewed

Netherlands Oxfam-Novib Netherlands staff

Olloriak Sawade
Lindy van Vliet
Yvonne Es
Denise Parmentier
Petra Hans
Babeth Lefur
Ron Delnoye
Maria Maas
Mira Chowdhury
Marina van Dixhoorn
Angelique Verweij
Ilse Balstra
Mirjam van Dorssen

UK

Dance4life peer facilitator

Kenya OxfamNovib-Kenya staff

Victor de la Torre Sans
Caroline Kiwara

OxfamNovib Evaluation Steering Group (ESG) for the IF evaluation

Lindy van Vliet (Program Manager Essential Services);
Saskia Verhagen (KIT officer); (not met/present in the meetings)
Ron Delnoye (Program Officer West Africa);
Yvonne Es (Advisor Quality & Control unit).
Olloriak Sawade (Policy Advisor Research and Development Unit), chair/management IF evaluation

Countries/Innovation Fund partners visited and numbers of people met

Country	IF partner	Month /year	Staff/ Facilitators Volunteers	Students pupils peers	Teachers Trainers	Parents/ community	Govt officials	Others
South Africa	NISAA	11/2009	22	>60	6	22	4	10
	TVEP	11/2010	>60	>65	4	>40	8	16
Zimbabwe	GCN	4,7/2009	>35	>400	>25	>15	9	15
Bangladesh	BRAC	1/2011	10	>350	6	>35	4	5
	BNPS	1/2011	12	>150	8	2	5	4
	RN Embassy	1/2011	4					
Lao PDR	PADETC	2/2011	14	>50	>10	>20	4	1
	VYCHD	2/2011	6	60	2		6	2
	GDG	2/2011	2					
Mali	AADeC	3/2011	8	>100	8	>50	5	18
Senegal	OneWorld UK	3/2011	2	30	4		2	
	ENDA GRAF	3/2011	4					
Nigeria	GPI (+LAL)	3/2011	27	>150	>10	>25	12	6
Uganda	LABE	3,4/2011	8	>1500	>15	>30	2	4
	FAWE	3,4/2011	6	>150	12	5	2	
	CEFORD	3,4/2011	3	>150	>15	>35		
	HAG	3,4/2011	4	>100	4			2
Somaliland	CLHE	4/2011	6	>100	6		1	6
OPT	Juzoor	4/2011	10	> 40	5	14	5	>25

Please note that the numbers do not in any way indicate the significance, weight or value of the comments, questions or remarks made by different stakeholders.

Rational for country/IF partner selection

- **South Asia: Bangladesh**

Bangladesh provides examples of a small rather new and a very large old, well established ON partner NGO in a small very densely populated country with large numbers of male labour migrants and UN peace keepers in a society originally/officially secular (inhabited by 88% Muslims), but increasingly influenced by middle east Islamic practices. Bangladesh civil society is highly developed and organised, and it has a long history of engagement in education activities, particularly in rural areas.

Selected IF partners: *BRAC, BNPS*.

Though in higher number/more funding, IF partners in India were not given priority in view of the handover on short term to Oxfam India. In Pakistan there is only one partner.

- **South East Asia: Lao PDR**

In South East/East Asia Lao PDR was selected on account of the relative strength, experiences and number of the partners, representing triangle activities in a predominantly Buddhist culture, with a still nascent civil society culture in the process of defining its relation with the government. The visit to Lao PDR was to be combined with the visit to Bangladesh to save on long distance travel expenses. Because of busy schedules of the partners and planned activities with the ON PO, the visit had to be postponed and disconnected from the visit to Bangladesh.

Selected IF partners: *PADECT, VYC, GDG*.

- **West Africa: Mali, Senegal and Nigeria**

Originally two Francophone countries were selected: Mali and Niger. Because the partner in Niger was just starting its work, Nigeria was recommended by the PO as a better choice.

Mali represents a Francophone, predominantly Islamic, very poor, partly Saharan and rural country with low population density.

