

Report of Learning Review into CARE Great Lakes Advocacy Group Project

Vicky Cosstick, Consultant, ChangeAware
www.changeaware.eu

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The anti-violence youth club dancing in Ruhango, Rwanda

Acknowledgements:

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Executive Summary

This report will take the view that GLAG is a very good, even remarkable initiative, which has delivered high value for money – and that its achievements are due in large part to its unusual beginnings and unorthodox approach to programming. It has many of the elements of infrastructure in place to move forward into Phase 2 with confidence. Its diversity is its energy. At the same time, the structure makes and has made the initiative vulnerable; anticipated turnover amongst its highest staff levels and continued stresses on the coordinator position may present the greatest challenges in the future, together with ongoing debates about the ultimate purpose of the project and programming objectives.

This report was requested by CARE UK and commissioned by GLAG in April 08 to explore the story so far of Phase 1 of the Great Lakes Advocacy Group (GLAG), a project implemented by four CARE Country Offices (CO) of Burundi, Rwanda, Democratic Republic of the Congo and Uganda, four of the poorest countries in the world, and to offer some recommendations for the future of the project. The first two years of GLAG Phase 1 were funded almost entirely by CIUK via the DFID PPA; an initial £60,000 of funding was boosted by an additional £20,000 in the second year.

GLAG has now requested a further £100,000 for next year's funding, in addition to applying to CARE USA, CARE Austria and CARE Norway. CIUK is reasonably confident that it would like to continue to fund GLAG with £100,000 for the next year (after which they have said GLAG must do its own further fundraising) but that they expect the project proposal to be redrafted in the light of the report. CARE Austria and CARE Norway are awaiting the outcome of the report before deciding on future funding.

The report is divided into three chapters. In this introductory chapter I explore issues concerning the aims, audience and methodology of the review. In Chapter Two I present narrative accounts of what I learned about each country programme from my visits to DRC and Rwanda, and from telephone interviews with GLAG focal points in Burundi and Uganda. In Chapter Three I present an analysis of the material I accumulated and offer some recommendations for the future.

In telling the story of GLAG, its value as an unusual and innovative project is acknowledged. Rooted in the good relationships and informal communication between four CARE country directors in the Great Lakes region, GLAG was a natural initiative for DFID PPA funding, designed for experimental learning projects which lacked many of the trappings of more traditional development projects.

There are core themes and questions about GLAG which are addressed in the report:

- *Has GLAG offered value for money? What can we learn from the light structure of GLAG? What are the likely benefits and risks of vastly increased future funding and what is the best structure for moving forward?*
- *What have been the advantages and disadvantages of this innovative approach?*

The report concludes that GLAG has offered high value for money, partly or mainly because of the light network structure that evolved to deliver its work. This network is likened to an hourglass structure which sits on top of 12 projects and the hierarchical patterns of country offices. The report notes the value of understanding GLAG as a network, and of its unconventional lack of traditional programming infrastructure such as logframe, baseline or monitoring and evaluation. It is effective but vulnerable because of the lack of a clear decision-making vehicle at the top. There is a risk that significant increases in funding could have effects that will unintentionally threaten the effectiveness of GLAG.

- *How will the work of GLAG continue to flourish as the founding CDs leave their Great Lakes posts over the next year?*

The report commends the role of the founding CDs and notes that the informal communication between them has been a source of energy in GLAG, while making it vulnerable to the future as the founding CDs move on. The report recommends a stronger structure that is more inclusive of different levels in the project, more firmly tied into the Regional Management Unit, and less dependent on dual reporting lines, as well as regular meetings at which the story of GLAG is told and retold to pass on the legacy of the founding CDs vision and intentions.

- *What is the focus or intention of the advocacy and how are the various levels – community, country, region and international – to be linked?*
- *What is the balance between a focus on post-conflict contexts and on SGBV per se?*

The report notes that there are different visions for advocacy and SGBV currently in play in GLAG and raises questions which need to continue to be addressed. There is no clear strategy for lifting advocacy on SGBV from local and community level and the actions and experiences of activists, to national, regional and international levels. There are varied assumptions about the role of activists in advocacy. There is no clear or agreed analysis within GLAG of the balance between responding to SGBV and the priority of advocacy in post-conflict situations.

The report suggests that the most useful way to describe the structure of GLAG is as a network, and uses an approach to evaluation based on social network analysis. The structure of GLAG is identified as a significant weakness, primarily because of systemic stresses placed on the role of the GLAG coordinator and the relationship between the coordinator and the Regional Advocacy Adviser.

The report also explores the variety of visions for GLAG amongst various stakeholders and different assumptions and approaches to the project's objectives related to SGBV and advocacy. The report concludes that a major challenge for the new GLAC will be to develop a strategy for linking and implementing advocacy initiatives which are rooted in the experience of the activists and communities and able to develop and harness these energies for action at national, regional and international levels.

Using an impact and outcome framework from social network analysis, the report attempts to begin to assess what has changed as a result of the activities of GLAG. In Appendices 7a & 7b, CARE UK's alternative approach to impact is offered based on the Global Research Framework for the Strategic Impact Inquiry on Women's Empowerment.

The report makes a range of recommendations:

- For a new structure to steer GLAG, better linked to the regional office, more transparent and inclusive of a wider range of stakeholders, and more able to protect the GLAG from diverse political demands.
- The report also recommends a different approach to the reporting lines within GLAG.
- GLAG is encouraged to value its innovative network structure and processes, and not to over-formalise or structure it.
- The strength of GLAG will continue to be the range of ways in which the unique experience and context of each country around advocacy for SGBV can be woven together through meetings and learning processes.

The report concludes that: GLAG is a good and fascinating project. It is more than worth the money and effort that has already been invested in it. GLAG is changing the lives of women and men in poor communities in some of the poorest countries in the world, women and men who have been and are profoundly traumatised by violent micro-level conflicts caused by much greater macro-level forces over which they seem to have little control. GLAG has the potential to lift this impetus for change to higher levels and over the longer term to create conditions for significant change.

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List of Acronyms

| | |
|-------|------------------------------------------------------------|
| ACD | Assistant Country Director |
| BOND | British Overseas Network for Development |
| CD | Country Director |
| CO: | (CARE) Country Office |
| CoP | Community of Practice |
| DFID: | (British) Department for International Development |
| DRC | Democratic Republic of Congo |
| GLAC | Great Lakes Advocacy Coordinator |
| GLAG | Great Lakes Advocacy Group |
| M&E | Monitoring and Evaluation |
| MONUC | United Nations Mission in the Democratic Republic of Congo |
| NGO: | Non-Governmental Organisation |
| PPA | Programme Partnership Agreement |
| RAA | Regional Advocacy Adviser |
| RBA | Rights Based Approaches |
| RMA | Regional Media Adviser |
| RMU | Regional Management Unit |
| SGBV | Sexual and Gender Based Violence |
| SRA | Senior Rights Adviser |
| ToR | Terms of Reference |
| TPU | Technical and Policy Unit (CARE UK) |
| | |

CHAPTER 1: INTRODUCTORY MATERIAL

1.1 Introduction

This report was requested by CARE UK and commissioned by GLAG in April 08 to explore the story so far of Phase 1 of the Great Lakes Advocacy Group (GLAG), a project implemented by four CARE Country Offices (CO) of Burundi, Rwanda, Democratic Republic of the Congo and Uganda, four of the poorest countries in the world, and to offer some recommendations for the future of the project. The first two years of GLAG Phase 1 were funded almost entirely by CIUK via the DFID PPA; an initial £60,000 of funding was boosted by an additional £20,000 in the second year. CIUK also made an extra \$17,761.15 available to GLAG from funds originally allocated to a defunct cross-regional RBA Learning initiative.

GLAG has now requested a further £100,000 for next year's funding, in addition to applying to CARE USA, CARE Austria and CARE Norway. CIUK is reasonably confident that it would like to continue to fund GLAG with £100,000 for the next year (after which they have said GLAG must do its own further fundraising) but that they expect the project proposal to be redrafted in the light of the report. CARE Austria and CARE Norway are awaiting the outcome of the report before deciding on future funding.

Below are the stated aims of the review according to the original terms of reference, and it is my belief that these aims have been addressed in this report:

Achievements:

- What have been the significant achievements and challenges in GLAG?
- How did the design change over time, and in response to what?
- Were there any major areas of intervention that GLAG should have engaged in, in order to achieve more substantial impact, but did not?

Linkages and participation:

- What are the strengths and weaknesses of GLAG's regional/network structure and how can this be improved (how has this evolved over the past couple of years and what should be done differently in the future)?

Learning v. Advocacy:

- How has a) learning on advocacy and b) doing advocacy changed practice? This is about understanding the transformational role of GLAG.

Management and Support:

- What are the strengths and weaknesses in how this initiative is managed and supported at all levels (how has this evolved over the past couple of years and what should be done differently in the future)?

Next steps:

- What, if any, are the potentially sustainable outputs and outcomes of GLAG?
- What steps can GLAG take to capitalise on these, in order to achieve objectives?

The report is divided into three chapters. In this introductory chapter I explore issues concerning the aims, audience and methodology of the review. In Chapter Two I present narrative accounts of what I learned about each country programme. In Chapter Three I present an analysis of the material I accumulated and offer some recommendations for the future.

1.2 Who is the report for?

The report is addressed to a range of stakeholders:

- The GLAG network
- Stakeholders in CARE member offices, including UK, USA, Norway, Austria. These CARE offices may be contributing to GLAG funding and/or campaigning in Northern countries on sexual and gender-based violence (SGBV).
- The wider CARE organisation, which may be interested in its innovative approaches.
- People outside CARE who are interested in SGBV, Great Lakes, and/or innovative approaches to programming and, indeed, evaluation.

The report has, therefore, been written as a public document. For this, as well as for methodological reasons, individuals are not named in the report. Except in the case of controversial comments, the aim is to depersonalise but not make the content fully anonymous. Likewise, I am depersonalising the authorship of the report by referring to myself in the third person either as “the consultant” or as “the author”.

This report will take the view that GLAG is a very good, even remarkable initiative, which has delivered high value for money – and that its achievements are due in large part to its unusual beginnings and unorthodox approach to programming. It has many of the elements of infrastructure in place to move forward into Phase 2 with confidence. Its diversity is its energy. At the same time, the structure makes and has made the initiative vulnerable; anticipated turnover amongst its highest staff levels and continued stresses on the coordinator position may present the greatest challenges in the future, together with ongoing debates about the ultimate purpose of the project and programming objectives.

1.3 What is GLAG?

At its simplest level, Great Lakes Advocacy Group is a collaborative advocacy initiative between four CARE country offices which straddles some 12 projects across the countries: Democratic Republic of the Congo, Burundi, Rwanda and Uganda. It concerns itself with sex and gender based violence in post-conflict situations. Even at this simplest level, there are a number of core questions which continue to reverberate through the development of GLAG:

- *What is the focus or intention of the advocacy and how are the various levels – community, country, region and international – to be linked?*
- *What is the balance between a focus on post-conflict contexts and on SGBV per se?*
- *What is the nature of the cooperation between the network members in the four countries and how is it to be facilitated in practice?*



Women from Wakinamama savings & loan group selling rice in Kindu market, DRC

1.4 A brief history of GLAG

It is not easy to piece together the history of GLAG even at a simple outline level because there are multiple accounts and memories of what happened and because of some changes and challenges experienced in the region which participants are reluctant to discuss.

However, it appears that GLAG emerged from informal conversations beginning as early as 2003 among the country directors of Burundi, DRC, Uganda and Rwanda. These four countries sit amongst the 15 poorest countries in the world, with Burundi actually the poorest. The CDs wanted to address the regional conflicts being caused by “the rape of resources” in the Congo. Sexual violence against women, as a weapon of war, was

considered a safer topic to address – although there are those who to this day would like not to lose sight of the broader geopolitical issues. These conversations became more focussed during 2005 and although an early proposal was not funded, 2-year funding was finally agreed through the UK DFID PPA – which was geared to innovative learning programmes - and began in April 2006. The funding was minimalist -- £60,000 over two years.

The initial challenge was to hire a coordinator; they could not afford an international staff person so eventually a Rwandan national was employed based in the Kigali CO. The effectiveness of the first GLAC was hampered: there were questions about his competence, and in any event due to his ethnicity he could not travel to Eastern DRC. The RAA invested 50% of his time in GLAG, travelled widely in the region and with the GLAC developed a basic framework of capacity building on advocacy. The capacity building was used as a means of facilitating greater involvement of programme staff in each country. During this period work was done to identify change objectives at country level on which further work could be built. From this first RAA-GLAC team also emerged the core strategy of GLAG as an advocacy initiative “piggy-backing” on 12 projects across the four countries (Appendix 3), working in various ways with women (e.g. savings & loan, empowerment and SGBV). The RAA also attempted to build strategic relationships at regional and international levels. For example, in August 07 GLAG is listed as part of the Great Lakes Sexual and Gender Based Violence Alliance.

The RAA left CARE in April 2007 and the GLAC in June and a few months followed with neither a full time RAA nor a coordinator. During this time a CARE Norway Gender Advisor based in RMU Nairobi provided some cover, supported by the then Deputy Regional Director covering the Great Lakes region. There was a successful bid to CIUK to increase funding by £20,000 to £50,000 for the second year to cover the costs of an international GLAC, who was hired and started in September 2007. Her appointment is widely recognised to have given a major boost to the energy levels of the project; her start in the position was promising and she quickly put together a remarkable initiative to bring 28 activists together in Kigali, Rwanda in November 2007. The activists were selected on the basis of (a) being survivors of SGBV and (b) their involvement in the activities of one of the 12 GLAG projects in one of the four countries. However, the meeting was controversial in some respects, as was the working style of the GLAC, which contributed to severe personality conflicts with the new RAA who joined CARE in November based at the RMU in Nairobi. In February there was a strategic planning meeting for GLAG Phase 2 facilitated by the RAA, also widely recognised to have been a successful meeting.

The GLAC was working together with the CIUK SRA to design the ToR for the evaluation and select a consultant when she was suddenly called home to a family emergency and consequently resigned; this was soon followed by the – unrelated – resignation of the CIUK SRA. Meanwhile, the CDs and the RAA have proceeded with appointing a new GLAC and with bidding for up to \$400,000 of funding from CIUK, and CARE USA, Austria and Norway.

1.5 What was wanted from the review?

For detailed responses to the question of participants' hopes from the review, please refer to Appendix 2. Meanwhile, the points are summarised below:

- Deeper understanding of the challenges around linking advocacy at the local, national, regional and international levels.
- Understanding the balance/tension between advocacy and SGBV.
- How to support the activists following the meeting in Kigali in Nov 07.
- Some attempt to measure impact.
- More understanding – network members may not understand much about what is happening outside their own country; CI members don't really understand what is going on within GLAG.
- Concrete recommendations for the future programme and to revise the proposal for GLAG Phase 2.
- Some participants and stakeholders, including CI members, believe significant structural changes are needed. One writes: "this is a very interesting initiative with a big potential but partly 'paralysed' due to the lack of coordination and unclear supervision structures."
- Understanding what appears to be (to some stakeholders outside the network) to be "paralysis" and "dysfunction" in the work of GLAG; "it has been troubled, ambitious and complex".

1.6 Methodology

Accepting that impact assessment – traditionally understood -- would not be appropriate for GLAG at this stage, if at all, the CIUK SRA argued for a non-traditional approach to evaluation. What has made GLAG unusual?

