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PACIFIC WOMEN
SHAPING PACIFIC DEVELOPMENT

Monitoring, Evaluation and Learning Framework

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1 Background

1.1 Pacific Women Shaping Pacific Development

Pacific Women Shaping Pacific Development (*Pacific Women*) is a $320 million, 10-year program (2012–2022) focused on enabling women and men across the 14 Pacific Islands Forum countries to improve the political, social and economic opportunities for women. It reflects the Australian Government's commitment to work for improved equality and empowerment of women.

The outcomes sought by *Pacific Women* include the following:

- Women, and women's interests, are increasingly and effectively represented and visible through leadership at all levels of decision making (leadership and decision making).
- Women have expanded economic opportunities to earn an income and accumulate economic assets (women's economic empowerment).
- Violence against women is reduced and survivors of violence have access to support services and to justice (ending violence against women).
- Women in the Pacific will have a stronger sense of their own agency, supported by a changing legal and social environment and through increased access to the services they need (enhancing agency).

In addition to the above outcomes, *Pacific Women* has two objectives. These include the following:

- By the end of Year Three, the capacity, resources and relationships are established and action in key result areas is evident across the country and regional program activities.
- By the end of Year Six, joined up services and action, independent of but informed by *Pacific Women* will be evident in all 14 countries.

Pacific Women is implemented through work at the country and regional level. Country plans have been developed to represent locally relevant responses and starting points for change towards the key intended outcomes. Regional and multi-country activities have been designed to address common issues across the region or sub-region and to complement and build on country specific activities.

To support program management, a *Pacific Women* Support Unit has been established in Fiji, with a national sub-office in PNG. The Support Unit's role is to provide technical, administrative and logistical support to the Department of Foreign Affairs and Trade's (DFAT) bilateral and regional *Pacific Women* teams and to *Pacific Women*'s implementing partners.

1.2 Monitoring and Evaluation System

The Support Unit holds the responsibility for the design, implementation and review of *Pacific Women's* monitoring and evaluation (M&E) system. *Pacific Women's* M&E system operates at a number of different levels. This includes the program level, the country level and the activity level. Each separate level has its own cycle of planning, monitoring, evaluation and reporting. These cycles together combine to form the *Pacific Women* M&E system.

The M&E system is made up of the following components:

- Monitoring, Evaluation and Learning Framework (MELF), including a program MELF, Country Plan MELFs and implementing partner M&E Plans
- *Pacific Women* Database
- *Pacific Women* Program Reporting, which includes a *Pacific Women* Activity Report and an Annual *Pacific Women* Progress Report

- *Pacific Women* Performance Reports at the country level[1]
- Implementing partner project reporting[2]
- *Pacific Women* Value for Money (VfM) Rubric
- Country Reflection Workshop Methodology
- Toolkit for Monitoring and Evaluation Data Collection.

The Support Unit also manages an M&E Panel. The M&E Panel provides additional technical support to the Support Unit, DFAT and implementing partners when needed.

From 10–12 May 2017, the Support Unit convened a workshop to review components of the M&E system and consider how 18 months of program implementation could provide recommendations to streamline and increase useability. The workshop brought together 35 participants with representation from DFAT, implementing partners (from Samoa, Tonga, Fiji and Solomon Islands), members from *Pacific Women's* M&E panel and Support Unit staff. All participants invited to the workshop had either direct experience with aspects of the *Pacific Women* M&E system or were selected M&E technical specialists.

1.3 Monitoring, Evaluation and Learning Framework

Pacific Women's MELF provides advice and a suggested plan for how routine monitoring and periodic evaluation should be carried out for the program. For the purpose of this MELF, the following definitions are provided:

- Monitoring is the continuous and systematic collection and analysis of data in relation to a project. Monitoring usually focuses on activities and outputs and is usually done internally by an organisation.
- Evaluation is the periodic assessment of progress towards a project's outcomes or goal. There are two types of evaluation used in *Pacific Women's* M&E system. This includes: 1) big 'E' evaluation, which consists of independent evaluation activities carried out by external evaluators; and 2) small 'e' evaluation, a process that attempts to introduce leaning and ongoing analysis and evaluative thinking into an organisation. Through this MELF, *Pacific Women* aims to encourage implementing partners to invest in and prioritise small 'e' evaluation.
- Learning is a developmental process that integrates thinking and doing. It provides a link between the past and the future, requiring us to look for meaning in our actions and give purpose to our future actions.[3] *Pacific Women* aims to take a 'learning by doing' approach, in acknowledgement of the complex change that the program aims to support.

2 Purpose of the Monitoring, Evaluation and Learning Framework

The primary purpose of the *Pacific Women* MELF is to support the program, countries and implementing partners to carry out regular and systematic assessment of progress towards outcomes, inform program decision making and ensure learning leads to program improvement.

The program MELF is the overarching document that provides guidance to support the development of *Pacific Women* Country Plan MELFs. These Country Plan MELFs are then intended to provide guidance to *Pacific Women* implementing partners to develop their project M&E plans. This process is meant to be mutually reinforcing, with M&E plans expected to inform the refinement of country level

[1] *Pacific Women* Performance Reports are currently produced for Papua New Guinea, Bougainville and Vanuatu.

[2] Six-monthly or annual, dependant on partner and project size

[3] Britton, B., 2005, Organisational Learning in NGOs: Creating the Motive, Means and Opportunity. Praxis Paper No. 3. The International NGO Training and Research Centre

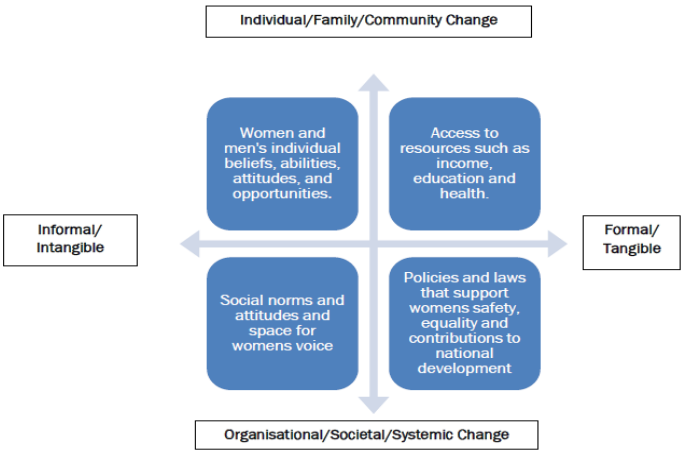
MELFs, which in turn inform the refinement of the program MELF. In some cases, additional support will be required to translate and adapt concepts and inquiry questions. It is the Support Unit's role to ensure this technical advice is provided to both DFAT and implementing partners.

3 Theory Driven Approach to Monitoring and Evaluation

The program MELF is structured around two diagrams: 1) a Program Theory, which is a visual representation of the *Pacific Women* design, including the program's principles and ways of working; and 2) a Program Logic, which is more operational in nature and sets out the short, intermediate and long-term outcomes for each of *Pacific Women's* intended outcomes. Both diagrams identify the assumptions that could affect progress or success, which will be tracked by *Pacific Women's* M&E system.

A Theory of Change for the *Pacific Women* program was developed during the program design (2012–2013).[4] The underlying conceptual framework used by the Theory of Change is based on the Rao and Kelleher framework (see figure 1 below).[5] This framework identifies four quadrants where change is needed to achieve increased gender equality and empowerment of women in the Pacific. These quadrants relate to: the interconnected areas of individual, family and community change; changes in informal and formal systems; and changes to organisational and societal systems. The figure suggests that strategies are needed across these different dimensions for long-term, sustainable change to occur.

Figure 1 Rao and Kelleher Framework



In mid-2015, a Program Theory and Program Logic for *Pacific Women* was developed, extending the Theory of Change already included in the design document. It was trialled from January 2016 to April 2017 and reviewed at a partner workshop in May 2017. This process culminated in the Program Theory and Program Logic that is presented in this MELF. As a living document, the *Pacific Women* MELF is revised on a yearly basis to ensure that the program is adapting to context and considering program learning.