Nigeria, with a large population, relatively strong economy, highly urbanised, Christian and Islamic cultures, decentralised in government administration has a long standing and strong ON education/girls rights partner. In Nigeria the impact of the work of an international IF partner could be seen on the ground as well: the interactive computer based learning tool: Learning about Living (LAL)⁵⁴.

A visit to Senegal was added. Though not earlier planned, the opportunity arose because of the most economic flight option from Mali to Nigeria via Senegal. This extra one day visit allowed to learn from the further developed and more interactive French version of LAL (Apprendre A Vivre) and an SMS 'helpdesk' for adolescents run by another IF partner.

Selected IF partners: *AADEC (Mali); ENDA GRAF, OneWorld/LaL Senegal (Senegal); GPI (Nigeria)*.

- **Horn of Africa: Somaliland**

Originally Sudan was recommended and selected. Based on accessibility, visa/permission, safety and cost/practicalities of travel and of work done by the partner, POs at ON recommended to visit Somaliland rather than Sudan. Somaliland provides the example of the triangle related work in a strict Islamic society with weak /fragile state characteristics and not recognised yet as independent state by the UN.

Selected IF partner: *CLHE*.

- **East Africa: Uganda**

Given the volume and (assumed) quality of work financed through the IF, the recent history of conflicts in the northern zone, with large numbers of people then living in IDP camps or across the border in neighbouring countries, impacting on education, gender and SRHR, its government earlier attention for HIV prevention, but also problematic sexual diversity issues, Uganda was chosen in East Africa, rather than Tanzania or Rwanda.

For reasons of security and visit expenses and with only one partner a visit to Congo as only IF country in Central Africa, was not considered.

Selected co-operating IF partners: *LABE, FAWE, CEFORD, HAG & WPF support to these NGOs*.

- **MENA region: Palestine**

⁵⁴ This programme was developed by OneWorld UK and Butterfly Works.

A visit to a partner in the Occupied Palestinian Territories (OPT) was decided because of the experience of the partner in the field of SRHR and their ability to lobby/influence the government, in an otherwise fragile and difficult setting under full colonisation.

Selected IF partner: *Juzoor*.

- **Southern Africa: South Africa**

Originally Mozambique was selected being a Lusophone and Southern Africa country. At the recommendation of ON staff this selection was changed to South Africa. Though the ON support programme would be terminated in South Africa by the end of 2010, a visit to IF partners in South Africa was included because of the high number of IF partners (eight, the highest in one country under the IF), the large sums spent, the high prevalence of GBV and HIV infections, the changed government policy on HIV and AIDS and their co-operation with civil society, as well as the scope for learning from the South Africa (SA) experiences.

Visit days were budgeted in the approved work plan, but a final decision to visit SA partners would depend on the time/funds required to visit other countries as two IF partners in SA had been visited (evaluations) in 2009/2010 by members of this IF evaluation team.

On account of lack of time (days required for other country visits) new visits to other SA partners had to be cancelled.

Partners visited in 2009/10: *NISAA; TVEP*

- **Southern Africa: Zimbabwe**

Two members of this IF evaluation team had conducted an evaluation of a long standing ON partner in Zimbabwe in 2009, part-funded through the IF. The results of this evaluation have been used as primary data input as well.

Partner visited in 2009: *GCN*

- **Central Asia: Tajikistan**

Inclusion of Tajikistan, an exception in terms of low IF spending (low) and numbers of partners (one), was decided on account of ON's plans to continue and expand its programme in Central Asia⁵⁵. Central Asia, being part of the former soviet Union, is an area with a very different history compared to most other ON regions: nascent civil society development with lots of hiccups in NGOs finding/carving out their space; HIV is often denied; women's rights and access to her productive assets/gender justice is hardly discussed; sexual and other diversity issues are problematic; education is highly state controlled and generally not open/empowering; dictatorial as well as weak state structures. The region is likely to see an increase of serious violence, related to ethnic, religious and cultural traditions (settled agriculture/nomadic); drugs-trafficking' based crime, cross-border control over water, conflicts over access to land and minerals and religious fundamentalism imported from other states. Lessons from this area through the IF activities would be important for comparison with other areas, options/ needs for future support and future mutual learning between regions. Central Asian partners often feel left out, isolated and hungry for other experiences which can show possibilities for change.