- In CARE terms, the level of cooperation amongst GLAG CDs is considered to be unusual and extremely progressive, particularly in Africa. Sometimes described as "laws unto themselves", CARE CDs are perceived to exert high levels of control within their own country offices -- "little kingdoms" -- and very few naturally look across the borders of their territory towards other CDs or country offices. Despite these high levels of autonomy, the GLAG CDs came together around an important regional issue with considerable energy and consistent commitment.
How will the work of GLAG continue to flourish as the founding CDs leave their Great Lakes posts over the next year?
- GLAG was initially funded by the CIUK office out of its DFID Phase 2 funding, marked by its encouragement of flexible, experimental, innovative learning initiatives in programming. There was no initial logframe, no baseline survey, no commitment to M&E – few indeed of the usual trappings of international development programmes.
What have been the advantages and disadvantages of this innovative approach?
- GLAG has had a light, minimalist network structure across the four countries, with only one paid fulltime position. It has also had minimal funding in Phase 1: £60,000 across 2 years, increased by £20,000 for the second year to bring total funding to £80,000.

Has GLAG offered value for money? What can we learn from the light structure of GLAG? What are the likely benefits and risks of vastly increased future funding and what is the best structure for moving forward?

1.6.1 To evaluate or not to evaluate, that is the question.

In response to resistance to the idea and cost of an external evaluation from senior GLAG staff, CIUK insisted that an evaluation should take place as Phase 1 came to an end and prior to funding Phase 2. CIUK believed that it was entirely appropriate to place the project under external scrutiny before committing to further funding; it also believed that there was much to be learned from what they experienced as an intensely interesting, unusual and somewhat opaque project. To greater or lesser degree, there was resistance to the idea of an evaluation at senior levels of the network: it was too early to measure impact; they had already decided on a future strategy and just wanted to get on with it; an evaluation would be costly and cause unnecessary delay. As one CD put it, CIUK are known for their academic, intellectual approach, and this “slows things up”.

In response to the resistance, the CIUK SRA proposed a “project review” rather than an evaluation, recognising that “it doesn’t make sense to have a traditional evaluation for a non-traditional initiative”. The GLAC coordinator at the time consulted widely on the ToR and selection of the consultant, choosing this consultant who had previously reviewed another DFID-funded PPA CARE project using an alternative narrative approach. This consultant was invited to carry out the review and 5 days work were allocated to designing and writing an evaluation methodology, which would aim to outline an alternative approach to the work. This, however, did not noticeably alter the attitudes of the senior levels of GLAG to the review.

It seems important and interesting to note that this review is being carried out against the background of a wider debate within the UK NGO sector about:

- the way that impact assessment, evaluation and learning are understood and practiced within the development sector.
- the effect of donor demands for accountability and, specifically, a narrow approach to measurement of outcomes, on the ability of programmes to deliver effective work on the ground
- the role of the logframe paradigm.

For example, two current initiatives in the UK aim to explore quality and effectiveness in delivery of development and to engage major UK donors (Big Lottery, Comic Relief, Diana Fund & DFID) in a dialogue about how donor conditionality can inhibit learning in development. In April 08 in a separate but related development, a report for Sightsavers International was published called “Impact Assessment: drivers, dilemmas and deliberations.”

Immediately relevant to this assignment are two conclusions that emerge from this debate. Firstly, donors are often more open than some might assume to alternative ways of designing and evaluating programmes; secondly, it is sometimes the most senior managers within NGOs who are the most resistant to alternative approaches to accountability and learning. Ironically, GLAG originally attracted DFID PPA funding because it was

innovative and experimental; this report will argue that this innovative approach has been highly successful thus far; it is to be hoped that senior managers of GLAG will be open to learning about alternative approaches to evaluation alongside the alternative approaches to programming.

“Overall it is important that leaders of NGOs engage more in critically examining their organisation’s development practice and challenging the current linear model of change which dominates NGO planning and favours logframes, tangible measurable results and short-term project interventions.”¹

1.7 Limitations of the evaluation

Any assignment such as this is dependent on the quality of participation by all included in the review. The consultant is grateful to all those who found time in busy schedules, were generous with their insights, and responded openly and frankly to the many questions.

At the same time, this was not an easy assignment and the challenges included:

- The project coordinator (GLAC) resigned from CARE and left suddenly due to family illness just as the consultant was being appointed. This delayed further an already pressured schedule for completion of the research and report. At the same time the CIUK SRA (who was providing feedback and support on the evaluation) also resigned and left at short notice.
- The consultant needed to work in French for the two weeks in DRC and Rwanda.
- The consultant’s visit to DRC coincided unavoidably with that of the Director of Marketing CIUK. Both the Gender Adviser and GLAG Focal Point needed to make a priority of resourcing the CIUK trip as well as that of the consultant.
- Understandable limitations of time and budget meant visits could be made to only 2 of the 4 GLAG countries. Visits were made to DRC and Rwanda, and many of the interviews needed to be carried out by phone – often with poor connections -- with network members in Uganda, Burundi and RMU. Working by phone sometimes precludes building the best quality communication.
- On country visits to E Congo and Rwanda, time constraints precluded holding individual interviews with and survivors of SGBV. This was a particular shortcoming in Rwanda, where people are less forthcoming in public.
- While simple in some ways, the scope of GLAG is vast, in terms of the nature of the problem being addressed, the variety and reach of the 12 programmes on which GLAG “piggy-backs”; the interest of a range of internal and external stakeholders.
- The resistance to the evaluation from some senior participants discussed earlier was inhibiting to a degree.
- Inevitably, there are as a result some limitations to this report – the consultant takes full responsibility for any errors and misunderstandings and apologises in advance for any unintended misapprehensions.

¹ Impact Assessment: Drivers, dilemmas and deliberations Sightsavers International April 2008

CHAPTER 2: COUNTRY BY COUNTRY

2.1 Scope of the Work

A detailed interview schedule is attached as Appendix 1; a summary appears below:

| |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Democratic Republic of Congo |
| <ul style="list-style-type: none"> ○ 4 day visit including separate field visits to 2 Wakinamama savings & loan groups ○ Interviews with GLAG full-time focal point and CIUK funded Gender and Governance Adviser ○ Interview at MONUC ○ Visit overlapped with visit of CIUK Marketing Director collecting material for campaign and fundraising. ○ Telephone interview with ACD |
| Rwanda |
| <ul style="list-style-type: none"> ○ 5 day visit including 2 field visits to POWER project groups and 1 field visit to LIBRAP group ○ Interviews with Rwanda CD, ACD, GLAG Focal Point, Project Staff for LIBRAP & POWER ○ Interview with Regional Advocacy Adviser and new Deputy Director for Programme Quality of RMU |
| Burundi |
| Telephone interviews with CD, GLAG Focal Point and project staff |
| Uganda |
| Telephone interviews with CD, GLAG Focal Point and project staff |
| Regional Management Unit |
| Telephone interview with Regional Director and Regional Media Adviser |

2.2 Democratic Republic of the Congo

We flew into Kindu, a town near the top of the Congo river, which is inaccessible except by air – in this case, a 200-mile flight from Goma, near the Rwandan border. Kindu is the capital of Maniema province, located near the top of the Congo river in Eastern DRC.

I was travelling with the CIUK Marketing Director and the CEO of CIUK's marketing agency, whose trip to Kindu coincides with mine. They were gathering stories, photographs and testimonies of survivors of GSBV as the basis for fundraising and policy campaigns.

Kindu straddles the Congo, its main street dominated by the large Catholic church at one end, and MONUC's large HQ in the centre of town. It has had still rather unreliable electricity supplies for only one year. GLAG is concerned with two savings & loans projects in Maniema province, one here in Kindu and another in Kasungu (although I did not gain any insights into the Kasungu programme during my visit). Called Pact Dev, I understand this large project in capacity building, micro-credit and reconstruction is going into Phase 2 and that during Phase 1 the project director was also the GLAG focal point. There are also hopes that GLAG will work with a reproductive health project in DRC. An emergency

programme in Kivu province is also being developed, which will include an SGBV element in which activists from Maniema province are being involved.

Immediately on arrival, we rush off to Kindu market to meet the women of Wakinamama project and see their activities of selling rice or clothes in the market. The next day, Thursday, accompanied by DRC's fulltime paid GLAG focal point and the Gender, Governance and Advocacy Adviser, we travel by motobikes and pirogue, a large dugout canoe with outboard motor, across the river and some 5 km further to meet with a group of about 50 women and some men in Alunguli, gathered under a rough awning and dancing to greet us. The group's president, Suzanne Misenga, introduces the group and explains that there are about 10 groups in all with 17-20 members in each group, pooling savings and giving credit to members at low interest rates to fund their small businesses. My main interest is to discover what added value GLAG has made to the programme, and working in French, I try to learn as much as I can about how GLAG has worked.



Marthe, an activist, tells her story to the group and the visitors from CARE UK

Here in Maniema, GLAG has helped the group respond to the problems of sexual violence, which is endemic in the community – there are over 100 women in the group known to be victims. Over our 4 days in Kindu, we learn that while women often say that it is the “mai-mai” who have taken them or their daughters, there is a fine line between the various active or semi-active militias, the demilitarised combatants who have returned to village life, and the husbands, sons and uncles of the women. There is “fetishist” rape of children or even infants, the rape of women, and the taking of teenage girls taken by force before the traditional age of marriage, which is 18. This says one of the women we meet, is a consequence of the war, it is “a war that goes beyond killing someone.” Children’s lives are destroyed physically and mentally; they may never be able to have children and no-one will

marry them. There is conflict in the communities between the families of victims and of perpetrators.

Marthe is wearing a striking blue and white dress with an umbrella pattern. She is an activist, chosen among 5 from Wakinamama who were selected on basis of being victims of SGBV and members of the group and went to the meeting in Kigali last November. Through the savings and loans group she was able to start a business making fabrics and soap. She has 4 children and her husband left during the war. She has attended various trainings organised by GLAG and she has become a “**formatrice**”. Here people do not know the law – there are trainings and then the women take nuggets of learning back to their own communities and carry out “**restitutions**” or debriefings – these may be as short as ½ an hour, because the women are busy with work in the fields.

The overall aim of GLAG is reduction in the levels of violence – this will take a long time, perhaps 5 years or more, for “change is a process”. But for now, the women are “sensitised” to the violence, which is a great problem. Sometimes the women fall sick and die; women who are raped may be thrown out by their husbands. According to the women, change has happened in the communities – already people know that “the women from GLAG” will take a victim of violence to the hospital and will follow the case through the tribunal. The activists may visit the family, find out who the perpetrator is and inform the authorities. According to Marie Claire, women have “blossomed” as a result of the activities of GLAG and Wakinamama. As a result of being able to tell their stories of experiencing sexual violence (**temoignages**) their confidence improves – another woman says her “spirit has been opened” and she has become capable.

The big problem faced by the women is corruption in the justice system. Perpetrators can escape punishment by paying bribes; the local leaders and chiefs may try to persuade the victims to accept the traditional “**arrangement aimable**” – a goat or two given by the perpetrator’s family to the victim’s family.

Four of the activists went to visit the Minister for Gender and Social Affairs. She explained the law against “arrangement aimable” and that perpetrators can be jailed for 5-20 years. She told the group they could count on her support against the violence and asked them to work together with her. She said she would transfer prisoners to Goma, where they cannot escape from jail.

On Friday, we visit a group not far from the centre of Kindu, in the quarter of Kasuko. Unusually it is raining, even cold, and we gather with about 20 women on couches and chairs squeezed into the living room of a house. Many of the women are wearing the brown Wakinamama uniform fabric, decorated with yellow candles. Later the rain stops and many more women arrive, so we are able to sit in a large circle in the yard outside. There are perhaps 80 women here now and the circle enables a good dialogue to take place.

On this side of the river there are 54 groups with 20-30 in each group. The secretary of Wakinamama is Eugénie le Combo – she is coordinator of the network, an activist and also a **formatrice**. The women tell similar stories to the day before. One woman speaks about the value of the trainings on various subjects to do with sexual violence. The women get ideas on how to cope with the problem, and they lose their fear; they are less traumatised: “When

you are a victim, you hide away and speak to no-one—the formation gives you a chance to speak to other victims and express yourself.”



Women of Wakinamama Project, Kindu

What do the women of GLAG need in the future? Here there seem to be about 25 women formed as activists. They need travelling expenses paid so that they can reach the most remote areas to give trainings, or come to Kindu for meetings, perhaps travelling 13 – 18 kilometres. A group of women needs to leave early and they ask me to take their photograph; they are the “**femmes de treize kilometres**”. They need a “**carte de service**” which they can show to the authorities and families of victims. They need materials for the training sessions and megaphones. They also need medical follow up and medication for the victims. They want more advanced training in advocacy so they can take their activities to a higher level.

In DRC, the GLAG Focal Point is already fulltime and paid by project funds since May 08; she was the Project Coordinator for Wakinamama Phase 1. They are waiting to know whether the project will go into Phase 2 – if it does not, there will be a problem for GLAG as it requires a project to “piggy-back” on; if it does, there will be a question of whether the Focal Point returns to her previous role or remains as Focal Point.

2.3 Rwanda

In Rwanda, although my visit to Kigali coincides once again with the CIUK Marketing Director, we are on separate schedules and I am accompanied by the RAA from the RMU in Nairobi. I spend the Monday and the Thursday carrying out interviews in the CARE country office; and the Tuesday and Wednesday in the field travelling with the RAA and the GLAG Focal Point.

Our visits on Wednesday and Thursday mornings are to POWER project groups and on Wednesday afternoon to a LIBRAP group. POWER is a savings & loans and women’s empowerment project, while LIBRAP is a literacy and rights based approaches project. Both projects target the Batwa tribe and women, Rwanda’s most excluded and marginalised groups. The programmes are huge: POWER has 77 groups in 6 districts of Rwanda with

between 20 – 50 members in each group. LIBRAP began in 2005 funded by European Community and Big Lottery Fund; it will end in 2009. It targets 30,000 members of marginalised groups; at this time 24,000 have completed the literacy training and a further 6000 are in training. The programme is subgranted through 17 partners and local civil society organisations – all beneficiaries are touched in some way by the work of GLAG, the project managers believe.

In Rwanda the context for SGBV is the traumatised aftermath of the 1994 genocide – extremely high rates of domestic violence are overlaid on a culture of normalised violence and silence. As Fergal Keane says: “This is a country of silences and reserve².” At the traditional weekly **gacaca** meetings – informal community tribunals – perpetrators of violence in the genocide or crimes in the community can be denounced – members of marginalised groups have traditionally been excluded from participating in these local courts.



A theatre sketch: the husband returns fattened from having spent all the family money and sits with his mistress

We travel south to Ruhango on Wednesday and meet a group of women and men in a rough area under trees in the middle of the village – we are soon surrounded by many other villagers. After introductions, there is theatre, a poem and dance performed by the GLAG young people’s club.

Many women want to tell their stories and are not bothered by the presence of so many people, or indeed the community policeman who wanders into the group and sits down. The women say that since the activities of GLAG began they understand more about violence, have become more open and less afraid and have started to have a dialogue with their husbands about violence. They have frequent contact with the GLAG focal point, and there is a focal point for the village. One woman tells the story of how since she became an activist, she realised that her husband’s behaviour was violent. She demanded that he change his behaviour; she spoke to her neighbours against the violence and to destroy the silence around it. Many people come to her for advice and counsel, and people have become public witnesses to the violence. As an activist she also accompanies people to the authorities.