For other important approaches and principles of the *Pacific Women* MELF, refer to Annex 9.

[4] Department of Foreign Affairs and Trade, April 2014, Pacific Women Shaping Pacific Development design document (p.33)
[5] Rao and Kelleher, 2010, 'Is there Life After Mainstreaming?', Gender and Development, Vol 13:2,57–69

Figure 2 *Pacific Women* Program Theory

Figure 3 *Pacific Women* Program Logic

	YEARS 1- 3 Short Term Outcomes	YEARS 4 - 7 Intermediate Outcomes	YEARS 8 - 10 Long Term Outcomes
	There are increasing enabling spaces for women and girls to participate and practice decision making skills (1) Community and public and private sector knowledge about gender equality has increased (3)	More women and girls are visible and influence decision making at community, local and national levels (2) (6) More women stand for or apply for leadership postions (4) (6) Public and private institutions have developed policies, practices and programs that support and enable women to move into leadership roles (5)	Community, local and national decision making reflects the needs and interests of women and girls Women elected to local and national level governments have the skills to fulfil their roles Women hold senior positions in the public and private sector and have the skills to fulfil their roles Community and public and private sector attitudes and perceptions support women and girls' inclusion in leadership and decision making processes
	Family, community, public and private sector knowledge about the benefits of women's economic empowerment has increased (7) Women are provided with opportunities to participate in formal and informal economic activities or business entrepreneurship opportunities (9) Public and private sector identify the need for policies and legislation that mandate safe working conditions for women (11)	Family, community, public and private sector attitudes and perceptions support women's economic empowerment (8) Women have developed increased knowledge, skills and confidence to successfully undertake formal and informal economic activities (10) Private and public sector have developed policies, practices and programs that support and enable women's economic empowerment (12)	Family and community members share the burden of work to enable women's participation in economic activities Women have increased decision making in relation to their income and assets More women are employed in the public and private sectors and are running small businesses National policies and regulations for safe working conditions for women are operating effectively
	Pacific women, their partners, families and communities understand the causes of violence against women (13) Legislative reforms that protect women and children's human rights have been enacted and have commenced implementation (15) Women and children can access contextually relevant support and justice services to assist them to respond to and deal with violence (17)	Pacific women, their partners, families and communities mobilise and take action to address violence against women (14) Duty bearers support and implement legislative reforms that protect women and children's human rights (16) Contextually relevant prevention and justice services continue to expand and result in more women and children reporting violence and accessing services (18)	Family and community tolerance for violence against women is reduced Legislative reforms that protect women and children's human rights are operating effectively and duty bearers are upholding their responsibilities Contextually relevant prevention services are more widely available across the region and women and children are reporting violence when it occurs and accessing services
	Public and private institutions have increased knowledge and capacity to develop gender equality policies, practices and programs (19) Collective action (at the community, local and national level) is strengthened to advocate for gender equality (21) Women and girls have access to information about their rights and responsibilities (23)	Public and private institutions are implementing policies, practices and programs that support gender equality (21) Collective action (at the community local and national level) is effectively advocating for social and legislative change in relation to gender equality (23) Women and girls have more knowledge, skills and confidence to claim their rights and access resources (25)	Public and private institutions are upholding the rights of women and girls Collective action (at the community, local and national level) has resulted in social and legislative change in relation to gender equality Women and girls are utilising their strengthened agency for positive change in gender equality

*The numbers in the brackets represent the program logic outcome assumptions

ENABLERS

- National, regional and global policies and commitments
- Relationships with Pacific governments, women's organisations, NGOs, regional agencies and other donors
- Women's movements and coalitions
- Churches and Pacific gatekeepers
- Strong individual women who want change
- DFAT commitment to gender equality and the Pacific region
- Male advocates

INPUTS

- Technical, administrative and logistical support provided by the Support Unit
- Country plans developed, resourced and implemented
- Grant agreements finalised with partners
- Activities implemented
- Research commissioned and finalised
- Monitoring and evaluation processes implemented

CONSTRAINTS

- Limited capacity and resourcing for governments to address gender equality
- Limited capacity and resources of implementing partners
- Entrenched social attitudes and norms about the roles of women and men
- Religious norms, values and beliefs that are not supportive of gender equality
- Normalisation of violence against women
- Geographical spread and isolation of many Pacific communities
- Limited pool of gender expertise
- Lack of stakeholder coordination

PROGRAM LOGIC OUTCOME ASSUMPTIONS

*The numbers in the below table correspond to the numbers outlined in brackets () in the above Program Logic.

Women's Leadership and Decision Making

1. Gaining and practicing leadership skills will lead to more women and girls influencing decision making

2. More women and girls in decision making will result in decisions that reflect women and girls' interests

3. Community and public and private sector attitudes and perceptions in relation to leadership and decision making can be changed

4. Women want to stand for elected positions

5. Public and private sector institutions are motivated to implement policies, practices and programs that support women moving into leadership and decision making roles

6. Once women have skills, knowledge and confidence, they are able to influence decision making processes

Women's Economic Empowerment

7. Family, community, public and private sector attitudes and perceptions can be changed to support women's economic empowerment

8. Family and community members are willing to share the burden of domestic work with women and girls

9. Training and increased skills will result in more jobs and economic opportunities available to women

10. Women who have increased access to resources, markets and jobs will have increased life choices

11. Public and private sector management recognise and value the importance of safe working conditions for women

12. Public and private sector demonstrate willingness to implement policies and regulations that mandate safe working conditions for women

Ending Violence Against Women

13. Social norms, attitudes and behaviours can be changed in order to prevent violence against women and children

14. Violence against women and children can be reduced through a range of prevention activities

15. Legislation can be effectively implemented in a coordinated way across the Pacific

16. Duty bearers can be motivated to uphold their responsibilities and implement legislation that protects the rights of women and children

17. There are enough organisations that have the capacity to provide contextually relevant crisis support and justice services

18. Women and children understand their rights and actively seek out support and justice services

Enhancing Agency

19. Capacity of public and private sector institutions can be built in a sustainable way

20. Public and private sector institutions are motivated to support gender equality

21. Capacity of groups and individuals acting collectively needs strengthening

22. Collective action will result in more sustainable change

23. Access to information about rights will lead to more women and girls gaining skills and confidence

24. Knowledge, skills and confidence about rights will lead to more women and girls utilising agency for position change in gender equality

4 Inquiry Questions

The MELF has used the Organisation for Economic Co-operation and Development (OECD) Development Assistance Criteria (DAC) to identify and group questions. The criteria and their related questions for *Pacific Women* are as follows:

- **Relevance:** Has *Pacific Women* met the needs of its beneficiaries? Is the design of *Pacific Women* suitable, given the context?
- **Effectiveness:** Has *Pacific Women* met its objectives? Is *Pacific Women* progressing towards its intended outcomes?
- **Efficiency:** Has *Pacific Women* operated in an efficient way, considering principles of VfM?
- **Impact:** Has *Pacific Women* contributed to longer term change for women?
- **Sustainability:** Has *Pacific Women* built the potential or capacity for ongoing results?

The *Pacific Women* MELF takes a question led approach to give prominence to learning, reflection and improvement. Structuring monitoring and evaluation processes around questions enables a broader analysis of a project's progress and achievements. It supports project staff to think critically on a regular basis, not just about progress to outcomes (effectiveness), but also about issues of design (relevance), VfM (efficiency), impact and sustainability. Using questions encourages a project not to leave this broader analysis to external evaluation (which might only happen once over the life of a project) but instead to integrate this thinking into the routine practice of program implementation.