Based on the above considerations a visit to the IF partner in Tajikistan was included in the work plan and approved by the Steering Committee.

At the time of concretely planning the Tajikistan trip ON had decided to terminate the programme in Central Asia with immediate effect, and would even reduce the funds contractually guaranteed to partners. The IF evaluator reconsidered visiting the Tajikistan IF partner, even though ON staff insisted on going as planned. The most important reason for the visit, learning from the experiences in this special setting for the benefit of ON's future expansion plans in Central Asia, and vice versa the partner hearing about IF experiences elsewhere, no longer existed. There would only be a one-sided 'benefit' of this learning exercise for ON -and not likely to be further used- and little or nothing for the partner, hence not a positive climate for sharing. The IF funds spent by the partner were not very high and the cost of a visit to the partner in the isolated Gorno-Badakhshanskaya Autonomous Oblast Region, just north of Afghanistan would not be justifiable any longer. Based on these arguments the visit to Tajikistan was cancelled.

⁵⁵ The expansion includes the 'adoption' of some programmes in Central Asia, earlier funded by Hivos, when Hivos terminated its funding to this region as part of the MFS2 reorganising between MFS partners.

Appendix 4

Documents reviewed/bibliography

Toolboxes, evaluation reports, project documents, training materials, manuals, posters, etc. as made available by OxfamNovib and by the IF partners visited for each the programmes funded

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* Dance4life, 2009, ‘A process evaluation of a global entertainment-education prevention programme to establish a social youth movement in pushing back HIV and AIDS’, ASCoR, UvA, Amsterdam

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Appendix 5

Changes in OxfamNovib based on the Mid-term review of the IF

Recommendation/ Conclusions of Innovation Fund Mid-term Review 2009	Change proposed / implemented by ON (ref Annex 2 to TOR Sept. 2010)	Findings and Analysis in evaluation 2011
<p>1-R&D has not been able to provide the necessary in-house orientation to adequately understand the connection of the three elements nor did it provide the training for staff to assist partners to design innovative programmes. This has clearly had an impact on the use of the Funds. More training is required internally to understand the depth and nature of the triangle connections.</p>	<p>R&D had a training around the Innovation Fund and created a Q&A package for (new) staff that explains in detail how the Innovation Fund works</p>	<p>Active promotion of the IF in its linking of the different elements is time consuming, and most POs did not have/make this time for content reflection and adequate communication with partners;. Whereas ON has sharpened the approval process for the use of the IF and reportedly, provided training and a Q&A package for (new) staff on the IF workings, the communication with IF partners to explain the principles behind the IF, assess the understanding, skills and capacities required and negotiate the support conditions has generally remained weak.</p>
<p>2-The 'Focal Point' approach has not worked well: no special orientation was provided; neither was any additional time for project scrutiny or support to colleagues provided for. Not all Bureaus appear to have a Focal Point person and in one Bureau the person was not aware of having been appointed in that position. Focal Points have not been an added value for the programme. Workshops for POs actually using IF funding to exchange experiences and support each other may enhance the skills of staff in a better way and help to link bureaus to R&D for common learning.</p>	<p>Focal points have been more clearly identified. There has been workshops and exchanges of ideas around innovation fund projects.</p>	<p>FP in relation to partners with IF projects: Had more time be spent on explaining the IF for its logic and working principles, and had time been taken to jointly assess the required commitment, skills and understanding of the linkages of the triangle issues, and (additional) arrangements been facilitated to enhance the skills and capacities, a number of the programmes implemented by IF partners, might have been more integrated and as a result effective in its delivery of output and outcome: missed opportunities, primarily as a result of lack of time and capacity on the side of ON itself.</p>
<p>3-The Innovation Fund principles require programmes to be up-scaled beyond the local level and preferably have an impact at national or regional level. Oxfam Novib staff and its partners often feel hesitant to engage directly or indirectly with local or national governments. In situations, however, where the state is (still) weak and civil society is easily getting foreign support, Oxfam Novib needs to find the balance in support to civil society as well as the state in order to build the government's capacity for policies and services, which civil society does not control.</p>	<p>There has been increased promotion and awareness created with Oxfam Novib staff and Oxfam Novib partners on the importance of working with governments. This has been done through written materials as well as a workshop and conference held in South Africa in April 2010.</p>	<p>Many IF partners are now either lobbying their governments or sit on government committees for inclusion of comprehensive SRHR and HIV prevention issues in the national curriculum. Some IF partners had to change language proposed to remain acceptable, e.g. GPI: Family life education hence reducing SRHR to family/marriage issues. BRAC and BNPS sit on the government curriculum development committee but the voice/needs of the youth will be overruled by religious/cultural sentiments.</p>
<p>4-New and more qualitative M&E systems are required to capture documents and learn from innovations taking place under different circumstances. The heavy focus on quantitative measuring leads to invisibility of positive 'content' results from the Innovation Fund, which in turn does not increase the motivation of staff to encourage innovative and out-of-the-box thinking. The support and encouragement needs to come from top</p>	<p>Oxfam Novib is undergoing a scoping study to understand best practices in M&E measuring behavioural change. Implementation and vetting of tools are planned for 2011.</p>	<p>In terms of M&E of IF funded activities, ON is still in the process of selecting and testing adequate tools and indicators to measure behaviour and attitude changes, in line with the IF approach. Base line data development and M&E of IF partners for the purpose of capturing progress toward desired changes has remained weak during this process.</p>