² Fergal Keane, *All of These People* (Harper Perennial 2006) p 306

Several more women tell their stories – and then a police car arrives in the village. It is the commandant from the police station of Ruhango. He comes and speaks to the group and the village – thanks us all for being there and apologises he cannot stay too long. He tells us he has attended the GLAG awareness raising sessions himself, and has spoken out against the violence against women in the communities and among the police.

The young people's club is a group formed by one of Rwanda's 7 activists, Therese Nyirajyambere after a training early in 2008 – there are 40 members. Leonard is a young man who tells that he has become an activist and wants to help with the sensitisations – when he gets married, he doesn't want to beat his wife. Everyone laughs – and explain that now all the girls will want to marry him. The group says in the future they need equipment, uniforms, a drum and to deepen their own formation so they can communicate the messages against violence.



Posters used by LIBRAP to teach about domestic violence

After lunch we visit perhaps 20 people from a LIBRAP group in an assembly hall in Musambira in Kamonyi district. This club has a theatre group with 6 members who perform plays about domestic violence. The sketches tell real stories from the lives of the community – the performances are followed by a discussion and they make a real difference in the lives of people, raising their awareness. The group gives trainings about the various forms of domestic violence – economic, psychological, sexual and physical. Men have been motivated to join the group; they have come to understand the problem and want to help the women. One man says he is president of the choir in his church and can influence others. He has changed personally and things have changed in his own home. The group needs more training, it needs help with transport for distant locations and they need to be able to form more activists.

Mediatrice explains that the act of giving testimonies and being listened to is a healing process – it gives courage to speak out in a society imprisoned by silence. She was married in 1992 and her husband was imprisoned during the genocide. She visited him, but when he came home he started demanding money, and sold all their possessions. They divorced but he didn't move out, he divided the house with a wall and started bringing women into his half of the house. Thanks to GLAG she got counselling and exposed the problem to the authorities and her husband got 5 months prison sentence.

Rwanda has the most advanced legal framework against domestic and sexual violence among the four GLAG countries. Since 1997 there has been a law against rape, and since 2001 against rape of minors. There is currently a move in parliament to bring in a law against domestic violence. Now the law allows for female inheritance but people may not be informed about the law or may be fearful of challenging traditional practice.

On Thursday we travel far to the south leaving the main roads to reach the village of Kansi in the district of Gisagara, near to the Burundi border. We are introduced to the executive secretary of the sector bureau, who welcomes us and shows us a letter from his district supervisor congratulating him on initiatives against sexual violence in the sector. He joins the meeting in the hall next door, together with the community policeman. The presence of these officials is entirely welcomed and accepted by the anti-violence club, a group formed after GLAG training. He was a participant in a GLAG training held here for authorities, police, members of the Conseil National de Femmes, and de Jeunesse, and the meeting aroused the interest of all who attended. There was a "GLAG day" of sensitisation for 15 women's POWER groups (each of which has about 30 members), following the national celebration of Women's Day on 8 March. There are men in this group, who speak about how the women have changed as a result of the sensitisations; they are more aware of their rights and this "has begun to stabilise the community."

Here also we watch a lengthy sketch performed by the theatre group (which has been turned into a DVD) – it tells the story of a man whose behaviour towards his wife changes because of alcohol. The wife is not well treated by the authorities or the hospital, but the woman receives counselling from GLAG and in the end her husband is sent to prison – before begging pardon of his wife and children. The anti-violence club meets every Friday. The youngest member is Suzzanne Sifa, who is 15 – she says that now because she is a member of the group, no-one will dare rape her.

For the future the group members would like equipment, uniforms and materials for the theatre group, as well as more formation.

Here in Rwanda, the GLAG Focal Point is also a fulltime member of the CO Education Team; and there is also a network of focal points within LIBRAP and POWER projects. In Kigali, I also meet with representatives of two local NGOs – they are encouraging of GLAG's work with a range of partners and also believe there is potential to develop further relationships in the country.

2.4 Burundi: telephone interviews

From Burundi, I speak with one of the project managers, who was the former focal point, and with the current focal point, who is the recently appointed “Programme Quality and Learning Coordinator”. They believe there is a good match and natural fit between the role of focal point and that of programme learning and quality – not just because of the emphasis in the job but also because the programme quality coordinator works across all the projects that GLAG is involved with. There are 4-5 others involved with GLAG work. They are the only country of the four which is not requesting a fulltime focal point; they have just asked for 15% funding.

Burundi has several programmes working with women’s empowerment and victims of violence including SGBV. GLAG arranged a training in December 2006 on how to do advocacy for the project staff and partners. There are many activists in Burundi, not just for GLAG -- There were over 100 even before the Kigali meeting; 7 were chosen to go to Kigali in November. They already have an advocacy budget and a growing community-led activists movement.

Following the Kigali meeting, the focal points worked with the 7 activists over 2 days to plan a replication of the meeting with 40-50 further activists: they aim to work for a law on domestic violence, as there is nothing so far. They have done advocacy with the Ministry of Health and the Ministry of Solidarity and Gender. More and more they are working with men. They are aiming to stop harmful traditional practices like the idea that a man must beat his wife for the first three years of marriage in order to establish his dominance. Now there are men change agents saying publicly that this must stop. They are also using the media – there are regular radio programmes

The activists have become leaders in their communities; they try to help the victims of rape and also to intervene with the authorities. The aim in Burundi is to further strengthen the work of the activists -- they would like a follow-up meeting for the Kigali activists. They have written up stories of women’s experiences and have produced a DVD.

So far they haven’t seen any sign of regional advocacy. The added value of GLAG for them is involvement in a regional alliance; it’s very important – at the February meeting they worked very hard for a regional agenda and pushed for one at the end of the meeting – it will be challenging to take the goals for each country, monitor them and use information at a regional level.

2.5 Uganda: telephone interviews

In Uganda, the focal point is the Uganda Conflict Adviser and has been involved with GLAG for a very long time; he remembers discussions as far back as 2005.

He sees the aim as taking experience of women at grassroots level up to national, regional and international levels, so that change can happen at a community level and also through policies at a higher level. In Uganda, like in Rwanda, there are many policies but they are not being implemented.

There were already activists working with programmes – 7 were chosen to go to Kigali. They haven't expanded the number of GLAG activists since then. There was already work with the women's groups but they weren't really challenging the structures which allow for SGBV. GLAG's added value was that they had been working with SGBV for a long time, but had only been doing limited amount of advocacy. The first training on advocacy was with the first GLAC in Burundi, 30 activists attended from Uganda – there hasn't been any follow-up to that training.

There are three GLAG programmes: one on SGBV, WEP (Women's Empowerment for Peace) and a programme around UN Resolution 1325.

They need a fulltime focal point in Uganda – there isn't enough time to do national level advocacy. He is very interested in GLAG – it “changed his focus” – the whole idea of getting men involved with advocacy against SGBV is very important. Even with a fulltime coordinator he will continue to spend 10% of time on GLAG.

I also speak with a programme field coordinator from the WEP project. GLAG was integrated into the programme following psychosocial support for the women in the project, who are widows, disabled, victims of violence, child-headed households.

The three big issues are rape, domestic violence and early marriage. In March this year, the GLAG activists designed their own survey and tools to get baseline data. They went round themselves to get the information and compiled a report.

Women are raped and face many challenges when they go to the police and the hospital. Also the victims are denied access to justice, they would rather stay at home than expose themselves to the justice system. GLAG can take this work further, and design a policy brief for local government structures and processes.

The added value of GLAG, she says is that “GLAG handles the gap that other projects can't take care of,” namely issues of culture and violence affecting the women she works with. The important thing is to influence systems, policies and institutions so that violence against women can be addressed. GLAG needs to be designed as a long term project with impact measured over 3 years or more.

CHAPTER 3: ANALYSIS

3.1 Network or community of practice?

In briefing the consultant for the work of the project review, the SRA noted that the structure of the project has elements of a community of practice and of a network.

GLAG might appear to be a CoP because of the emphasis on shared learning. In fact, GLAG is not a community of practice, because it is not primarily oriented to the mutual learning and support of its members. Learning is a priority, but the primary focus of GLAG is on delivery of a shared objective, which is not what CoPs do. Although there are elements of mutual support in GLAG, it could be argued that this is not an aim of GLAG and indeed it does not provide enough support for members. Furthermore, a CoP does not usually have a hierarchical or line management structure within it, as does GLAG. Like a CoP, GLAG is a relatively loose alliance of members, interested parties and stakeholders with various levels and types of engagement in the enterprise. But GLAG is a network, rather than a CoP. CoP are always networks; a network may not necessarily be a CoP.

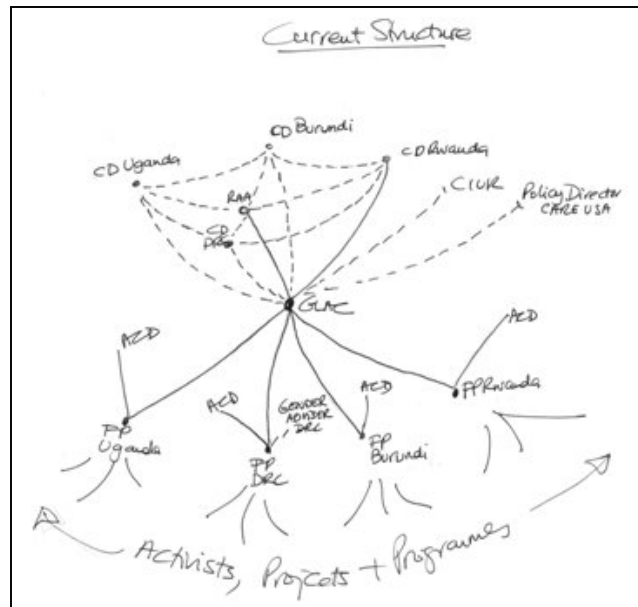
Having determined that GLAG can most usefully be described as a network – and this concept also appeared to be acceptable to all participants in the review -- I would like to move on to a broader reflection on the work and structure of GLAG using many of the insights shared with me in interviews with GLAG core staff and stakeholders. As a basis for this analysis I am indebted to an article on social networks called “Evaluating Social Change Networks: A Conceptual Approach for a Participatory Approach” by Ricardo Wilson-Grau and Martha Nunez (ESCN).

Much of what this article says about international networks can be said to be true of GLAG. According to this article, a social change network is “**a formal or informal structure that brings together diverse social actors to enable them to actively pursue common goals.... Social change networks can influence economic, political and cultural structures and relations in ways that are impossible for individual actors.**” They are “**far more effective means of sharing learning than hierarchies and generally better at adapting to change.**” They may however be **poor at “mobilising resources, sustaining themselves through hard times ... or playing games of power.”** Furthermore, “**conventional means for evaluating operational effectiveness, efficiency and progress towards goals are not simply difficult but often useless.**” Impact assessment is “**thorny**” partly because networks are loosely organised and non-hierarchical and it is hard to know what has been achieved and by whom; also, since their political purpose is influencing the structure, relations and exercise of power, their **achievements “are rarely attributable solely to the activities of the network.... Frequently, results are collateral and unintentional.”**

Participation is at the core of what makes a network different to other organisational forms; furthermore, **they operate “more through facilitation and cooperation around activities... than by directing programmes and executing projects.”** (ESCN p. 1-2)

3.2 An hour-glass structure

Despite being a network, GLAG does have within it a strong element of hierarchy, since its core members include CDs, senior staff of the regional office, and programme staff within each of the four countries.



The structure of the GLAG network is rather like an hour glass, with a very narrow “waist” connecting two cone-like shapes (illustrated above). The top cone is made up of the 4 CDs, linked to each other and to the RAA – as well as to the GLAC, who sits between the two cones. The GLAC is linked to all CDs, as well as having strong lines to the RAA and to the Rwanda CD. In the top cone, all the lines between the CDs and between them and the RAA and GLAC are dotted lines. The staff of the top cone can be described as the senior staff of GLAG. All these staff are also linked to the SRA in London and the Director of the Policy Analysis Team in Washington.

The bottom, upside-down cone consists of strong lines down and out from the GLAC to the four GLAG focal points, and from them to the 28 activists who attended last October’s meeting in Kigali, Rwanda, in the 12 projects spread across the four countries. The core structure of GLAG is quite simple, but also has built in weaknesses, immediately obvious when the structure is viewed graphically – namely, the pressure from above and below on the role of the GLAC, and the preponderance of dotted line links in the top cone.

The wider network (not illustrated) would include the Regional Director, sitting above the CDs and the RAA and also linked to them with dotted lines. It would also include the ACDs, the new Deputy Regional Director for Programme Quality, currently sitting in Rwanda and finishing up a Rwanda CO senior programme role. Also related by dotted lines to the bottom cone would be project staff and other technical advisers, some more closely

involved with GLAG than others, and many further activists and beneficiaries from the 12 projects, external partners and stakeholders in CARE member countries.

The relatively simple picture of the core GLAG network becomes more complex when the larger network is taken into account, and even more complex when we remember that this structure is overlaid on top of the fairly normal hierarchical structures of each country office. The picture is complicated even further because several key GLAG positions, including the GLAC and the focal points have at least two upward reporting lines, one within GLAG and one to their own country office.

3.3 Four Qualities of a Network

3.3.1 Democracy

Democratic management is “**a necessity in a network**”. Because of the amount of hierarchy and strong reporting lines within GLAG, and because the network is overlaid on the hierarchical structures of 4 country offices, GLAG can hardly be said to be a democracy. Its decision-making has however been strongly consultative, with the GLAC involving core members of the network in communication and decision-making. Regional meetings involving all levels of the network, notably the October meeting with activists in Kigali, and the February meeting this year, have also been key in setting the direction for GLAG.

To what extent has the GLAC felt pressured and perhaps blocked by the tension between hierarchical pressures and the need to consult democratically with the whole network? How have the GLAC's two upward reporting lines compounded this problem?

3.3.2 Diversity

A unique strength of networks is their diversity of “**social, economic, political and cultural contexts**” as well as “**the different conceptions and strategies to achieve change**”. GLAG has within it a huge amount of diversity: national and international staff working in four very different countries – but a shared problem of SGBV. Male and female staff, with their own personal histories, backgrounds and biases, working across 12 very different projects including savings & loans, rights-based and empowerment, and post-conflict peace and SGBV programmes. Just the four national gender focal points are remarkably different people.