To take a question led approach, projects first need to select the questions that are of highest priority to them. These questions can be used to lead the development of an M&E plan. Projects would also think about what forms of monitoring data and what forms of evaluation data would provide answers to these questions and carry out regular internal reflections on a 6-monthly or yearly basis, depending on the size of the project. Projects don't need to consider all questions all the time. Often relevance, effectiveness and efficiency are considered more often, with impact and sustainability being considered less often and usually towards the latter half of the project's life.

The following inquiry questions are divided into sections:

- The first section (section 5) includes questions that are relevant at the program and country level.
- The second section (section 6) includes inquiry questions and guidance that are relevant to projects and implementing partners.

Please refer to the section which is most relevant to you.

Guidance: All questions set out in this MELF should be considered guiding questions. It is expected that DFAT, the Support Unit and implementing partners will refine and adapt these questions based on the activities being implemented. What is important is that inquiry questions should be spread across all the domains of relevance, effectiveness, efficiency, impact and sustainability.

5 Program and Country-Level Inquiry Questions

The following questions (section 5) are only relevant to the program and country level. If you are an implementing partner, you do not need to respond to these questions. Please refer to the implementing partner inquiry questions (section 6).

5.1 Relevance

Relevance inquiry questions come directly from the assumptions in the Program Theory. It is not necessary to turn every assumption into a relevance question; it is acceptable for you to choose three to five of your most critical assumptions. For the purposes of this MELF, the following relevance questions have been selected:

- To what extent has *Pacific Women* worked with partners who take a gender transformational approach? (strategy assumption 1)
- To what extent has *Pacific Women* been implemented through processes that address complexity, learning and adaptation and has this led to more effective outcomes for gender equality? (strategy assumption 2)
- To what extent has *Pacific Women* built Pacific ownership and leadership, and has this led to more effective gender equality outcomes? (strategy assumption 4)
- To what extent has *Pacific Women* influenced and leveraged DFAT sector programs to contribute to greater gender equality outcomes? (strategy assumption 7)

Guidance for country programs: *Pacific Women* countries that are developing their Country Plan MELF should first design their Program Theory and identify their most critical assumptions. Once this has been done, you should turn a selection of your assumptions (three to five) into relevance inquiry questions. The above relevance questions can act as a guide, with country MELFs adapting these questions to reflect their context.

5.2 Program-level inquiry questions for *Pacific Women* objectives

The following two inquiry questions relate to *Pacific Women's* two program objectives and do not need to be considered by country programs or implementing partners. The first question was the focus of the 2016 Year Three Evaluation of *Pacific Women* and the second will be the focus of the Year Six Evaluation.

- **At the end of three years:** To what extent has the program been able to increase the capacity, resources, relationships and understandings for action across country and regional program activities?
- **At the end of six years:** To what extent are joined up services and action evident in all 14 countries? If so, how and to what extent?

5.3 Effectiveness

Effectiveness inquiry questions come from the Program Logic and are an assessment of progress to outcomes. Country MELFs are encouraged to use the following four effectiveness questions:

- To what extent have core programming strategies contributed to the effectiveness of country programs?

Guidance: DFAT, with technical assistance from the Support Unit, are required to develop effectiveness question number one further, depending on the programming strategies used. For example, the Samoa *Pacific Women* program strategy is to be implemented through the Government of Samoa. Therefore, the question may read: 'To what extent did implementation through government contribute to the effectiveness of the Samoa Country Plan?'. In Fiji, where there is a strong focus on working through women's organisations and coalitions, the question may

read: ‘To what extent did working through coalitions and women’s organisations contribute to the effectiveness of the Fiji Country Plan?’.

- To what extent has *Pacific Women* [or the X Country Plan] achieved its stated objectives? If not, why not?
- To what extent and in what ways has *Pacific Women* [or the X Country Plan] achieved progress towards outcomes in:
  - leadership and decision making
  - women’s economic empowerment
  - ending violence against women
  - enhancing agency?
- To what degree and how did change in one outcome contribute to or work against change in another outcome?

Guidance: In addition to the above effectiveness questions, Country Plan MELFs should include the list of outcome effectiveness questions (refer to pages 10–12). These questions are related to the *Pacific Women* assumptions in the Program Logic (refer to page 6). Country programs may be interested in tracking a selection of these outcome questions and implementing partners will be asked to nominate one to two questions to investigate through their M&E processes.

5.4 Efficiency

Efficiency inquiry questions focus on the use of resources and the efficient delivery of outputs. Country programs don’t have to ask all five efficiency questions, but a suggested number is between three and five. The following inquiry questions are suggestions for country programs to consider:

- To what extent has *Pacific Women* delivered VfM for DFAT, partner governments and organisations in the Pacific and for Pacific Women and their communities?[6]
- To what extent and how did the program implement program communication, reporting and accountability mechanisms?
- Were required levels of personnel and skills in place to support program delivery?
- To what extent did *Pacific Women* contribute to improved coordination of country and regional gender equality initiatives within its remit? If so, how?
- Have activities been implemented on time and on budget?

5.5 Impact

It may take some time for a program to see evidence of impact but it is useful to undertake some reflection on a yearly basis to track progress. It is suggested that country programs include all three impact inquiry questions in their MELF. Answers to the following questions will provide critical information to enable *Pacific Women* to report on its impact.

- To what extent was the program able to reach and benefit the most vulnerable women?
- To what extent were greater numbers of women in the Pacific able to participate fully, freely and safely in political, economic and social life?
- What results, expected or unexpected and direct or indirect, were produced by the program?

[6] See Annex 5

5.6 Sustainability

Like impact questions, sustainability questions are best assessed after a certain period of implementation. Sustainability inquiry questions focus on the degree to which benefits produced by the program will be maintained or ongoing. It is suggested that countries include all four of the following sustainability inquiry questions in their MELF.

- To what extent did Pacific Island governments demonstrate increased commitment to effective resourcing and implementation of gender equality policies and legislation?
- To what extent did *Pacific Women* contribute to increased resourcing for gender equality programming?
- To what extent was sufficient capacity built in the Pacific to sustain gender equality?
- To what degree was there an indication of ongoing benefits attributable to the program and what factors contributed to or prevented the achievement of ongoing benefits?

6 Implementing Partner Inquiry Questions

Implementing partners should take guidance from their *Pacific Women* Country Plan MELF, if one exists. If there is not a Country Plan MELF in place, implementing partners should use the following questions as a guide to support the development of their M&E plans. The Support Unit is available to provide additional support and guidance (refer to Annex 7 for Support Unit contact details).

6.1 Relevance

Implementing partners are asked to answer two relevance inquiry questions. If there are additional relevance questions associated with your program theory, then these can also be included. However, the following two questions are the minimum that we ask partners to consider:

- To what extent did your project meet the needs of its beneficiaries?
- To what extent was your project suitable for the local context?

6.2 Effectiveness

Effectiveness inquiry questions come from the Program Logic and are an assessment of progress from short to intermediate outcomes. The number of effectiveness questions that you nominate will depend on the size of your project and the number of outcomes you are working towards. At a minimum, we ask that all projects track and respond to the following question.

- To what extent and in what ways did your project progress towards its intended outcome(s)?

Guidance: Implementing partners should adapt this question to be specific about the outcome(s) they are working on. For example, your project might have an outcome: 'Women in leadership positions have the skills to fulfil their roles'. In this case, your question would become: 'To what extent and in what ways do women in leadership positions have the skills to fulfil their roles?'. For each of your program outcomes, create a corresponding effectiveness question.

6.3 Outcome specific effectiveness

If possible, we would like you to consider incorporating into your M&E plan some effectiveness inquiry questions that are outcome specific. This will help us to test some of the key assumptions associated with progress to intended outcomes for *Pacific Women*. If you nominate to do this, please refer to the

outcome that applies to your project and select the questions that are most relevant from the following list:

Leadership and decision making

- To what extent did gaining, practicing and applying leadership skills lead to more women and girls influencing decision making?
- To what extent did more women and girls in decision making result in decisions reflecting women and girls' interests?
- To what extent were there improved community, public and private sector attitudes and perceptions in relation to women in leadership and decision making?
- To what extent did men's support for women in leadership roles contribute to change (positive or negative)?
- To what extent was there an increase in women wanting to stand for elected positions?
- To what extent were public and private sector institutions motivated to implement policies, practices and programs that support women's move into leadership and decision making?
- To what extent were women or girls able to influence decision making processes?