management.		
5-Merging KIC and the monitoring and evaluation results of Innovation Fund activities may help to further build the capacities of Oxfam Novib's staff as well as its partners. This may help in the up-scaling process of newly developed approaches and methods. At the end of the planned IF total period, a collection and review must be organised of all the lessons learned with respect to successful innovations in the triangle issues.	The following evaluation hopes to capture these activities mentioned.	A set of 'additional evaluation questions' was developed to be added to the ToRs for IF partner external evaluations. Regrettably not all PO have forwarded these questions to the IF partners concerned, hence missing the opportunity to capture evaluative feedback on the IF usage.
6-Bringing partners and Oxfam Novib staff together for learning and exchanges of innovation experiences may increase the longer term impact of having an Innovation Fund.	There have been individual meetings held, including a Somalia partner visiting Innovation Fund partners in Nigeria. Furthermore, in April 2010 a large workshop of Innovation Fund partners was held to facilitate cross learning.	Requests and interest for internships and cross boundary learning still high: field experience of handling obstacles more convincing than reports. WPF assisted in capacity building of ON partners in the South, faced with obstacles and own skills and issue understanding issues. The WPF experience has shown that sometimes bold approaches, uncommon in the local setting, may stimulate changes that would otherwise not easily have taken place. External change agents (south-south or north-south/south-north) may provide the leverage, skill training and methodologies to make a break through.
7-Mainstreaming the innovative approaches tried out in a pilot phase should become part of regular funding arrangements in the future.	This is currently the strategy in the next business plan period.	ON did decide to make the triangle approach part and parcel of any programme in the field of education, but that has not been adequately and timely communicated to the partners. Hence the end if the IF period created anxiety among late starters.
8-The role of R&D in the approval procedure of the Innovation Fund may be continued to guarantee adherence to the Fund principles, but must be further clarified and formalised. R&D staff, specialised in different fields, but responsible for geographical regions must develop common standards for their assessments.	R&D developed a shared evaluation tool to evaluate project proposals in order to avoid different criteria being used.	Field visits show that a good number of partners do not fulfil the IF criteria