There have also from the beginning been **diverse “conceptions and strategies to achieve change”**. Many participants in this review have noted that there remain very different views of what GLAG is ultimately about. Some of the comments made by participants include:

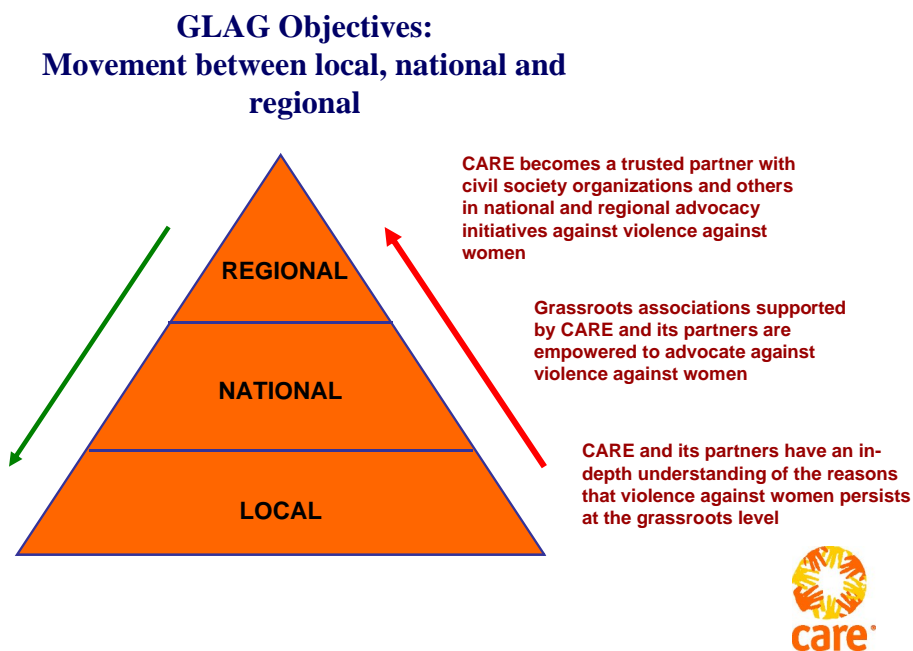
- There was a long period with absence of clarity, where we weren't sure where it was going. No-one really was taking the lead.
- There are issues about where this is going – some people want to go to natural resource management.
- Not everyone would see women as active agents vs “protection of women”.
- The focus needs to be strengthened – it has a sort of fuzzy appeal to people, with fuzzy objectives and targets – it needs to get focussed.

- “the idea was to bring activists together to build a regional advocacy strategy but we seem to have come up with a network.”

Others are clearer:

- We’re working at 2 levels – on a local level with women, so they can become effective advocates – that’s a laboratory – and it’s sequential because at a national and international level advocacy needs to be based on lab results.
- At a community level we’re working for a reduction in GBV; at a higher level, gathering enough data to review the ways government sees GBV.
- GLAG is a network which facilitates the sharing of experiences and gathers evidence either at village level or up to international levels. For effective advocacy, you need evidence and data.
- The project goes from awareness raising and capacity building to advocacy and social change.
- My vision is that CARE becomes an informed voice on conflict in the Great Lakes.
- Advocacy involves awareness raising at local levels and at national and international levels.

This was the view of the GLAC presented at the 2007 October strategic planning meeting:



These are the objectives identified at the Feb 18-19 2008 Strategic Planning for Phase 2 meeting in Kigali:

Identified change objectives:

Advocacy

1. Increase pressure on Great Lakes states to effectively implement existing laws on SGBV
2. Contribute to international debates on the protection of women

Capacity building/ learning

1. Increase capacity of COs and partners to ensure that national SGBV policies are implemented. This includes support on judicial and legislative monitoring, case reporting, and systems strengthening to ensure legally- mandated SGBV service provision.
2. Analyze, document and disseminate impact and lessons learned in order to contribute innovative strategies for addressing SGBV through rights- based approaches and systemic change

It was the perception of some that at the February meeting the objectives had become clearer – namely, to focus on advocacy at national levels in the first instance; and to increase capacity and evidence-gathering to support “innovative strategies for addressing SGBV”. Some note that this latter objective remains unclear.

3.3.2.1 Advocacy: the consultant’s view

The consultant concludes that debates over the ultimate purpose of GLAG and the best way to achieve it continue and will continue to reverberate.

- Is the ultimate goal to reduce levels of SGBV and is this to be done by direct action at local level, or direct action combined in some way with pressure applied at national, regional and international levels?
- Some believe that a complete response to SGBV would require advocacy to be integrated with responses to needs for (1) economic empowerment (2) medical help for survivors (3) psychosocial needs (4) strategies for working with men
- What is the ultimate role of the local activists? Participants stress that for CARE, advocacy always needs to be rooted in programme experience. By what means is the local experience, data and evidence to be leveraged at national, regional and international levels?
- What is the relative importance and what are the distinct strategies for doing advocacy at local, national, regional and international levels?

- Many participants agree that the involvement of activists in the November meeting was a “huge development” for CARE. For some, the vision remains the continuing empowerment of local activists to take action themselves for change at higher levels.
- The linking of advocacy at local, national, regional levels remains “conceptual”.
There is a logic inherent in GLAG:
Common cause of SGBV – conflict in the Great Lakes region → country specific contexts and patterns for SGBV → local and national responses to problem → common regional and international agenda for SGBV in GL → higher level advocacy response to GL conflict. There is no clear strategy for achieving this.
- Is the lack of progress in advocacy in GLAG due to the turbulence in the project or the inherent difficulty of the task (or both). Is it realistic to aim for a Great Lakes advocacy agenda?
- Some people see an inherent tension between GLAG work on advocacy and CARE work on SGBV: the direct response to the problem on the ground versus looking for policy impact at higher levels.
- Some note that “community sensitisation” is CARE’s “comfort zone” – they are anxious that advocacy, and the capacity to do advocacy at community and higher levels is built. For them GLAG is an “advocacy learning lab” and confidence needs to be built to do it better, including collecting data and evidence at community levels.
- The former GLAC notes that “there are two theories of change:
 - I. If you take the most excluded and vulnerable people across 4 countries and give them nuts and bolts input, training and support, over a period of time they will negotiate directly with powerholders to effect change;
 - II. At systems level, if you have policy makers at regional and national levels, you change policies to make systems more accountable.
 The key to GLAG is to link the two and make them both work at the same time.”
- According to the RAA, the project goes from awareness raising to capacity building to advocacy and social change. “Within the advocacy agenda, the RAA should be doing the regional level, if there were any. The RAA is engaged at regional level, but there’s nothing there. It’s more NY or Geneva that decides what happens to UN Policy.”
- A CI Member writes: “I am under the impression that the advocacy efforts that CARE is supporting are not well-linked with the rest of the consortia and partnerships in GBV in the Great Lakes Region. It’s fairly typical for CARE to try to go it alone, but we need to work harder at supporting and facilitating existing networks rather than trying to build our own. For example, GBV Prevention Network is excellent and has representatives from all over Africa. By joining this coalition, CARE would have improved access to resources, tools, training, colleagues with advice, and ways to promote advocacy since ... they hold regional advocacy meetings every couple of years. I’ve advised the Great Lakes CARE offices and the coordinators about the advantages of joining this strong coalition but it appears no-one has followed through.”

According to the network theory (ESCN p.4) “**part of the genius of this organisational form is that its members share common values and a collective purpose but have different conceptions and strategies to achieve change.**” While this diversity of views may feel frustrating to some members of the GLAG network, it may have been to some degree a source of energy in the project.

3.3.3 Dynamism

“The network promotes and is nourished by the enthusiasm and energy characteristic of a voluntary membership. It maintains dynamism to the extent the network is able to balance the diverse contributions of members with sustained collaboration.”

One thing that all participants agree on is the fundamental value of the work of GLAG. “Everyone likes GLAG”; “It’s a very nice programme and it can do big things”; “Everyone can relate to it”; “GLAG is **captivant**”; “GLAG is special – you can never say it’s irrelevant”. The first RAA is quick to give credit to the first GLAC for “a phenomenal idea with great potential”, namely to base the programme on engagement with women in local communities. That idea fed into a further major source of dynamism in GLAG: the meeting of activists in Kigali: “**un moteur formidable**”. People’s energy and commitment – perhaps particularly also the personal energy and enthusiasm of the second GLAC -- to understanding and addressing issues around SGBV has sustained GLAG through uncertainty and turbulence. Staff are not of course strictly speaking volunteers, but with the exception of the GLAC and, now, the fulltime focal point in DRC, the proportion of their job description dedicated to GLAG is not directly funded, and therefore they need to be motivated. A further key source of ongoing dynamism has been the shared commitment – and creative tension – between the four country CDs.

3.3.4 Performance

In a network, ***purposeful action is dependent on the quality of relationships and interactions between individuals and groups involved in the network*** (ESCN p.4).

In the GLAG network, the CDs agree that the original idea emerged from informal conversations amongst the CDs of, originally, Burundi, DRC and Rwanda. There was a meeting amongst the three of them in early 2005 which was not attended by the new Uganda CD, although he came on board during that year. The original discussions revolved around rape as a weapon of war, and the connection with rape of natural resources in the Congo. The CDs had know each other before and got along well; their communication around GLAG was informal and has continued to be informal, with no one CD taking the lead. When the Rwanda CD left, the new one became convinced of the project’s value; perhaps a weak link here has been DRC where there have been a succession of CDs with a new one just having started in April 08.

While the quality of the informal relationship between the CDs has been a strong driving force throughout the project to date, the pressures on and vulnerabilities of the relationship between the RAA and the GLAC may have been its weakest link throughout the project’s existence.

A strong first RAA who gave 50% of his time to GLAG was also a strong driving force. With difficulties in the first GLAC appointment, he was the “de facto coordinator”. GLAG was able to make some initial progress because the RAA supported and compensated for the limitations of the first GLAC appointment. However, the RAA and the first GLAC left in April and June 2007; there was a hiatus until the new GLAC started in September 2007 and the new RAA started in November 2007.

However, the relationship between the new GLAC and RAA did not work – different styles, temperaments and clashes over the aims of GLAG. Initially, the GLAC was line managed by the Rwanda CD; when the RAA joined, she was also involved in direct supervision of the GLAC.

The current RAA's experience in high level advocacy is widely valued by participants although it is commented that she lacks direct experience in SGBV. At the same time, questions are raised about whether it is wise for the RAA to manage the GLAC because of:

- The appropriateness of a technical adviser doing line management
- The RAA's huge workload as technical adviser to 9 country offices
- The need to balance the priority of GLAG within this workload
- High level inter-personal skills required to successfully manage relationships at different levels of the network
- The lack of an RAA job description at the present time.

Meanwhile, with regard to the GLAC, it is noted that the most recent post-holder was effective because of her energy and enthusiasm; she was responsible for kickstarting GLAG when it had stalled after the departure of the previous RAA and GLAC. The role was particularly difficult because:

- The GLAC needs supportive and developmental management
- The GLAC needed to manage upwards well
- The demands for political juggling in the post may be unrealistic.

It is the view of this consultant that how the GLAC is managed and the way the relationship between the RAA and the GLAC is structured and supported from above are critical to the ongoing success of GLAG. One senior observer noted “the GLAC needs one senior person line-managing them who is protecting and supporting them.” Several people stated that it was just necessary to “get the right person” or that “as long as the RAA can choose the GLAC all will be well.” The consultant believes it is a systemic weakness, genuinely the “weakest link” in the hourglass structure of GLAG and cannot afford to be seen as a matter of personalities or personal relationship.

The role of the RMU is also significant in the current and future structure and support of GLAG and yet is little discussed. Few people mentioned the shocking and violent death in January 2007 of the deeply respected Regional Director and whether he had played a supportive role in the early history of GLAG. It seemed that his strong support of the first RAA was influential in the early months of GLAG's history. Though little explicit reference was made to the issue, it is apparent that there have been tensions between the CDs and the current RD and that these have contributed to a highly politicized organisational environment for GLAG. The political realities appear to influence the way the role of the RAA is perceived, to create pressures on the GLAC and confusions about the relative roles of the RAA and the GLAC, and also influence the possible acceptability or otherwise for future structuring of GLAG.

The RAA post has strong support from many senior staff including the CDs and the RD believes that primary leadership of GLAG should come from the RAA. The RAA's operational plan for 2008, drawn up in January while the GLAC was in post, stated that the

RAA had responsibility for “supporting” a strategy for GLAG II, the development of an advocacy toolkit and advocacy strategy. Meanwhile several stakeholders have commented that the GLAC needed the authority to lead on GLAG.

It is the perception of many that the RAA’s management style with the GLAC was a significant factor if not the significant factor in causing the GLAC to leave. It appears that the RAA has prioritized project management of GLAG – for example facilitating the February strategic planning workshop, which might reasonably be considered to have been the responsibility of the GLAC. It is noted that one CI member and potential GLAG funder asked the RAA for “Clarification in terms of responsibilities, coordination mechanisms, and prioritization of GLAG as a regional initiative compared to other advocacy topics – more information still required.” The RAA’s role within GLAG needs to be clarified as distinct from the GLAC and better communicated.

3.4 Organisation & Management

A network ***“operationalises its strategies through systematic, continual processes that produce results on different levels and of varying importance, all of which of course to fulfil its purpose. Responsibility for the activities is more dispersed than for example in an [hierarchical organisation].”*** (ESCN p 5).

GLAG has developed organically dependent on the enthusiasm, competencies and biases of various personnel in various places and times in its brief but turbulent history across four diverse countries. It cannot be said to have ***“systematic, continual processes”***. While there has been a lot of success in growing activists at field level, there is no clear view or strategy for how to capitalise on this energy and impact at higher levels. There does not appear to be a clear strategy for advocacy at each of the levels (local, national, regional, international). There is no clear agreement on which of the levels is most important, or whether all four levels can be held in equal balance and tension. The new GLAC job description defines the job as requiring “second-level problem-solving”: “What has to be done is known but how to do it is not identified.”

3.4.1 Structure

In a network, although there is a central coordinating function of some kind (in this case the GLAC), “the local activities and the changes they bring about are principally the responsibility of the individual members.” This is true of GLAG: as strategies have evolved, there has been a recognition of the need to develop country-specific objectives and strategies.

3.4.2 Operational management

In GLAG, there remain critical questions about the management of the project and of the individual staff.

Within the hourglass structure, with the position of the GLAC at the narrow point in the middle, all the key staff report upwards to at least two positions, and in several cases there appears to be confusion about the nature of this reporting relationship. In CARE’s matrix model, some staff report “directly” to a line manager, who is responsible for their annual appraisal, for example, and by “dotted line” to one or more further staff. Objectives appear

to be set in consultation with both the direct and dotted line supervisors. The problem is compounded since both relationships are referred to as “supervision”.

- (a) The GLAC reports both to the CD in Rwanda (where the position was physically located) and to the RAA. In the case of the GLAC who recently left, she was initially understood to be managed by the Rwanda CD, with a dotted line to the RAA – but this was switched so that substantive supervision was given by the RAA. The GLAC’s appraisal after 5 months in the job was handled however by the Rwanda CD. Anecdotally, the GLAC is said to have felt that she had “1000 bosses”; in her feedback on her 360° appraisal she states that “supervisory structure changed midway through my contract, while operationally for most of my contract I had 7 bosses”, which included the 4 CDs and the RAA, the CIUK SRA, the Director of the Policy Analysis Team in Washington.

The Rwanda CD refers to the management by himself and the RAA as “co-supervision”. In line with this, the job description for the new GLAC states that “line management will be provided by the RAA based in the RMU and by the country office where the position is based”, without distinguishing between the types of management.

It appears to the consultant (who has considerable experience as a coach, mediator and facilitator in difficult personnel situations) that lack of clarity over the previous GLAC’s management contributed to her early departure; furthermore it appears not to have been the supportive management that might be expected of a new employee going into a clearly inherently stressful position. One of the GLAG CDs says they told the Rwanda CD that delegation of management to the RAA was inappropriate for a “difficult early transition”. It is the view of the consultant that both the RAA and the GLAC could have benefited from some form of coaching and mentoring, and that mediation could have been offered to resolve the conflict between them – which has had costly consequences for the GLAG project.

The matrix management system at CARE, with frequent double “supervision lines”, appears to be a recipe for trouble and confusion, at least as it is being implemented within GLAG.