Women's economic empowerment

- To what extent were family, community and/or public and private sector attitudes and perceptions changed to support women's economic empowerment? What were the most effective strategies?
- To what extent and in what ways have family and community members started to share the burden of domestic work with women and girls?
- To what extent did training or other opportunities and increased skills result in more jobs and economic opportunities for women?
- To what extent did increased access to resources, markets and jobs lead to increased incomes, assets and life choices for women?
- To what extent did the public and private sector identify and improve safe working conditions for women?
- To what extent did the public and private sector demonstrate development and implementation of policies and practices that support safe working conditions for women?

Ending violence against women

- To what extent did families and communities demonstrate a change in social norms, attitudes and behaviours to violence against women and girls? What were the most effective strategies?
- To what extent did prevention activities lead to a reduction in violence against women? What were the most effective prevention strategies?
- To what extent was legislation effectively implemented in a coordinated way?
- To what extent were duty bearers motivated to uphold their responsibilities and implement legislation that protects women and girls' human rights? What were effective strategies?
- To what extent were contextually relevant support services delivered?
- To what extent do women and girls understand their rights and actively seek out support and justice services?

Enhancing agency

- To what extent was the capacity of public and private sector institutions to develop gender equality policies, practices and programs increased? What were effective strategies?
- To what extent and in what ways were public and private sector institutions enabled to support gender equality?
- To what extent did coalitions or individuals working collectively need support to advance their advocacy efforts? What capacity was needed most?

- To what extent has collective action resulted in more sustainable change to gender equality outcomes?
- To what extent has access to information about rights led to more women and girls gaining skills and confidence?
- To what extent have knowledge, skills and confidence about rights led to more women and girls utilising agency for positive change in gender equality?

6.4 Efficiency

Efficiency inquiry questions focus on the use of resources and the efficient delivery of outputs. It is suggested that implementing partners consider a minimum of two efficiency questions from the following list:

- To what extent and how did the program implement program communication, reporting and accountability mechanisms?
- Were required levels of personnel and skills in place to support program delivery?
- Have activities been implemented on time and on budget?
- Have activities and processes resulted in improved coordination amongst project stakeholders?

6.5 Impact

It may take some time for a project to see evidence of impact, but it is useful to undertake some reflection on a yearly basis to track progress. Answers to the following questions will provide critical information to enable implementing partners to report on their impact. It is suggested that implementing partners include two to four of the following impact inquiry questions in their M&E plans.

- To what extent was your project able to reach and benefit the most vulnerable women?
- To what extent were the planned results produced by the project?
- Were there any unintended results (positive and/or negative) produced by your project?
- To what extent did your project or program contribute to change in gender equality?

6.6 Sustainability

Like impact questions, sustainability questions are best assessed at certain points in time. Sustainability inquiry questions focus on the degree to which benefits produced by the program will be maintained or ongoing. It is suggested that implementing partners include two to three of the following sustainability inquiry questions in their M&E plans:

- To what extent did your project or program build sufficient capacity to sustain gender equality outcomes?
- To what extent is there an indication of ongoing benefits attributable to your project or program?
- What factors contributed to or prevented the achievement of ongoing benefits?

7 Database

The Support Unit maintains a *Pacific Women* database which stores the following program information:

- Project-level information such as the name of the project, outcome focus, funding amount, reporting cycle information and key outputs as per the project implementation plan.
- Activity-level data such as the total number of people reached (disaggregated by sex, age, disability and location), total number of activities delivered, types of activities delivered (i.e. training, mentoring, counselling) and qualitative data including evidence of progress to outcomes, reflections and lessons learned.

The *Pacific Women* database can also run the following reports.

- Program and country-level reports that capture the total number of projects and the total amount of funding in each outcome area for each country, the number of projects that are completed and underway and projects weighted by investment size and by country.
- Activity-level reports that capture the total number of people reached (disaggregated by sex, age, disability and location) per country and data on types and numbers of activities delivered in each country per outcome area.

The Support Unit has developed a template for partners to use to collect and report on standard monitoring data. While this template is not mandatory, it is encouraged, with the aim of trying to improve reliable data collection across the program. The template can be accessed by contacting the Support Unit (refer to Annex 7 for contact details).

8 Indicators

The indicators selected by the *Pacific Women* MELF either highlight processes which facilitate the empowerment of women and girls, such as access to crisis support services, or they point to gaps in equality of outcomes, like levels of political participation. At the population level, these indicators are aligned where possible with regional and international indicators (i.e. Pacific Leaders Gender Equality Declaration (PLGED) indicators, DFAT Aggregate Development Indicators and the Sustainable Development Goals (SDG) indicators).

The indicators included in this MELF have been organised into four categories:

- Implementation indicators that guide data collection for entry into the *Pacific Women* database. Implementing partners are required to report on these indicators but should only collect data on the outcome(s) that are relevant for their project.
- Indicators taken from the DFAT Aggregate Development Results. Where applicable, implementing partners are required to report on these indicators. If your project is not addressing these indicators, collection of this data is not required.
- Headline indicators that *Pacific Women* reports on within its Annual Progress Report. These indicators provide stakeholders with a quick overview of program achievements. These indicators will be tracked by the Support Unit over the life of *Pacific Women.*
- Longer term population-level indicators that are aligned, where possible, with the PLGED and the SDG indicators. These indicators also highlight change and trends over time against *Pacific Women's* objectives and goal. Country-level data against these indicators will also be tracked by the Support Unit and utilised by the program at set periods of time. This may include points of program or country plan evaluation and during country reflection workshops. These indicators will be continuously reviewed as part of the yearly MELF review process. Where applicable, implementing partners are asked to include indicators in their M&E plans and collect and report against them.

Table 1 *Pacific Women* Indicators

Pacific Women Outcome	Implementation Indicators	DFAT Aggregate Development Indicators	Headline Indicators	Population-level Indicators
Leadership and Decision Making	▪ % of intended outputs delivered (target 75%) ▪ Total number of people reached (disaggregated by sex, age, disability and location) ▪ Types and number of activities delivered (i.e. candidate training, mentoring, political party training) ▪ Participant satisfaction with activities ▪ Evidence of attitude or behaviour change	▪ Numbers and percentage of management committees in which women are equally represented	▪ Number of women supported to take on leadership roles at the community, provincial and national level ▪ Number of people who have participated in voter education	▪ Proportion of seats held by women in national and local government (SDG indicator 5.5.1.b and PLGED indicator 1 and 2) ▪ Proportion of women in managerial positions in the public sector (SDG indicator 5.5.2 and PLGED indicator 3)
Ending Violence Against Women	▪ % of intended outputs delivered (target 75%) ▪ Total number of people reached (disaggregated by sex, age, disability) ▪ Types and number of activities delivered (i.e. ending violence against women awareness training, crisis services delivered, male advocacy training) ▪ Participant satisfaction with activities ▪ Evidence of attitude or behaviour change		▪ Number of police and justice officials trained ▪ Number of women and children who have accessed crisis support services (includes counselling, health and justice services) ▪ Number of people participating in community awareness about ending violence against women	▪ Number of incident police reports on domestic violence (PLGED indicator 9) ▪ Percentage of domestic violence cases disposed of by courts
Women's Economic Empowerment	▪ % of intended outputs delivered (target 75%) ▪ Total number of people reached (disaggregated by sex, age, disability) ▪ Types and number of activities delivered (i.e. financial literacy training) ▪ Participant satisfaction with activities ▪ Evidence of attitude or behaviour change	▪ Numbers of poor women who have increased their access to financial services ▪ Numbers of poor women who have increased incomes	▪ Number of women who have accessed financial information and services (includes financial literacy training and financial services) ▪ Number of women who have gained formal qualifications	▪ Number of women trained in small business and financial literacy ▪ Labour force participation rate – ratio women to men (PLGED indicator 5) ▪ Proportion of time spent on unpaid domestic and care work (SDG indicator 5.4.1)
Enhancing Agency	▪ % of intended outputs delivered (target 75%) ▪ Total number of people reached (disaggregated by sex, age, disability) ▪ Types and number of activities delivered (i.e. training, policy reform) ▪ Evidence of attitude or behaviour change		▪ Number of men who have undertaken male advocacy training ▪ Number of women who have had formal opportunities to share ideas and learn from each other	▪ Evidence of gender responsive laws and policies ▪ Contraceptive prevalence rate (SDG indicator 5.6.2 and PLGED indicator 16)