- (b) The RAA was reporting both to the Policy Analysis Director in CARE USA PAU and line managed within the RMU. This line management was directly to the Regional Director, but is now to the new Deputy Director for Programme Quality. This latter is a new post with a new job description, being implemented in all country offices.
- (c) The fulltime GLAG Focal Point in DRC based in Kindu was line-managed by the ACD in Kinshasa, with “dotted line” to the GLAC, and a further dotted line to the Gender, Governance and Advocacy adviser – a PPA-funded post based in Kindu. The Focal Point described her frustrations at needing to consult three people on, for example, her operational plan, and receiving conflicting feedback. The Gender Adviser, meanwhile, told the consultant that she has nothing formal to do with GLAG. This situation remains to be clarified and resolved.

3.4.3 Institutional capacity

“The institutional capacity of a network relies on the capacity of its members” and seeks to ***“empower and strengthen its members through training, exchange of information and mutual support.”***

Much could be said about the varied needs for competence and capacity amongst all the GLAG roles, and it cannot be the subject of detailed analysis in this report – but these are some clear conclusions and issues emerging from the consultancy:

- (a) The curious hybrid nature of the network – weblike but with strong elements of hierarchy – requires very strong relationship skills, and, in the roles of RAA and GLAC particularly, the ability to relate upwards to country director level as well as down and outwards to focal point and field activist levels.
- (b) One senior manager specifically believes that “assuming objectives are clear, we need some sort of capacity assessment to see whether we have the capacity inhouse or do we need further capacity”.
- (c) Learning in GLAG has been fairly effective given the turbulence. It has taken place through regional meetings; informal conversation at all levels of the network has also functioned effectively as a means of learning in the project. There has been a high standard of documentation, at least since the appointment of the second GLAC.
- (d) There has been a very strong element of capacity building in the project, among CARE staff, partners and stakeholders, and activists and project beneficiaries. Under proposals for Phase 2, capacity building will continue to be a priority activity for GLAG.
- (e) The quality of learning and training processes and materials used at project level appeared to the consultant to be patchy – with some very good and some poor practice observed -- and probably requires some further investigation; this task could not be undertaken under the present consultancy.

3.4.4 Communication

In any organisation, communication is important, ***“in a network it is vital”***. ***“Due to its character, a network promotes social mobilisation, generates technical, political and financial support and involves external actors. Therefore it must create complementarity, synergy and strategic alliances. Consequently, communication is as much an organising and management function as one of information exchange. Furthermore, an international network is intercultural, requiring understanding across great geographical, social and cultural differences.”***

Generally communication has appeared to work reasonably well within GLAG; it is rarely mentioned by review participants as a cause for complaint. The recent GLAC was noted to be good at emails and updates; there was a regular GLAG newsletter. One stakeholder noted there was perhaps too much information and not enough sifting and analysis. Regular face-to-face meetings were understood to be critical to communication in the project. Informal communication, the primary means amongst the CDs involved in GLAG, was frequently mentioned as important by participants. A communications strategy was also designed in February 08 by the Regional Communications and Media Adviser.

This informal nature of communication may have contributed to a sense

- a. In external stakeholders, e.g. CI members, that they didn't really understand what was happening in the project
- b. That it was not quite clear how or where decisions were made at higher levels in the project.

CI members have strongly expressed their needs for more information because of the potential for media and campaigning as well as advocacy at regional and international levels, and in CARE member countries. There is concern that GLAG is not communicating strongly enough around the CARE world, linking, for example with research and expertise on gender.

3.5 Leadership and participation

For a network, ***“everything related to leadership and participation is as important as political purpose, strategies, organisation and management, because democracy, diversity and dynamism are intrinsic to its nature.”*** (ESCN p 5).

Leadership is different to management, although they often go together. Leadership is exercised in GLAG through the four CDs working together informally and collaboratively, with a certain amount of creative tension amongst these CDs. This creative tension may have been experienced as varied and inconsistent demands and pressures by the GLAC. It is also noted that there is no formal structure for the leadership in GLAG, either for clear decision-making or support of the GLAC, no agreement on whether the RAA or the GLAC is the strategic leader, and whether, if it is the GLAC, she or he has the appropriate level of authority to exercise leadership. Both RAAs have ended up intervening more than probably appropriate in the GLAC's job.

According to the Director of the RMU, the RAA is best placed to lead on GLAG and to “give it rigour and direction”. According to one of the CDs, leadership in GLAG comes from the CDs, with the RAA and the GLAC. According to other senior managers, a difficulty with GLAG so far was that the GLAC was not properly empowered to lead and take strategic direction. The consultant believes that potential for conflict over leadership and control of GLAG will continue to hamper progress until appropriate areas for jurisdiction are determined, and a single “leadership structure” put in place.

3.6 Assessing results

[In response to this report, the CARE UK SRA and former technical adviser to GLAG, a gender and RBA specialist, offered an impact assessment based on this report using CARE's Global Research Framework for the Strategic Impact Inquiry on Women's Empowerment. The consultant welcomes this contribution and acknowledges it to be a substantial improvement on the section which follows. This impact enquiry is therefore attached as Appendix 7a & 7b]

As stated above, with a network: ***“conventional means for evaluating operational effectiveness, efficiency and progress towards goals are not simply difficult but often useless.”*** Impact assessment is “thorny” partly because networks are loosely organised and non-hierarchical and it is hard to know what has been achieved and by whom; also, since their political purpose is influencing the structure, relations and exercise of power,

their **achievements “are rarely attributable solely to the activities of the network.... Frequently, results are collateral and unintentional.”** (ESCN p. 10).

The aims of GLAG are understood to be ultimately a reduction in SGBV in communities in the 4 countries involved in the project, together with policy changes at national and international levels. It is understood that impact at these levels would be hard to measure after the first two years of GLAG. It is also noted that Phase 1 was explicitly intended to be experimental and about “looking, searching and learning”, and about building capacity. GLAG Phase 1 should therefore be assessed as much or more on these “process” objectives as on higher level and longer term impacts. Perhaps the greatest challenge in assessing the impact of GLAG is identifying which activities and what added value can be attributed to GLAG rather than the project activities themselves. Nonetheless, an attempt to measure impact was stated as one of the objectives of the review. The consultant is therefore following the network article’s format for impact assessment. [Note: this table includes activities, events, changes that consultant observed herself or was told about – the assumption is made that many further or similar changes exist that consultant was not made directly aware of.]



The Rwanda GLAG focal point, with head of the sector office and the community policeman during a meeting of the GLAG anti-violence club

From the following analysis, the conclusion may be drawn that while there are no major significant changes or achievements at the policy or community level, there has been significant work in laying the ground work for working effectively at the local community level across all four countries, and for beginning to tackle policy change at least at national levels.

Operational Outputs:

The products and services that are an immediate result of the activity of the network

- ❖ A short DVD based on the Nov 2007 Kigali workshop.

- ❖ A DVD produced in Rwanda of the community theatre
- ❖ Various training materials – locally developed and used and not of reproducible quality.

Organic Outcomes

The changes in the behaviour, relationships, or actions of the network's members that strengthens and develops their collective capacity to achieve the network's political purpose. The changes are a result – partially or fully, intentional or not – of the activities of the network.

- ❖ Nov 2007 Kigali Activists' workshop, almost universally mentioned by review participants as perhaps the most powerful moment in GLAG's history; had forceful effect on all who attended; activists took lessons learned back to their own communities. Widespread patterns of “restitutions” – debriefings and passing on of nuggets of training.
- ❖ In Burundi, the 7 activists who attended reproduced the workshop for 40-50 more activists.
- ❖ Uganda: activists designed baseline survey and collected data on violence against women (Mar 08).
- ❖ Women involved in GLAG and who have received awareness-raising speak of losing their fear; of gaining confidence; of blossoming because of GLAG.
- ❖ Sharing of testimonies (temoignages) appears to be potent tool for healing.
- ❖ Theatre and sketch as effective awareness-raising tools; stimulate discussion in the community.
- ❖ Some men speak of having changed their own behaviour and of influencing other men.
- ❖ Direct or indirect effects on projects in 4 countries reach many hundreds or thousands of people – either already touched by GLAG or potential for future.
- ❖ Staff of CARE who have experienced SGBV themselves have felt supported (informally).
- ❖ As result of February strategic planning workshop, GLAG change objectives have been identified; country by country change objectives also identified.

Political Outcomes

These are changes in the behaviour, relationships, or actions of individuals, groups or organisations outside of the network involved in activities related to the network's political purpose. The changes are a result – partially or fully, intentional or not – of the activities of the network.

- ❖ Under GLAC 1 there was capacity building for staff of all 12 programmes
- ❖ Young people's anti-violence clubs in Rwanda
- ❖ Rwanda: collaboration between GLAG focal points and project staff with local authorities and police; with local NGOs and other partners; with Conseil National de Femmes and de Jeunesse.
- ❖ Women empowered to speak out in community meetings against violence and

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|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>perpetrators</p> <ul style="list-style-type: none"> ❖ GLAG as “learning lab” on how to do advocacy. ❖ DRC: Activists met with Minister for Gender and Social Affairs, who asked for collaboration and promised action (not much evidence that actual changes have resulted but demonstrates potential for relationship building). ❖ Burundi: activists have developed relationships at Ministry of Gender; have designed advocacy strategy for country. ❖ Influence on new CARE programming; levels of awareness about need to work with men. E.g. CAAVA – new Rwanda programme (Communities Allied Against Violence and AIDS); redesign of POWER programme. ❖ GLAG is about “CARE being a learning organisation”. ❖ Uganda: Focal point met over 2 days with 20 Members of Parliament and spoke “as a man who understands these issues” about how the culture supports SGBV. |
| <p>Impact:</p> <p>Long term changes in the relations and exercise of power in society as expressed in the political purpose of the network.</p> |
| <ul style="list-style-type: none"> ❖ At local level in some communities, work of GLAG and of activists recognised by some; women known for speaking up against violence and for attempts to see laws implemented. ❖ Women in DRC speak of it needing 5 or more years for real change to happen at community level. ❖ Indirect input into UN Resolution 1820 adopted by Security Council 19 June 08 condemning use of violence against women as a tactic of war (Appendix 6). ❖ We should note the immensity of the problem; causes of SGBV in a given context are not fully understood; ❖ Impossibility of determining project impact in light of greater systemic forces at work: the DRC ACD suggests the problem may be getting worse; a participant from Burundi suggests that patterns of SGBV change or reduce the further the community is in time from the original conflict. |

3.7 What makes the network work

“At the highest level, you have people who are very savvy about advocacy, practical people at programme level and huge grassroots presence across 4 countries. GLAG is change-learning-advocacy.”

“One cannot speak of ‘**marcher**’ [French for ‘to walk’ as well as ‘to work’]. GLAG is still an infant in its mother’s arms; it has not yet learned to walk.”

Despite its difficulties, the perception of many stakeholders has been that GLAG has been successful and interesting. When asked what has made the network work, participants agree that GLAG has worked because of:

- (a) the original and ongoing commitment and enthusiasm of the founding CDs
- (b) the enthusiasm and commitment of all staff and particularly the focal points (all of whose work, commitment, determination and courage needs to be commended), for

- whom the topic and the goal, understood simply as reducing levels of sexual violence against women are irresistible – particularly driven by witnessing the testimonies of women survivors of such violence.
- (c) The two most energising phases are understood to be that led by the first RAA, and the second led by the second GLAC.
 - (d) The most energising moment is agreed to have been the activists' meeting at Kigali in November, which has continued to generate the primary energy for the project.

These factors have kept the project going and have led to significant developments despite minimal structure and minimal funding. To the consultant, from a theoretical point of view, one of the most interesting things about GLAG is that factors coherent with complexity theory³ have been present in GLAG from the beginning (Appendix 5). According to the article, social change networks operate in “complex, open and dynamic systems.” Diverse membership and geographic spread “multiply the complexity, uncertainty and unpredictability.”

This is interesting because if this is the case, it would be a pity and probably counter-productive if GLAG were turned into a traditional project. Indeed, a few participants specifically mention their fear that the project will become too big and the effect of a sudden rise in funding. The big question is how to put in place the right amount and kind of structure to hold GLAG through the challenges that lie ahead without crushing the life out of it. These are some principles which would be coherent with a “complexity theory” approach to programming:

- a) Instead of a logframe and a series of tight and detailed objectives and indicators, GLAG has a single overarching vision based on undisputed values shared by all participants.
- b) There have been some clear parameters – a limited amount of funding, a small number of dedicated roles – which at field level appear to have been fairly clearly defined
- c) The project contains enough diversity within it to create energy: different views about what the project should be about; different types of staff working collaboratively (gender, nationality etc.); different contexts.
- d) The project has proceeded through informal conversations and has thrived on meetings bringing the diversity of participants together.
- e) The project has been understood to be one of innovation, learning and experiment.

One of the questions originally raised prior to the review was whether GLAG could offer a model that could be reproduced elsewhere in CARE. The consultant is hesitant about answering the question directly – only CARE staff can assess on the basis of this report whether the conditions which have led to the relative success of GLAG exist elsewhere. Caution is also advised because much of the situation of GLAG is contextual: the particular

³ Complexity theory is a body of material gaining increasing influence which looks at how change happens in complex conditions, and is particularly concerned with processes of non-linear change. At the time of writing, a day-conference is being hosted by Overseas Development Institute (at which this author is leading a session). See “Exploring the Science of Complexity: Ideas and Implications for development and humanitarian efforts” by Ben Ramalingam & John Young. (ODI Working Paper 285, Feb 2008)

situation of these four exceptionally poor countries; the prior good relationship between the 4 founding CDs; the availability of flexible funding, etc.

3.8 Recommendations

“The NGO needs to have clarity on what they are trying to achieve; a clear underlying theory of how they think that change can happen in the long run; a road map of how to move from the current situation to the one they envisage; the potential roles of different actors; what their own role is and isn’t given their organisational identity as an NGO, a partner and a donor. They also need to be realistic about the scale of change they can effect.⁴”

3.8.1 Strategy

The consultant believes further work needs to happen around strategic thinking and planning, and capacity building for advocacy in the network.

This would involve further unpacking of what is meant by “the analysis, documentation, and dissemination of impact and lessons learned, in order to contribute innovative strategies for addressing SGBV.”

In particular, the work needs to analyse more carefully the assumptions and model of change being followed by the GLAG project:

What might the long term aims of reducing SGBV and improving policy at local, national, regional and international levels look like?

How is this to be achieved? What are the range of strategies, by whom will they be carried out and how do they fit together and build on one another?

What experiments will we carry out? By what processes will we continually reflect, learn and improve our strategies?

These questions could be asked in a participatory workshop led by an advocacy specialist. As with regional workshops recommended below, the consultant believes the progress of GLAG could be enhanced by using more external facilitators and experts.

CI members have also suggested GLAG needs to do more advanced reflection on gender and SGBV: “I’d love to see CARE’s GLAG team reflect on the root causes of gender discrimination (including societal expectations for men as aggressors) in their own families and societies, and then apply that learning about gender justice to their own GLAG advocacy strategies.”

It is the consultant’s hunch that such work could lead to a clearer consensus around how awareness-raising, holistic multi-faceted responses to SGBV, and initial and more advanced advocacy strategies at all levels all fit together in a “both/and” rather than “either/or” understanding of an approach to the vast challenge of SGBV in the Great Lakes region.

⁴Impact Assessment: Drivers, dilemmas and deliberations

3.8.2 Structure

A number of internal participants and external stakeholders have expressed the view that the structure of GLAG needs perhaps major overhaul and that a primary aim of the review should be recommendations for a revised structure. One senior participant says: “there should be more focussed leadership, more consistency, more support, more finance, more reliability and a more consistent pipeline.”

It is the view of the consultant that there should be caution in over-structuring GLAG. The network works, and needs to be positively understood as a network. However, the following adjustments should be made:

a) too much downward pressure and too high expectations have been placed on the role of the GLAC and the relationship between the GLAC and the RAA.

b) a stronger and more supportive mechanism above the level of RAA and GLAC needs to be put in place. There were comments that neither GLAC I or II had the political competence for the job. It is the consultant’s view that a structure needs to be put in place that will offer some political stability and protection for the GLAC, so that they can spend their time on substantive objectives, rather than juggling competing political demands and pressures.

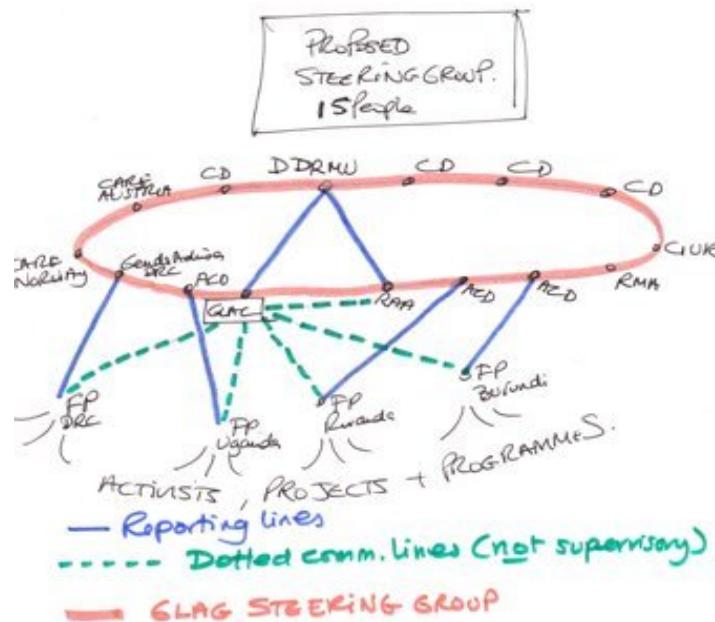
c) there needs to be greater clarity and distinction between the roles of the GLAC and the RAA and more authority given to the role of the GLAC.

d) this structure needs to be able to survive the departure over the next year of two of the founding CDs from Burundi and Uganda, and a supportive ACD from Rwanda.

e) if at all possible – within the realities of the current project and also within the realities of the perceptions of the wider CARE organisation – supervisory dotted line relationships should be avoided. Staff should have one clear line manager, who is responsible for helping them to set their objectives, has responsibility for supporting and overseeing their work and annual appraisal and has a direct involvement in GLAG decision-making, and any dotted line relationships should be for communication, advisory and technical reasons.

f) the enthusiasm, involvement and commitment of CDs should continue to be valued and encouraged, and their particular interest in projects involving high level advocacy, but they should not be involved in day-to-day communication with the GLAC or the RAA. Their involvement should be mediated by a more formal steering committee structure.

g) the project has a new opportunity in the appointment of the Regional Deputy Director for Programme Quality and Learning: this individual already has direct line management responsibility for the RAA, will be based for the time being in Rwanda and has had experience of and an interest in GLAG. There is a natural fit between the objectives and style of GLAG and the new job description for this position. Sensitivities regarding the relationship between country offices and the RMU notwithstanding, it makes structural sense to strengthen the relationship between GLAG and the regional office.



For all the above reasons, the consultant proposes the following structure:

- ✚ Both the GLAC and the RAA to be line managed by the Regional Deputy Director for Programme Quality and Learning, with a dotted line between them.
- ✚ Focal points to be line-managed in country by the ACD or, in the case of DRC by the Gender, Governance and Advocacy Adviser; and all focal points to be linked by dotted line to the GLAC.
- ✚ In this view, there would be a new emphasis in the GLAC's role on coordination or facilitation (rather than direct line management) of GLAC activities at all levels – in the view of the consultant this is particularly appropriate for the network structure of GLAG. This facilitation role would need active support and understanding but could work extremely well to continue to nurture the activities and potential of GLAG.
- ✚ A formal steering group to be put in place including the CDs, the line managers of the focal points, representatives of external stakeholders (CIUK, Austria and Norway), the RAA, the Media Adviser and the GLAC. This group would be coordinated by the GLAC, who is accountable to it, and chaired by the Regional Deputy Director. The group meets twice a year, with dates set well in advance; one of these meetings is externally facilitated; and one of these meetings includes the focal points and representatives of the activists from each of the 4 countries.
- ✚ The contribution of the CDs is moderated by the steering committee and the CDs let go of direct involvement in the day to day affairs of the GLAC.

3.8.3 Levels of stress

There is some concern about the stress levels being experienced by GLAG staff which raises some questions about the culture and policy of CARE with regard to support to staff.

The consultant observed and heard stories of what she considered to be unacceptable levels of stress being experienced by CARE staff working with GLAG, including: difficult living and working conditions; pressure due to working with traumatised and physically wounded women survivors of SGBV; in some cases the need to process their own experiences of SGBV. To a greater or lesser degree GLAG staff in all four countries are presumably vulnerable to some of the same violence being experienced by beneficiaries.

The position of the GLAC is above all other positions vulnerable to these high stress levels, not only because of the content mentioned above, but also because of the levels of pressure from a weak management structure. From the time she was hired, the second GLAC “felt she had a thousand bosses.” The way the CIUK TA observed it: “In GLAG, people are put under stress and then blamed for having a stress problem.”

Two senior CARE staff did echo these concerns: one notes that “the levels of trauma and stress in the GLAC’s job are huge and their manager needs to understand the GLAC’s need to take care of themselves physically and psychologically”. Another has sought mentoring support for herself and has raised the need for mentoring to be more widely available within CARE.

The consultant recommends that GLAG Phase 2 job descriptions for all fulltime posts should strongly recommend routine access to mentoring and/or confidential counseling or other forms of independent support. This should be budgeted for in all posts, especially those in stressful positions/ countries/ contexts.

3.8.4 Capacity building, learning and communication.

Following the above strategies, there needs to be further capacity assessment and capacity building of the network at all levels.

GLAG has thrived on its regional meetings and trainings and these need to continue. There is much to be gained by bringing the focal points together regularly. Regional meetings should have learning, strategy and capacity building components.

At these meetings, it is also very important that the story be told and retold. It is through the verbal retelling of stories that the tradition of GLAG will survive and be handed to a new generation of CDs, ACDs and GLAC. The consultant recommends that some of these meetings, and some of the steering committee meetings, be externally facilitated in order to maintain and develop the healthy evolution of these structures.

The community activists need to have the more advanced formation in advocacy techniques they have all asked for & be brought together for a follow-up meeting to Kigali 2007.

3.8.5 Field level recommendations

The consultant is not in a position to give detailed recommendations for GLAG project interventions. In any event, the opportunity for indepth exploration and analysis of the 12 projects and GLAG’s involvement was not possible and it was not appropriate for the consultant to evaluate in any way the quality of the programmes underlying GLAG interventions. It is equally true that GLAG is dependent on these programmes – the quality of GLAG work will depend to a large extent on the quality of the underlying programming.

However, the following points can be made:

This report needs to be translated into French – there are many people involved in GLAG at field level who do not have good enough English to read it.

Given the vast reach across communities at grassroots level, there is much potential for further development of GLAG project activities. The consultant noted activities that seemed to be strong:

- Awareness-raising has been effective as a basis for stimulating development of individuals as activists, and the network of activists
- Capacity building and training in local laws on various aspects of SGBV
- The enthusiasm and interventions of GLAG focal points – which bodes very well for a future in which three of the four countries will have fulltime focal points.
- The focal points have been effective in their facilitative role: selecting and nurturing the activists, in communicating with projects, and in capacity-building
- Theatre and performance groups, stimulating discussion among communities;
- Young people's groups.

For the future these are some suggestions:

Each country needs to continue to reflect on its unique context and appropriate community and national level strategies for combating SGBV. At the same time, focal points, activists and project staff can benefit from coming together on a regular basis with their counterparts in the other three countries to reflect on their experience, share good practice, and find common themes.

Some of the programmes on which GLAG rides are huge. Strategic decisions need to be made in each context about whether to go for quantity or depth. It is possible that such thinking is already happening, but if so, it was not obvious to the consultant. The consultant would argue that GLAG should continue to be experimental in its approach – working in depth in relatively limited geographical areas and doing in-depth reflection and learning on what is working well, and what can be expanded on for the future and for wider implementation.

Furthermore, each country needs to decide on specific community-level interventions, e.g. travel expenses for activists, materials for training and theatre.

3.8.6 The role of the GLAC

The GLAC needs to be a person who really believes passionately in the potential for lifting the experience of the GLAG activists in four countries, and mobilising it for activism at national and international levels. This is a complex task which has not been addressed to any significant degree. It is necessary that they have the vision and skills to reap the harvest of work already done at community levels and weave it into a coherent strategy for advocacy at national, regional and international levels.

In a network, the role of coordinator is primarily facilitative rather than managerial. This is a challenge within an organisation in which the default is top-down management style. The

success of the GLAC has depended and will continue to depend on their ability to build relationships in all areas of the network – up and down, country office and field, in CARE member offices in the northern countries.

The tasks that need to be addressed by the GLAC that emerge from this report include:

- Appointment of focal points for each of the countries
- Coordination of the steering group
- Effective communication with all network members and external stakeholders; understanding the communication and information needs at regional and international levels – implementing the communications strategy
- Development of a coherent advocacy strategy
- Planning regional meetings for various levels of the network, separately and or together – activists, focal points, steering committee.
- It is the facilitation and encouragement of diverse, contextually appropriate initiatives and strategies combined with continual weaving together of the diverse strands – drawing energy from grassroots experience -- that can continue to grow the GLAG network and enterprise.

3.8.7 The Role of CARE CI Members

As the primary funder of GLAG through the DFID PPA, CARE UK has had close involvement with the project from the beginning. The second GLAC numbered the CARE UK SRA among her “7 bosses”. Now the SRA has left, and technical support will be given to the programme by another CIUK adviser. There is an open question about how involved the donor should be in the implementation of the project, the overlap and possible tensions between the roles of donor and technical adviser, and who initiates the contact.

The consultant recommends that the relationship between the new GLAC and the new CIUK TA should be explicitly negotiated. The idea of a more formal steering group offers the chance for a “seat at the table” to all CI members/donors – something that one or two asked for during interviews for this report. The idea of the steering group aims to offer a structure by which members’ involvement is mediated – so that the GLAC is not under daily direct pressure and demands from members. Clearly, however, the GLAC needs to be able to ask for and access technical advice from members, as well as offering information regularly and directly that can assist CI members with their media, campaigning and programming objectives.

CARE CI member need also to think about the kind of reporting requirements that will be helpful to them and to GLAG. It is the consultant’s bias that there should be a strong budget line for learning processes within the project proposal, and that reporting should include data not only on what was learned (relatively concisely expressed and with good analysis) but also about the processes – formal and informal -- by which the learning took place.

It is expected that CI members will have more to say about these matters in their responses to this report.

3.9 Conclusion

GLAG is a good and fascinating project. It is more than worth the money and effort that has already been invested in it. It has been a tremendous privilege for me to be able to carry out this assignment and to meet and speak to the committed people who have driven and continue to drive the project forward. GLAG is changing the lives of women and men in poor communities in some of the poorest countries in the world, women and men who have been and are profoundly traumatised by violent micro-level conflicts caused by much greater macro-level forces over which they seem to have little control. GLAG has the potential to lift this impetus for change to higher levels and over the longer term to create conditions for significant change.

For this to happen, the Country Directors need to maintain their enthusiasm and commitment to the project (without which GLAG is unlikely to survive) as well as “letting go” of some of their needs to control and possess the project. Decision-making needs to be somewhat formalised and more transparent, and the group involved in directing GLAG needs to be widened, so that in turn the ownership of the project is widened. Only in this way will the project continue to thrive, particularly as CDs who were so instrumental in founding a remarkable initiative are due to move on, as well as other senior staff who have been supportive and interested.

The greatest vulnerability of GLAG is the interpersonal and inter-CARE politics and politicking that make it sometimes opaque to outside observers and extremely frustrating to anyone who is entangled in its net. The entanglement of the net is the shadow side of the enabling web of the network.

It is my hope that this report offers potential funders the evidence they need to confidently support the project now and in the future. Ultimately, GLAG will require at least five years’ further support in order to deliver on its substantive goals of achieving significant change in reducing SGBV in the Great Lakes region.

Within a wider context, CARE International in general and the Great Lakes country offices in particular can feel rightly proud of having persevered with an alternative approach to development programming. There is significant interest in the development sector in finding approaches which offer alternatives to the logframe paradigm in particular. The DFID PPA aimed to flexible learning initiatives, and in GLAG its farsighted intentions have paid off handsomely.

3.10 Next steps

Consultants’ reports do not in themselves create change. The report aims to collate a number of people’s different experiences and perceptions and to stimulate conversations and debates which create the motivation for change, where change is needed. The report emerges from a series of conversations and leads into further conversations.

I anticipate that stakeholders will have a variety of reactions to the report, and that this diversity of viewpoints is to be welcomed: the conversation continues. It is unlikely that they will easily form a consensus and so it is proposed that substantive comments will be included in the report as a “response”.

The proposal for GLAG Phase 2 is not a strong document and was written in anticipation of this report. It will be redrafted in the light of this report and the conversations that ensue from the publication of this report.

Meanwhile I wish everyone who is and has been involved in GLAG all the best for their continuing efforts in “*la lutte*” against the perniciousness of SGBV; and all the best for the continuing flourishing of the project.

Vicky Cosstick

www.changeaware.eu

11 July 2008



Women from Wakinamama Project, Kindu, DRC

GLAG project Review: Addendum
19 July 2008

Consultant's notes on responses to final draft report – deadline 18 July 08.

1. Responses to the report regarding matters of detail, fact or error were received from:

- Richard Businge
- Josephine Tuyishimire
- Yawo Douvon
- Jane Iredale

I have made adjustments or corrections based on this feedback. In some cases, individuals are correcting a fact which was presented to the consultant by someone other than themselves and therefore it may be more appropriate to remove the disputed item than correct it.

2. Substantive feedback was received from:

- Jane Iredale
- CARE UK

3. I do not know who was included in the full list of stakeholders to whom the report was sent, and therefore I cannot give any information about which stakeholders have not responded to the report.

4. Jane Iredale's comments are as follows:

"I did have a chance to read through the report. It is a very rich and thorough piece of work and I can tell that Vicky really embraced this evaluation by the amount of detail she has produced. A lot of detail!

It would be good to elaborate more in the exec summary on the major recommendations and also provide a summary in response to the core themes and questions, such as:

- ***Has GLAG offered value for money? What can we learn from the light structure of GLAG? What are the likely benefits and risks of vastly increased future funding and what is the best structure for moving forward?***
- ***What have been the advantages and disadvantages of this innovative approach?***
- ***How will the work of GLAG continue to flourish as the founding CDs leave their Great Lakes posts over the next year?***
- ***What is the focus or intention of the advocacy and how are the various levels – community, country, region and international – to be linked?***
- ***What is the balance between a focus on post-conflict contexts and on SGBV per se?***

These are not really elaborated on in the executive summary.