9 Toolkit for Monitoring and Evaluation Data Collection

The Support Unit has produced a toolkit for monitoring and evaluation data collection. This toolkit aims to support implementing partners to identify what data to collect to inform project learning and improvement. The toolkit provides a range of guidance, templates and resources that can be adapted to collect both routine monitoring data and periodic internal evaluation data. The toolkit has been updated based on recommendations provided at the May 2017 M&E system review workshop.

The toolkit is available online at www.pacificwomen.org under 'Key *Pacific Women* Resources'.

10 Project Reporting

The *Pacific Women* Support Unit has the responsibility for compiling the following:

- Annual Activity Reports provide DFAT with an assessment of progress towards *Pacific Women* outcomes and a consolidated activity update on regional and bilateral investments. The report is based on activity reports that have been submitted by partners to DFAT or the Support Unit. The report is submitted by the *Pacific Women* Support Unit to DFAT in March each year.
- *Pacific Women* Annual Progress Reports that feature case studies to highlight the voices of Pacific women and men and the key achievements across the 14 countries supported by the program. The report also reflects on lessons learned, outlines key forums and events from the past year and considers priorities for the upcoming year. The Annual Progress Report is published in May each year.
- Papua New Guinea and Bougainville Performance Reports are also produced annually.

While there are no compulsory reporting templates for *Pacific Women* projects, a template is available for projects if they wish to use it. This template can be obtained from the Support Unit (refer to Annex 7 for contact details). Projects are asked to report on quantitative monitoring data in an accessible way. Refer to Table 1 on Page 14 to confirm quantitative data requirements for *Pacific Women* projects.

11 Country Reflection Workshop Methodology

11.1 Purpose and rationale

Country reflection workshops are an important part of the *Pacific Women* MELF. These workshops provide a critical space to reflect on work, get exposure to new ideas and test out new thinking with others. They are also essential for testing the program's relevance in diverse contexts, tracking and testing innovation and synthesising evidence of contribution to longer term outcomes.

In 2016, a methodology for the country reflection workshop was trialled in Vanuatu. This workshop was facilitated by an external partner and included a review of literature relating to *Pacific Women's* intended outcomes, with the aim of establishing a baseline for Vanuatu prior to program commencement. Three annual country reflection workshops have also been held in PNG. The PNG workshops focussed less on program design and context and more on creating opportunities for partners to network and share programming experiences. Smaller workshops have also been held in Cook Islands and Solomon Islands as part of country plan reviews. Due to the degree of variation amongst *Pacific Women* countries, the MELF suggests a differentiated approach to enable countries to tailor reflection workshops to their specific context.

The rationale for country reflection workshops links to the outcome-focussed nature of the *Pacific Women* program design and its underlying emphasis on testing assumptions, tracking progress along

a causal pathway and enabling evaluative thinking and learning at all implementation levels (program, country and activity).

11.2 Objectives

Country reflection workshops can be designed to suit one or more of the following objectives:

- **'Lifting the Gaze':** Partners and stakeholders are provided with a space to discuss and debate external issues such as country context, gender policy related developments, development aid achievements and gaps. Some amount of 'lifting the gaze' is valuable in all country reflection workshops.
- **Enabling program synthesis:** Program implementers are provided with a forum to share project and activity-level data, validate lessons learned through discussion and use the space as a basis for planning and reporting.
- **Mainstreaming:** Non-program players are strategically included in discussions to inform and validate program reflections and encourage program approaches and learning to be adopted by others. This objective is particularly useful in countries where policy dialogue (e.g. between state and non-state actors or academics and non-government organisations) is improving or there have been recent positive developments in gender policy work and mainstreaming.
- **Capacity building:** Program implementers and stakeholders are given opportunities for training and skills building workshops. This approach is recommended for country programs where partners have not benefitted from M&E capacity building opportunities.
- **Building momentum for change:** This is a useful objective in countries where there is coalition building between women's organisations and within civil society, or where the program is trying to strengthen coalitions. This objective may not be a priority in countries where *Pacific Women* resourcing is relatively small or where there are limited women's organisations.

11.3 Recommended strategies

The following table provides some recommended strategies for the content, design and facilitation of country reflection workshops.

Table 2 Recommended Strategies

Objective	Optional strategies
Lifting the gaze	Keynote paper and presentation on gender equality or a *Pacific Women* outcome (women's economic empowerment, leadership, etc.)
	Presentation by DFAT on country program and/or presentations by other development partners
	Panel discussion on a chosen topic with diverse representation (donor, academic, non-government organisations, government, etc.)
	Regional/country-level research study (existing) utilised as input document with facilitated plenary session on lessons and implications
Enabling program synthesis	Presentation by DFAT on country program or a *Pacific Women* outcome
	Partner presentations on project achievements and challenges (optional focus on one or more *Pacific Women* outcomes)
	Facilitated discussion on major impacts, outcomes and lesson learned
	Small group activities – poster workshop, peer review of project reports or world café style discussions
Mainstreaming	Attendance/presentation by regional organisations
	Attendance/presentation by government agencies

Objective	Optional strategies
	Presentation by program implementing partners on achievements, outcomes and lessons learned
	Policy advocacy skills building session and/or workshop
Capacity building	Presentation by DFAT or Support Unit on *Pacific Women* MELF
	Basic M&E training or M&E skills building workshops – e.g. interview skills, reporting skills, innovative data collection tools
	Partner forum with a technical or outcome focus to exchange practical strategies
Building momentum for change	Presentation by one or several networks or women's organisations
	Attendance/presentation by key stakeholders from government and academia
	Policy forum and panel discussion
	Attendance/presentation by other non-government or civil society organisations

For further guidance, including a sample agenda for a country reflection workshop, please refer to Annex 4 or the *Pacific Women* Toolkit for Monitoring and Evaluation Data Collection.

12 Value for Money Rubric

The purpose of designing a Value for Money (VfM) rubric is not to ensure that we always do the cheapest thing, but to develop a better understanding of costs and results so that *Pacific Women* can make more informed, evidence-based program decisions. The inclusion of a VfM rubric in the *Pacific Women* MELF also increases transparency about what the program considers good VfM and can be used to guide the design of VfM evaluations. VfM evaluations are different to tracking project efficiency. All projects will track efficiency through collection of output indicators and through considering the efficiency inquiry questions. A VfM evaluation is a more rigorous inquiry into costs and results of a project.

VfM evaluations can be undertaken for the program, for country programs and for projects. Before undertaking a VfM assessment, it is important to consider where, when and how they are best carried out. *Pacific Women* suggests the following considerations:

- **Outcomes stage:** Has the program or project been running for long enough? Can an assessment of costs against outcomes be undertaken?
- **Budget size:** Does the investment warrant a VfM assessment?
- **Risk profile:** Has the project been identified as high risk, with an associated high cost?
- **Technical expertise:** Are additional technical skills needed to carry out a VfM assessment? If yes, is the cost of this technical assistance reasonable against the cost of the program or project?

12.1 *Pacific Women* VfM

In 2015, the Support Unit developed a draft VfM rubric for *Pacific Women.* This rubric used the DFAT VfM criteria of economy, efficiency, effectiveness, ethics and equity. The rubric was tested and piloted as part of the *Pacific Women* Year Three Evaluation (carried out at the end of 2016). The *Pacific Women* VfM rubric has been updated based on findings and recommendations from the evaluation and is presented in Annex 5. The primary purpose of this rubric is for use when designing or planning a VfM evaluation at the program or country-level.

12.2 Implementing partners VfM

In addition to program or country VfM assessments, DFAT is interested in identifying projects that would benefit from a VfM assessment. Considerations on outcomes stage, budget size, risk profile and technical expertise will inform project selection. DFAT acknowledges that some implementing partners may have some fears or concerns about a VfM assessment. For this reason, *Pacific Women* prioritises a participatory planning and data collection process, where the implementing partner and DFAT work together to refine the criteria and standards to be used in the assessment. In 2016, a trial of this approach was used for a VFM assessment of a *Pacific Women* partner in PNG. A VfM rubric and rating scale was developed in collaboration with the implementing partner, DFAT and the Support Unit PNG sub-office. It also aligned with DFAT's VfM principles and the *Pacific Women* VfM rubric.

13 Monitoring and Evaluation Plan

The M&E plan presented in Annex 1 provides a template that countries and implementing partners can use to track progress of their program or project. The example provided in Annex 1 demonstrates how an implementing partner could map data sources for both monitoring and evaluation against possible inquiry questions. Two implementing partner inquiry questions for each domain of relevance, effectiveness, efficiency, impact and sustainability have been used as an example. Countries and implementing partners should use this as a guide only and adapt the selected inquiry questions to their program or project. The Support Unit can provide additional advice and guidance on this process upon request.

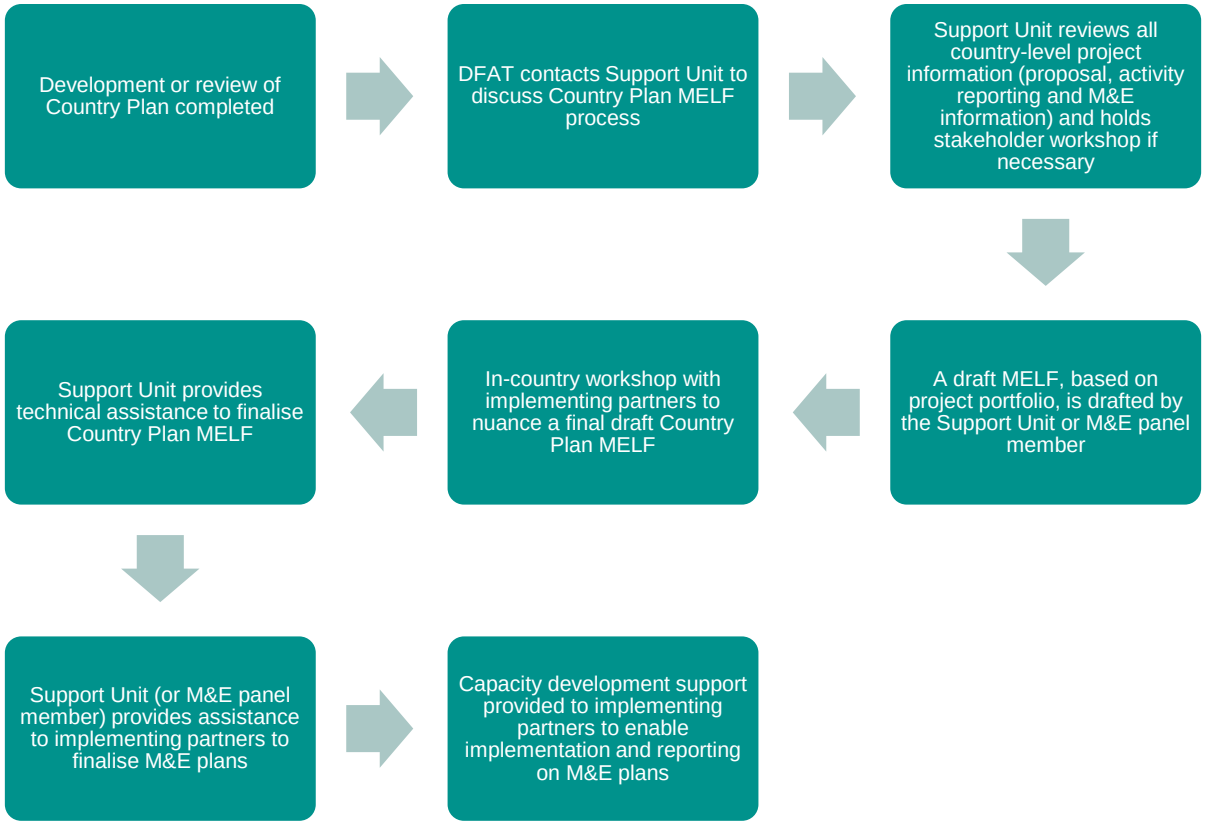
Guidance: The M&E plan in Annex 1 is a suggested format for countries and implementing partners. The table in Annex 1 provides an example of how implementing partners may complete their M&E plan, including two inquiry questions for each domain of relevance, effectiveness, efficiency, impact and sustainability. This is to be used as a guide only, and implementing partners need to revise and populate the M&E plan dependent on their specific inquiry questions, indicators and data sources. The data sources included are only examples and there are many more data collection tools that implementing partners can use to collect both monitoring and evaluation data. Partners are encouraged to use a variety of methods.

Annex 1 Monitoring and Evaluation Plan Template

Inquiry Question	Indicators	Monitoring Data Sources	Focus of Evaluation	Evaluation Data Sources
Relevance Inquiry Questions				
To what extent did your project meet the needs of its beneficiaries?	▪ % of intended outputs delivered (target 75%) ▪ Total number of people reached (disaggregated by sex, age, disability) ▪ Types and number of activities delivered ▪ Participant satisfaction with activities	▪ Project reporting ▪ Project implementation plan ▪ Activity tracking templates (participant registration forms) ▪ Participant satisfaction questionnaires ▪ Pre/post questionnaires	▪ Perspectives from beneficiaries regarding the extent that the project met their needs ▪ Perspectives of project stakeholders regarding the extent that the project met beneficiary needs ▪ Evidence of positive change to target group as a result of project activities	▪ Focus group discussions (with target group and project stakeholders) ▪ Face-to-face interviews ▪ Case studies or stories of change ▪ Project internal reflections (small e-evaluation) ▪ Project reports ▪ Mid-term or end of project evaluation
To what extent was your project suitable for the local context?	▪ Total number of people reached (disaggregated by sex, age, disability) ▪ Types and number of activities delivered ▪ Participant satisfaction with activities	▪ Project implementation plan ▪ Activity tracking templates (participant registration forms) ▪ Participant satisfaction questionnaires ▪ Pre/post questionnaires	▪ Perspectives from project stakeholders on the suitability of project activities ▪ Stakeholders could include: o beneficiaries o government stakeholders o non-government partners o donors o other groups that the project directly works with ▪ Evidence of innovation in relation to project implementation	▪ Project internal reflections (small e-evaluation) ▪ Focus group discussions ▪ Case studies
Effectiveness Inquiry Questions				
To what extent and in what ways did your project progress to its intended outcome(s)?	▪ % of intended outputs delivered (target 75%) ▪ Total number of people reached (disaggregated by sex, age, disability) ▪ Types and number of activities delivered	▪ Project reporting ▪ Activity tracking templates	▪ Evidence of progress to outcomes ▪ Perspectives from project stakeholders on project progress to outcomes	▪ Project internal reflections (small e-evaluation) ▪ Case studies or stories of change from beneficiaries ▪ Interviews with project stakeholders
To what extent have family and community members started to share the burden of domestic work with women and girls? What were effective strategies?	▪ % of intended outputs delivered (target 75%) ▪ Total number of people reached (disaggregated by sex, age, disability) ▪ Types and number of activities delivered ▪ Participant satisfaction with activities	▪ Project implementation plan ▪ Activity tracking templates (participant registration forms) ▪ Participant satisfaction questionnaires ▪ Pre/post questionnaires	▪ Perspectives from women that family and community members support the sharing of domestic work ▪ Perspectives from family members and community leaders about sharing burden of domestic work ▪ Evidence of change in relation to sharing of domestic work	▪ Project internal reflections (small e-evaluation) ▪ Case studies or stories of change from beneficiaries ▪ Focus group discussions with women, family and community members