The most interesting is of course the recommendations around the structure. I am not sure I agree with all of them. And as these are recommendations this is an area that needs to be discussed further with the principal GLAG stakeholders, - CDs, ACDs, RAA, FPs etc.

For example, I do not agree that it should be the DRD Programme Quality to line manage the GLAG. I think it should be the RAA with admin / budget management coming from the CD in the country the GLAG is stationed in. It is the RAA who is about advocacy and GLAG is about advocacy...

Agree it is the ACDs who line manage the FPs with dotted lines between FPs and GLAG.

For the Steering committee I think it is a good idea, also that this has been happening to some extent (though not formally stated as such). But this would ensure that the CI members supporting GLAG are represented and it is an inclusive structure.

The point about CDs leaving and ACD should not have serious bearing on whether GLAG survives... Uganda is not leaving. DRD did leave and glag survived... remember the high level of commitment from the FPs...!

Agree that supervisory dotted lines should be avoided. I don't believe this is what was suggested. Dotted lines are collaborative. Solid lines are managerial / supervisory and collaborative..

I do not have time to respond to all of these recommendations at this moment, but as Vicky states in the report the conversation needs to continue..."

I am adding the core questions and an abbreviated response to the Executive Summary of the report.

5. CARE UK have also made a substantive response and offered an alternative approach to impact assessment which is a vast improvement on my own! I am grateful for this and adding it to the report as Appendix .

Their general response follows:

FEEDBACK FROM CARE UK ON THE GLAG EVALUATION REPORT

Overall CARE UK welcomes this learning review on GLAG. It has documented the history of the project which will be incredibly useful internally given our own re-structuring and changes in key personnel who have been supporting GLAG over the last two years.

As the key donor of this project (allocating flexible PPA resources towards GLAG in addition to TA and other forms of support) and in anticipation of increased demands for funding, we felt the need for some of accountability to the communities with which we work in the Great Lakes, to ourselves as CI, and to our donors. We needed to see some kind of reflection on the GLAG innovation, monitoring, evaluation and impact assessment (recognising that we had to use alternative methods because GLAG is not a "normal" project). That's why we called for an evaluation. We funded GLAG as an innovation or an experiment. An integral part of experimentation/innovation is to evaluate this before scaling it up. We do not see the evaluation as an add-on but an integral part of the innovation.

Since this learning review was commissioned, CARE-USA has also been become a donor of the initiative, with a contribution of \$100,000, and both CARE Austria and CARE UK have expressed an interest in submitting a GLAG proposal for funding from a potential EC call. With interest from more CI members to contribute financially and more than likely strategically, we agree with the recommendations about the need to strengthen GLAG's leadership, management, coordination and internal and external communication, as highlighted in the review. Exactly how this will happen will require further discussion among the stakeholders.

What is the role and contribution that CARE UK can make to this initiative as a northern CI member? Within the programmatic shift, initiatives such as GLAG offer us opportunities and challenges to find new ways of supporting each other. In terms of our own future role within GLAG, we would therefore like to be regarded as a partner, ie a stakeholder and a participant. As a stakeholder we can offer our perspective and TA at the national and regional level, on GLAG strategy etc. As a participant we would like to contribute to the GLAG advocacy strategy in the UK and internationally.

We look forward to future discussions on how the initiative is structured and managed. In addition, using the consultant's findings, we offer our own interpretation of the impact of GLAG using the integration of power analysis as provided by CARE's Global Research Framework for the Strategic Impact Inquiry on Women's Empowerment, with many thanks to Magdalene Lagu for completing this in her last few days at CARE UK.

Feedback received on the GLAG report after consultant deadline:**Feedback from Uganda CD:**

I found it Ok. Overall it focuses more on structure than on content, and does rehash a number of issues that we have already discussed. I would have liked to have seen a stronger focus on how to improve the programming, as opposed to so much detail on who reports to whom. I think that we can work that out--admittedly though that is an issue. Its clearly too long and the many questions, although they may provoke some thought, are not all necessary. Cheers.

Feedback from Burundi CD:

On structure and management – we need to remember structure and personalities – this makes a bit issue. Khushbu was not an easy person to manage and as a result certain opinions might be out there.

Section 3.8.2 Structure: I think a lot of the issues that are mentioned in A, b C etc are based on Khushbus personality. Regarding the structure I disagree 100% with the way it is being recommended. I have always felt that the position should be supervised by the RAA. The RAA is in the RMU and is linked to CI advocacy issues – and that is what GLAG is about. Just because the new DRD has an interest is not a sufficient reason for me. I do not think the GLAC should be supervised by the CD in the country they are working – and have never agreed with that. We discussed it before amongst the CDs and I was strong about that. I think because Eva was more rigorous on Khushbu then Phil she preferred to go to Phil for things. Then she would write to all CDs asking about budget lines and this and that..... The RAA is the correct person (regardless of personalities) to supervise the position.

I think point D is irrelevant – there are always changes and the only founding member that is leaving is Burundi - Uganda was not a founding member. We have so many more people a part of GLAG and what it is now that this is not as much as an issue as it was earlier - when it was an initiative of 3 CDs.

I agree that focal points should come under the ACD and that ACDs should be more involved. We did that in Burundi – some other CDs did not want to do that – saying that advocacy is for the CD.

I like the idea of the Steering Committee but think it should be managed by the RAA.

DRD: really need to look at the JD of the DRD and see all the other stuff they are working on and how this is not directly involved – it is interesting yes but

I think it is fine if the CDs disappear - we had pretty much done that before when the RAA was the direct supervisor of the GLAC (Michael and Mohamed's time) it was just when there was no RAA and a GLAC that it became a team thing and to be honest drove me crazyyyyyyyyyy

Feedback from PAU Director:

In the hopes that last-minute corrections and clarifications can be made, I noticed that there is an error on page 42 of the report, where it states that the DRD for Program Quality has direct line management responsibility for the RAA. In fact, since November/December, I've been line managing the RAAs, still working closely with the RMUs of course. Please make that correction on page 42. I'm not sure whether this correction affects the consultant's thinking on proposed reporting relationships and structure going forward (carrying over to her first recommendation on page 43) but, at a minimum, please correct the factual error on 42. Finally, further down on page 43, there's the steering group recommendation. Please add CARE USA to the list of so-called "external" stakeholders.

Feedback from ECARMU RAA:

I believe that some of the consultants recommendations are very useful, especially those made on the governance of GLAG, the 'hour-glass'-structure, the Steering Committee etc.

Furthermore, I believe that the evaluation of GLAG's performance in terms of an informal network has been useful. It offers a conceptual framework for understanding GLAG's merits and structure over the past years.

I would certainly support the gradual adaptation of some of the new governance structures proposed.

I also have some comments:

Firstly, one of the requests for the consultant was to formulate recommendations for GLAG to move *beyond* the current function of the 'informal network'. Beyond the fairly well-established community of practice, GLAG also aims to improve its transformational value throughout phase II. The consultant does not touch much upon this aspiration. I would have been interested in seeing more recommendations for GLAG to successfully grow in its transformational role.

Secondly, I disagree with the consultants' opinion (p.41) that GLAG "*should not be over-structured, and the network should remain a network.*" Though I agree with most of the practical recommendations that she does offer in terms of re-structuring (mostly on governance and leadership), I am strongly convinced that without further structuring, the aspired links between local, national and international advocacy levels will remain at best '*conceptual*' (p. 29) within the loose 'community of practice'.

And thirdly, since it is phrased in such a personable way, I cannot help but feel obliged to comment on the GLAC-RAA relationship as described in the report.

My relationship with the former GLAC was difficult. We had different ideas on management and communication styles, on planning and advocacy. These differences indeed put a strain on our relationship from ca. December 2007 to February 2008. However, there are a number of elements that the consultant fails to include in her report. This makes her representation of the relationship a particularly unbalanced one.

From early on, mediation was sought in terms of clarification of the RAA-GLAC relationship (see detailed comments below). Despite these clarifications, the former GLAC opposed a management relationship. At several instances, I have reported these problems upwards my own management line and asked for support. Finally, in February 2008, I traveled to Rwanda and spent a whole day with the GLAC to address our problems. Time was taken to openly discuss our communication and management styles, and mutually adapt our attitudes to each other. At the end of this meeting, (reported to me by the DRD Program Quality), the GLAC commented '*she now felt fine about working together with the RAA*'. (Feb. 2008).

The relationship, though problematic in its early stages, was thus managed according to good practice in HR. This is not mentioned in the report.

I also wish to underline that I have worked with, and managed both national and international staff before in my professional career, and have never encountered problems in these relationships. I currently enjoy good relationships with all people I work with in CARE.

I thus support the consultant in her recommendations that help to avoid structural pressures on job descriptions and relationships. However, I do strongly object to her current description of the former GLAC-RAA relationship. I find it is a misrepresentation, described in a tendentious way.

Some specific replies:

1) p31 – p32: lack of RAA job description; lack of clarity respective RAA-GLAC functions.

This is an excellent point raised by the consultant. There is an old JD, but there has been no update for the RAA JD since my November 2007 deployment. There is, however, a detailed IOP/APAA which should be able to provide sufficient clarity on the perception of the RAA's role while awaiting an updated JD. This IOP/APAA is readily available and is shared with anyone who is interested.

In December 2007, after an initial talk between me and the GLAC on the possibility of the RAA taking up a line management responsibility; it became quickly clear to both that more clarity was needed on the respective functions.

Upon my initiative, we wrote a joint letter '*request for clarification around GLAG roles and responsibilities*' to the CD's and other stakeholders involved. The letter asked the

CD's to clarify 1) the relationship between the RAA and the GLAG-coordinator; and 2) the content and scope of the RAA's responsibility with regard to the GLAG-project.

The letter was sent on December 11th 2007.

The letter was an attempt to seek mediation from the CD 'steering committee' on the potential conflict around roles and responsibilities.

On January 17th, the unanimous response of the CD's was the following: *'The GLAG coordinator is accountable to the group of 4 CD's, with a line of direct management towards the Rwanda CD. In addition, there is a dotted technical supervision line with the RAA (i.e. RAA taking over the current role of the outgoing Gender Advisor). The technical supervision line supports the advocacy approach of GLAG-advocacy; but is also instrumental in standardizing advocacy approaches (architecture, tools, communication) throughout the East- and Central Africa region. During GLAG phase II, the GLAG-coordinator becomes effectively a sub-regional advocacy coordinator, overseeing SGBV-related Great Lakes Advocacy, anchored within a unified ECA-advocacy architecture'.*

Despite the clarification, the former GLAC continued to contest my supervisory role, which put a serious strain on the working relationship.

3) p 32 . Autonomy for the GLAC, RAA involved in project management:

With the January communication, it is clear that the GLAC is the project manager of GLAG, and the RAA has a supportive, strategic guidance role with regard to GLAG and the GLAC.

I did not take on any project management-roles with regard to GLAG until the sudden departure of the former GLAC, when I was formally requested to do so in extremis on top of existing job responsibilities.

The only project management role the consultant concretely refers to is the facilitation of the February workshop. I have facilitated the February-workshop upon the specific request to do so from several GLAG-stakeholders, *including* the former GLAC.

It should also be noted that such is not uncommon practice. I have e.g. also facilitated the planning workshop for the Sudan advocacy group in March 2008, at the request of the Sudan Advocacy Coordinator.

The purpose of this approach is to allow the coordinator – who is considered to be the ultimate expert - to be an active participant in the meeting, rather than limited to being a neutral facilitator.

Included here are the RAA job description and IOP.

CARE MERMU POSITION DESCRIPTION

Please Check One: ☐ New ☒ Revised ☐ No Changes

| | |
|--------------------------------------------------------------------------------------------------------------------|--------------------------------------|
| Position Title: Regional Policy & Advocacy Advisor | Department/Program: ECARMU |
| Incumbents Name (if applicable): | Date Approved: |
| Position Reports To: Deputy Regional Director | Current Grade: |
| Number of Positions Reporting to this position: # of Direct Reports: 0 # of Indirect Reports: 2 | |
| | Location: Nairobi, Kenya |

I. JOB SUMMARY:

The ECARMU Regional Policy and Advocacy Advisor (RAA), reporting to the Deputy Regional Director (DRD) and the Director of Policy Analysis, will work within the regional management team to undertake specific priority policy /advocacy initiatives within the region under the broad theme of “countries in conflict”, with a particular focus on CARE’s ongoing policy & advocacy work in the Great Lakes region and in Sudan. Other responsibilities include leading regional efforts to document advocacy lessons-learned and best practices, supporting other Country Offices facing an emerging or deepening conflict situation (e.g. Somalia), and supporting Country Office and region-wide capacity-building efforts (including the regional mentor-mentee network). The RAA also assists with overall regional management.

The overall goal of this position is to leverage CARE’s existing and emerging policy and advocacy experience in East and Central Africa to help define how CARE can most effectively advocate on conflict and post-conflict situations, and serve as a focal point for sharing these lessons-learned both within the region, and more widely throughout the entire organization.

This is a position requiring a high level of skill in leading teams and a high degree of political acumen, ability to facilitate change, ability to influence, and ability to communicate with impact to diverse audiences. The RAA will have excellent skills writing and analytical skills, as well as excellent networking and consensus building skills vis-à-vis both internal and external audiences (including communities, civil society, NGO and UN partners, national governments within the region, donors, and key international actors such as the US, the UK and the EU). To that end, s/he will have the skills and capacity to build strong relationships with clients and partners, in order to identify potential alliances, partnerships and to mobilize resources. The RAA will also have indirect / supporting management responsibilities as regards two current positions – the Darfur Advocacy Coordinator and the Great Lakes Advocacy Coordinator. The position requires frequent travel throughout the region.