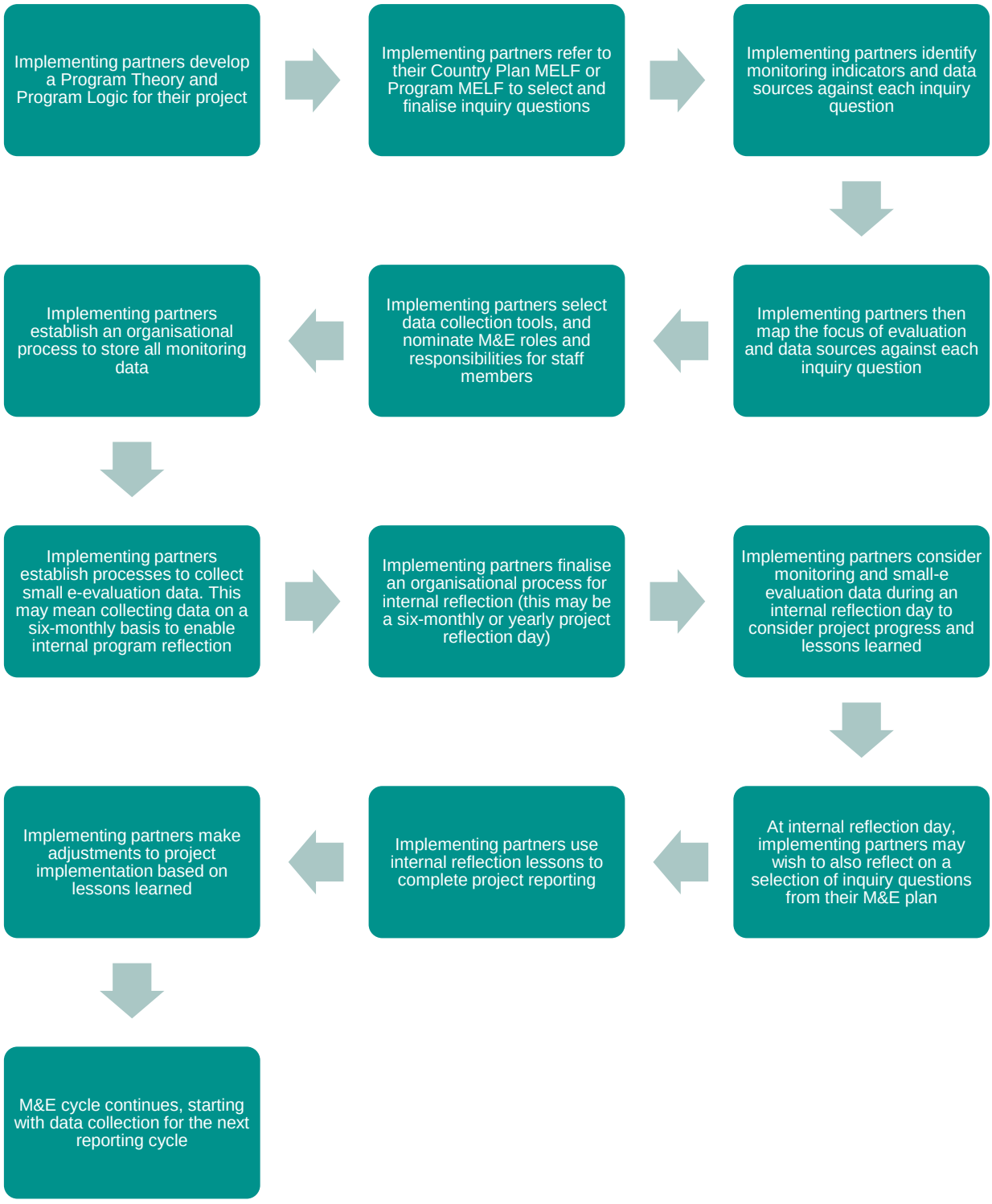
Inquiry Question	Indicators	Monitoring Data Sources	Focus of Evaluation	Evaluation Data Sources
Efficiency Inquiry Questions				
Were required levels of personnel and skills in place to support project delivery?	▪ % of intended outputs delivered (target 75%)	▪ Project reporting ▪ Project management meeting minutes ▪ Project implementation plan ▪ Staff performance appraisals	▪ Perspectives of project management and project staff on level of personnel and skills to support project implementation ▪ Perspectives of stakeholders, such as donors	▪ Interviews with project staff, donors and other stakeholders (as appropriate) ▪ Desk review of monitoring data sources
Have activities been implemented on time and on budget?	▪ % of intended outputs delivered (target 75%) ▪ Budget utilisation rate (%)	▪ Project reporting (narrative and financial)	▪ Perspectives of staff, management, program stakeholders and donors on whether activities were delivered on time and on budget (and reasons why/why not)	▪ Interviews with project management and staff ▪ Interviews with donors and other relevant stakeholders ▪ Project reports
Impact Inquiry Questions				
To what extent was the project able to reach the most vulnerable women?	▪ % of intended outputs delivered (target 75%) ▪ Total number of people reached (disaggregated by sex, age, disability) ▪ Types and number of activities delivered	▪ Project implementation plan ▪ Activity tracking templates (participant registration forms) ▪ Participant satisfaction questionnaires ▪ Pre/post questionnaires	▪ Perspectives from project stakeholders on project reach to the most vulnerable women ▪ Stakeholders could include: o beneficiaries o government stakeholders o non-government partners o donors o other groups that the project directly works with ▪ Evidence of the project reaching vulnerable women	▪ Stakeholder interviews ▪ Project internal reflections (small e-evaluation) ▪ Project reports ▪ Case studies or stories of change ▪ External evaluation
Were there any unintended results (positive and/or negative) produced by the project?			▪ Evidence of any unintended (positive or negative) consequences	▪ Focus group discussions ▪ Stories of change ▪ Project reports ▪ External evaluation
Sustainability Inquiry Questions				
To what extent did the project build sufficient capacity in order to sustain gender equality outcomes?	Evidence of gender responsive laws and policies		▪ Perspectives of project stakeholders on the project's contribution to increased capacity for sustained gender equality outcomes	▪ Stakeholder interviews ▪ Project internal reflections (small e-evaluation) ▪ Project reports ▪ External evaluation
To what extent is there an indication of ongoing benefits attributable to the project and what strategies contributed to or prevented the achievement of ongoing benefits?			▪ Perspectives of stakeholders of ongoing benefits attributable to the program ▪ Perspectives of stakeholders on effective strategies to support sustainability ▪ Evidence of ongoing benefits brought about by the project	▪ Stakeholder interviews or focus group discussions ▪ Project internal reflections (small e-evaluation) ▪ Project reports ▪ Case studies or stories of change ▪ External evaluation

Annex 2 Steps to Develop a Country Plan MELF



Annex 3 Steps for Implementing Partners to Develop an M&E Plan

The following diagram indicates steps that implementing partners can take to produce an M&E plan and commence M&E data collection, analysis and synthesis. The Support Unit and/or M&E panel members are available to provide implementing partners with additional technical assistance if required.



Annex 4 Country Reflection Workshop Guidance

Introduction

This short guide outlines the key considerations and steps to conduct a country reflection workshop.

What is a country reflection workshop?