II. RESPONSIBILITIES AND TASKS:

In coordination with the RMU team, the Advisor is responsible for the following:

Job Responsibility #1: Providing policy and advocacy support to the CARE Great Lakes Advocacy Group (GLAG)

GLAG comprises CARE Burundi, CARE DRC, CARE Rwanda and CARE Uganda. The overall objective of GLAG, as agreed by the four Country Offices, is “to reduce violence against women in the Great Lakes region through empowering women’s groups at local, national and regional levels in advocacy.” GLAG is managed by the Great Lakes Advocacy Coordinator, currently based in Kigali. The RAA is responsible for:

- Providing overall strategic direction and guidance for the GLAG in line with existing strategies, and in consultation with the Great Lakes Advocacy Coordinator and the Regional Gender Equality Advisor
- Providing capacity building support to the Great Lakes Advocacy Coordinator, and assisting with trainings and monitoring and evaluation related to GLAG’s grass-roots advocacy work. The RAA also provides support to Country Office or region-wide research on GBV
- Working with the Great Lakes Advocacy Coordinator to develop advocacy strategies towards national governments and donors, leveraging the lessons-learned from GLAG’s work at the grass-roots level to identify effective GBV interventions.
- Providing capacity building support to the CARE DRC Gender Advocacy and RBA Advisor where and when necessary, especially in order to help ensure that this position is linked to the wider GLAG initiative.
- Providing support to Country Office or region-wide research on GBV
- Working with the Regional Gender Equality Advisor in support of regional / Nairobi-based advocacy efforts around GBV
- Liaising with others in the East and Central Africa Regional Management Unit, CARE USA, other CARE International (CI) members, and Country Offices in other CARE regions as necessary and appropriate to share lessons-learned and draw on existing expertise and knowledge
- Fund-raising as necessary

30% of time

Job Responsibility #2: Providing policy and advocacy support for CARE’s advocacy on Sudan. This includes:

- Supporting the CARE Darfur Advocacy Coordinator to develop and implement an overall advocacy strategy covering Darfur. This builds on existing plans, including CARE’s work on the Darfur-Darfur Dialogue and Consultation Process. If for whatever reason the Darfur Advocacy Coordinator position is un-filled, then the RAA becomes the lead on CARE’s Darfur advocacy efforts, necessitating frequent trips to CARE Sudan’s main office in Khartoum, as well as CARE’s field offices in Darfur.
- Working with CARE USA, CI member and the CI Secretariat to support ongoing advocacy efforts in Washington DC, New York, London, Brussels, etc.
- Coordinating between CARE Sudan, CARE South Sudan the East and Central Africa Regional Management Unit, CARE USA, other CARE International members and other CARE Country Offices to ensure a unified, organization-wide advocacy approach to Darfur
- Working with CARE South Sudan to develop and implement a realistic advocacy strategy
- Supporting the Sudan Advocacy Coalition, to the extent that the Coalition is active on advocacy issues
- Fund-raising as necessary

20% of time

Job Responsibility #3: Leading regional efforts to document advocacy lessons-learned and best practices, including:

- Organizing efforts to document and disseminate lessons-learned from CARE's advocacy experiences in the Great Lakes, Sudan, Somalia, Uganda and Tanzania
- Developing innovative methods for gathering such information
- Sharing and disseminating lessons-learned throughout the region, and throughout the wider organization

15% of time

Job Responsibility #4: Providing policy and advocacy support to other CO's facing emerging / deepening conflicts and / or issues of shared concern, including:

- Working with select CO's to develop and help implement advocacy strategies to respond to emerging or deepening conflicts. Priorities will be determined in consultation with the DRD and the Director of Policy Analysis. This can include organizing and raising funds for specific advocacy-related consultancies, etc.
- At least over the short to medium-term, continuing to support CARE Somalia's advocacy efforts in light of the existing crisis in the country, including liaising with other NGOs in Nairobi involved in Somalia advocacy, and helping coordinate CARE's advocacy in Brussels and other locations
- Facilitating research on issues such as post-conflict aid policy and civil-military affairs that impact numerous COs in the region

15% of time

Job Responsibility #5: Supporting CO and region-wide capacity-building efforts, including:

- Working with the Regional Gender Equality Advisor to support the regional mentor-mentee network around gender and advocacy
- Working to bring together COs facing similar issues, to share lessons-learned about effective advocacy approaches
- Working to organize one or possibly two region-wide advocacy skills building workshops, which will then be linked to ongoing capacity building efforts (i.e. through the mentor-mentee network, establishing contact groups around specific issues, etc.)

10% of time:

Job Responsibility #6: Provide leadership for the region in implementing relevant elements of the CARE USA advocacy agenda, including:

- Serving as primary regional contact on CARE USA advocacy agenda items for the Policy and Advocacy Unit and other CI advocacy staff, as appropriate
- Contributing to development of advocacy strategies, facilitating information flow among country offices, regional management, the policy and advocacy unit, and external relations to build a strong, field-driven agenda for the organization.
- Responding to specific requests for information from PAU staff related to emergency-driven or ad hoc policy issues, and providing external representation as appropriate
- Leading and participating in reference groups, teams, and special projects that contribute to integration of policy research, analysis, and advocacy efforts within CARE USA and CARE International.

10% of time

III. QUALIFICATIONS – *(must be specific, realistic and related to job responsibilities)*

A) Specialized Know How

EDUCATION/TRAINING

Required:

- Graduate degree in political science, international development, social sciences, anthropology, law or equivalent combination of education and experience
- Training in policy and advocacy development
- Training in social science research methods / assessments useful to development work

Desired:

B) Managerial Know How involves integrating and harmonizing requirements of diverse functions in operating, support, and administrative situations. It may be exercised through consultation as well as direct action. Management requires a combination of planning, organizing, controlling, and reviewing along with direct and indirect execution.

- This position requires diverse managerial know-how.
Diverse (operational or conceptual integration of activities that are diverse in nature and objectives in an important managed area).

C) EXPERIENCE

Required:

- Five years working in international development
- Three years working in the field of policy and advocacy
- Experience in organizational development or learning
- Experienced trainer or facilitator
- Experiences in liaison with government and non-governmental organizations

Desired:

- Experience working for CARE or similar NGO

D) TECHNICAL SKILLS -

Required:

- Advanced written and oral English language skills
- Skilled in Microsoft Word, Outlook and Excel

Desired:

- Good written and oral communication skills in French or other language applicable to the region

E) COMPETENCIES *are the how a person gets the job done and are the values or organizational competencies.*

List six to eight competencies for this position – it is understood that a number of other competencies are required, however, the competencies listed below are integral to the incumbent being successful in this position.

- **Contributing to Team Success** – Actively participating as a member of a team or work unit to move the team/unit toward the completion of shared goals. Subordinates personal goals; facilitates agreement; facilitates goal accomplishment; involves others; informs others on the team; models commitment.
- **Facilitating Change** - Encouraging others to seek and act upon opportunities for different and innovative approaches to addressing problems and opportunities. Critically analyzing evolving and fluid situations. Facilitating the implementation and acceptance of change within the workplace; actively engaging with resistance to change.
- **Communicating with Impact** - Clearly conveying information and ideas through a variety of media to individuals or groups in a manner that engages the audience and helps them understand and retain their message. Able to deal with others with tact and sensitivity.
- **Initiating Action** - Taking prompt action to accomplish objectives; taking decisive action to achieve goals in times of uncertainty or in fluid contexts; being proactive.
- **Building Partnerships** - Identifying opportunities and establishing effective strategic relationships between one's area and other areas, teams, departments, units, or external organizations to help achieve the organization's objectives.
- **Innovation** – Generating innovative solutions in work situations. People with this competence: try different and novel ways to deal with work problems and opportunities; challenges paradigms; leverages diverse resources; thinks expansively; evaluates multiple solutions; ensures relevance.
- **Political Acumen** – Understanding the socio-cultural, historical, political, and economic context within which the organization operates; integrating understanding of the organization's global approach with awareness of global trends. People with this competence: accurately read key power relationships; detect crucial social networks; understand the forces that shape views and actions of clients customers, or competitors; accurately read organizational and external realities.
- **Value Diversity (Respect/Cultural Awareness)** – Shows and fosters respect and appreciation for each person whatever that person's background, race, age, gender, disability, values, lifestyle, perspectives, or interests; seeks to understand the world view of others; sees differences in people as opportunities for learning about and approaching things differently.

IV. PROBLEM SOLVING *is comprised of the Thinking Challenge and Thinking Environment*

A) Thinking Environment considers the rules, instructions, practices, precedents, standards, principles, policies, goals, and objectives that create the context in which a job is authorized to deal with unusual situations. It describes the degree of freedom permitted to the job to initiate the thinking process as a result of external conditions, as well as internal conditions of the organization.

- This position is defined as abstractly defined.
Abstractly Defined (general laws of nature or science, business philosophy, and cultural standards).

B) Thinking Challenge describes the situational and nature and degree of difficulty of mental effort required to come to conclusions, make decisions, provide answers, or discover new things.

- This position is defined as adaptive.

Adaptive (variable situations requiring analytical, interpretive, evaluative, and/or constructive thinking).

V. ACCOUNTABILITY is the answerability for actions and for their consequences. It is the measured effect of the job or position on end results. It has three dimensions in the following order of importance: **Freedom to Act; Impact on End Results; and Magnitude.**

A) Freedom to Act is the degree to which personal or procedural control and guidance for work (or lack thereof) exists. This is a function of the organizational framework, the personnel and policy direction, and the flows, processes, and systems that are established in the organization.

- The incumbent would be guided.
Guided (broad policies and/or general guidance apply due to major size and complexity);

B) Impact on End Results considers the principal nature of the job's influence on end results, which ranges from very direct control to very indirect support. Choose the Impact category that reflects the *basic* purpose of the job most clearly.

- **Ancillary/Remote** (incidental support services with very in-direct effects on the work unit); **Contributory** (services or production sub-tasks that indirectly support others in the work unit); **Shared** (tasks (e.g. analysis or production) that directly affect the work unit's results);
- This position would be defined as primary.
Primary (leadership in key services or production tasks of the work unit).

C) Magnitude: Financial: *What parts of CARE's revenue and/or expenses are impacted by the job's primary goals? Use current fiscal year dollar amounts. e.g. project budget, fundraising or contract goal, budget managed or monitored, donations processed, purchases made, contracts negotiated/signed, benefits costs.*

- What is the dollar amount related to job's primary goals? **XXX – to be filled out by DRD / PAU**
- What is the \$ amount of signing authority for this position? **XXX – to be filled out by DRD / PAU**

VI. CONTACTS/KEY RELATIONSHIPS: *List the primary external and internal relationships which the employee is expected to maintain. State the purpose of these interactions.*

The Advisor will have contact with the following organizations/people to ensure and maintain working relationships that fosters the achievement of the organizations objectives. In addition the fostering of these relationships will be beneficial in the facilitation of cross learning throughout the Region and in identifying resources available to country offices.

- Works closely with RMU team members on all aspects of job
- Works closely with country directors and other CO staff in building capacity and in the provision of advice, guidance, training, networking, etc.
- Liaison with CARE International members, advocacy and policy staff
- Liaison with CI Secretariat and CI members on various advocacy issues

- May work with various government and UN officials and NGO and civil society partners in the implementation of advocacy work in specific countries

VII. WORKING CONDITIONS: *Describe the location of work, expected percentage of travel, special conditions (e.g. security situation, availability of medical facilities, basic education, etc.).*

- **Location:** This position will be based in the East and Central Africa region, in Nairobi, Kenya
 - **Travel:** Approximately **40-50%** of his/her time will be spent traveling throughout the region
 - **Safety and Security:** **To be filled out by DRD**
 - **Other:** Good medical and education services are available.
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FY08 Individual Operating Plan
January 1st , 2008– June 30, 2008

Name: Eva Smets

Division/Unit: RMU, Central and East-Africa

Date: 23/1/08

| Objectives | Activities | Indicators | Quarter to be achieved | | | | Person Responsible | Support Needed |
|----------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|---|---|---|------------------------------------------------------------------------------------------------------|-----------------------------------------|
| 1. Supporting country-specific advocacy initiatives within the region – 70% | | | | | | | | |
| <i>a. Support the GLAG in realistic planning for GLAG phase II; and throughout start-up of phase II.</i> | 1. Support planning and preparation for February meeting; co-facilitate February planning meeting. 2.Support the composition of an advocacy strategy for GLAG phase II 3. Support implementation of the GLAG II advocacy strategy, by a) ensuring the link with regional bodies (Alliance and GBV Task Force); b) supporting the development of the GBV advocacy toolkit | - A jointly defined, clear strategy for GLAG II. - Effective participation of CARE in regional bodies (Alliance and GBV Task Force). - A GBV advocacy toolkit. | x | x | | | RAA CLAC CDs, ACDs Focal Points/national coordinators in GLAG Grassroots Activists | GLAC Gender Advisors on SGBV toolkit |
| <i>b. Support Sudan - advocacy.</i> | 1. Co-facilitate the Sudan Advocacy strategy review, through a) process and meeting planning and preparation, b) meeting facilitation, c) providing support for Sudan Advocacy Strategy composition. 2. Support the Sudan advocacy coordinator and her maternity cover through technical assistance and matrix management. 3. Set up comparative research project with DRC/Somalia on a | - A jointly defined, revised Sudan advocacy strategy. - Output of the comparative research project, to feed-back to CiC global humanitarian advocacy strategy. | x | x | x | x | RAA Darfur Coordinator; maternity cover CD, ACD Care partners CI Stakeholders | -Care UK conflict ‘Hub’ |

| | | | | | | | | |
|---------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|---|--|------------------------------------------------------------------------------------|------------------------|
| | CiC topic | | | | | | | |
| c. Support DRC advocacy. | 1. Provide CI DRC communication group with input on DRC (2 mission reports/1 call per month). 2. Provide technical support for DRC gender, advocacy and RBA-advisor. 3. Set up comparative research project with Sudan/Somalia on a CiC topic | - regular communications body in place (1 call/month, 2 mission reports) - Output of the comparative research project, to feed-back to CiC global humanitarian advocacy strategy. | x | x | | | RAA CD, ACD Care partners CI Stakeholders | Care UK 'conflict hub' |
| d. Support Somalia - advocacy | 1. Liaison between CO Somalia and the Somalia INGO Forum. | | | | x | | RAA CD, ACD | |
| 2. Effective resource management: human and financial resources – 10% | | | | | | | | |
| a. Establish an effective matrix management support relationship with field advocacy staff (Sudan advocacy coordinator, GLAC). | 1. To be involved in APAA/ IOP and AOP-setting. 2. To communicate effectively via existing communication mechanisms (and/or develop new ones as necessary) 3. Provide key staff with standardized tools and approaches for advocacy. 4. Ensure cross-border learning | - APAA/IOP's and AOPs reviewed and in place. - "Advocacy toolkit" based on regional experiences set-up and gradually adapted throughout the region. | | | x | | RAA GLAC Darfur Advocacy Coordinator DRC gender, advocacy and RBA-advisor | PAU |
| b. Write budget and oversee effective budget management for RMU advocacy budget | 1. composition of advocacy budget 2. Management of monthly expense reports to ensure that funds are effectively used towards objectives 3. Sustainable fund development for new initiatives, e.g. CO Somalia position. | - Budgets in place for FY 08 and FY 09. | | | | | RAA | Finance department |

| 3. Reinforce structural advocacy capacity within ECA – 20% | | | | | | | |
|------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------|--|---|---|--------------------------------------------------|-------------------------------|
| a. Reinforce capacity for CI – CiC thematic advocacy. | 1. Contribute to global discussions on CI CiC advocacy. | | | x | x | RAA CD, ACD Field advocacy staff PAU | PAU Care UK ‘conflict hub’ |
| b. Build structural advocacy capacity within ECA-region | 1. Do a regional advocacy-mapping, by a) visiting and/or communicating with CO’s on advocacy initiatives and best practice, b) compare with other INGO – learning on “campaigning in Africa”, c) Present lessons-learned during next Regional Conference | - Advocacy Mapping – file for East- and Central Africa Region | | x | | RAA Field Advocacy Staff PAU | CD’s ACD’s RMU PAU |
| | | | | x | | | |
| | | | | x | | | |

| Individual Objectives | Critical Activities & Quarter Completed | Results/Measures Of Success | Comments/Support Requirements |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------|-------------------------------------------|
| Competency: Working with others to achieve results Actively participating as a member of a team or work unit to move the team/unit toward the completion of shared goals. | - <i>participating in CO strategic planning as well as RMU strategic planning.</i> - <i>Participate in PAU strategic planning & help implementing activities</i> <i>Ongoing</i> | - <i>advocacy integrated in strategic plans</i> - <i>RMU priorities represented in PAU strategic plans</i> | CD’s and ACD’s RMU support |
| Competency: Facilitating change Encouraging others to seek and act upon opportunities for different and innovative approaches to addressing problems and opportunities | - <i>visiting/communicating with CO’s and other RAA’s to map advocacy activities & Campaigning</i> | - <i>Standardized advocacy toolkit</i> - <i>Upscale in-country resources (ex. Somalia staffed)</i> | CD’s ACD’s RMU support PAU |