A country reflection workshop is a collaborative discussion space for program implementers to engage with DFAT, the Support Unit, implementing partners and other important stakeholders to determine the program's contribution to gender equality and women's empowerment at the country-level. This knowledge and information will inform the overall *Pacific Women* Theory of Change, reporting, country and partner learning and program improvement.

Organising principles

The following guiding principles, informed by the *Pacific Women* MELF, underpin the preparation, facilitation and reporting of country reflection workshops.

- **Do no harm:** Put ethical and safety consideration above all else.
- **Acknowledge complexity:** Understand the nature of interactions taking place between contextual variables and different actors.
- **Be flexible:** Consult with partners and adapt reflection and reporting processes to suit local contexts and needs.
- **Encourage multiple voices:** Collect and present both women and men's voices and the voice of local (women's) organisations.
- **Utilise national expertise:** Build the capacity of national practitioners and support for partner-led analysis at the country-level.

Why conduct a country reflection workshop?

The starting point for preparing for a country reflection workshop is to determine how collaboration and discussion will benefit key stakeholders, particularly program implementers and DFAT. To do this, select from the proposed objectives and strategies (section 11) and balance these against the available resources at the country program level.

Most workshops will start with some amount of external reflection (i.e. reflection on the country context). The extent to which this involves independent research and analysis will vary across the *Pacific Women* country programs.

Below are some examples for one, two or three-day workshops.

One-day workshop	Two-day workshop	Three-day workshop
Presentation on *Pacific Women* Country Plan	Keynote paper and presentation on gender equality. This could be country specific or include regional or other donor programs.	Country level research studies utilised as input document
Partner presentations on project achievements and challenges	Presentation by DFAT and other donors on programs (outside of *Pacific Women*) which aim to achieve better outcomes for women	Panel discussion on a chosen topic with diverse representation
Facilitated discussion on major impacts, outcomes and lesson learned, including a reflection on program or country inquiry questions with a focus on relevance, effectiveness, impact and/or sustainability	Attendance by key stakeholders from government and academia and presentations determined in consultation with key stakeholders. Options for presentation topics include a program or piece of research or a session aimed at building knowledge	Group discussion on context and implications for the Country Plan

One-day workshop	Two-day workshop	Three-day workshop
	about gender equality drivers or response strategies.	
Small group activities based on themes emerging from the facilitated discussions or major impacts	Policy forum and panel discussion	Presentation by gender experts on best practice relating to any of *Pacific Women*'s intended outcomes
	Presentation by *Pacific Women* program staff on overall program	Partner presentations on project achievements and challenges
	Partner presentations on achievements and challenges	Partner forum/skills exchange on one or more *Pacific Women* outcomes, including a reflection on program or country inquiry questions, with a focus on relevance, effectiveness, impact and/or sustainability
	Facilitated discussion on major impacts and outcomes, including a reflection on program or country inquiry questions, with a focus on relevance, effectiveness, impact and/or sustainability	M&E workshop and skills building Small group activities
	Basic M&E workshop (training on data collection tools or other implementing partner priorities)	

When to conduct a country reflection workshop?

Country reflection workshops can be held at multiple points throughout the design and implementation of country programs. At least one year of Country Plan program implementation is required before a country workshop is held. In some cases, a reflection workshop may be held as part of a Country Plan review to contribute to analysis of progress. The frequency will depend on a number of factors such as the size of *Pacific Women's* investment and partner availability. *Pacific Women* would like to encourage countries to consider a country reflection workshop once a year or once every two years (for smaller countries with fewer activities). When countries decide to carry out a country reflection workshop may also be influenced by the following considerations.

- Workshops held in advance of a new budget cycle may contribute to refining budget allocations and programming strategies.
- Workshops held midway through a budget and implementation cycle may have a formative evaluation function or be used to strengthen M&E systems, indicators and evaluation questions at the country program level.
- Workshops with an outcome focus might contribute to refining programming strategies and/or an evaluative focus of a *Pacific Women* outcome.

What does organisation of a country reflection workshop involve?

Some considerations for countries when preparing for a country reflection workshop include:

- **Facilitation:** Discussions on program achievements, gaps or contributions to gender equality and women's empowerment are best facilitated by an external facilitator. The *Pacific Women* Support Unit M&E Manager or M&E panel members should be considered as potential facilitators. Depending on the scope and objectives of the workshop, this may mean that the facilitator facilitates the entire workshop, or that the facilitator is part of a team (alongside workshop organisers) for the duration of the workshop. Careful consideration should be given to the selection of the facilitator because a nuanced understanding of the country context is required.
- **Preparatory work and documentation:** Some level of scene setting or 'lifting the gaze' is required for all workshops. DFAT needs to think through the content and format of this

presentation, paying attention to language and other requirements. It is useful to provide information or keynote addresses to participants before the workshop. This session could potentially be facilitated by a national consultant who has experience within the gender equality space, an implementing partner or even a stakeholder from a Pacific university.

- **Hosting:** This involves selecting a date and venue, then inviting participants and giving them sufficient time to respond to the invitation. An explanation of the objectives of the workshop is important to ensure that the right staff members from implementing organisations attend. Skills building sessions can be an incentive for implementing organisations to send staff to country reflection workshops.
- **Feedback:** It is important to provide feedback to participants after the workshop through sharing either a workshop report or a one-page summary of the key lessons. These lessons can be shared beyond the program implementers by making them available publicly through the *Pacific Women* website. Organisers may also consider providing feedback before finalising the report as a means of reflecting on initial findings.
- **Reporting:** A rapporteur may be appointed for the country reflection workshop. The purpose of the country reflection report is to provide information back into *Pacific Women's* M&E system, including on the *Pacific Women* Theory of Change and the specific achievements, gaps and lessons learned at the country program level, as well as country-level impact of *Pacific Women*.

Annex 5 Value for Money Rubric

4 E's	Principles and Standards		High-Level (A) Very strong performance without gaps or weaknesses	Adequate (B) Acceptable performance with no significant gaps or weaknesses	Poor (C) Performance is unacceptably weak with significant gaps
Efficiency and relevance	Appropriate selection of strategies, activities and outputs to be delivered	Evidence-based decision making	The extent to which interventions are based on evidence (i.e. contextual analysis drives/feeds into interventions and strategies)		
			More than 75% of the countries demonstrate that contextual analysis feeds into interventions and strategies	Between 50 –75% of the countries demonstrate that contextual analysis feeds into interventions and strategies	Less than 50% of the countries demonstrate that contextual analysis feeds into interventions and strategies
		Proportionality	The extent of adherence to the Country Plan for delivering interventions		
			More than 75% of the countries adhere to their Country Plan for delivering interventions	Between 50-75% of the countries adhere to their Country Plan	Less than 50% of the countries adhere to their Country Plan
Effectiveness, impact and sustainability	Effectiveness in the conversion of outputs into outcomes and impacts	Results focused	The extent to which there is a result focus and outputs are delivering the intended outcomes		
			More than 75% of the countries are delivering interventions in accordance with their Country Plan and achieving the intended outcomes	More than 75% of the countries are delivering interventions in accordance with their Country Plan but not achieving the intended outcomes	More than 75% of the countries are not delivering interventions in accordance with their Country Plan
		Performance and risk management	The extent to which there are performance and risk management processes in place		
			More than 75% of the Country Plans have comprehensive performance and risk management processes in place, with evidence of their use	Between 50 –75% of the Country Plans have comprehensive performance and risk management processes in places, with evidence of their use	Less than 50% of the Country Plans have comprehensive performance and risk management processes in places, with evidence of their use.
		Experimentation and innovation	The extent to which there is experimentation and innovation. See annex six for definition of experimentation and innovation		
			More than 75% of the countries can demonstrate at least one innovation	Between 50 –75% of the countries can demonstrate at least one innovation	Less than 50% of the countries can demonstrate at least one innovation

4 E's	Principles and Standards		High-Level (A) Very strong performance without gaps or weaknesses	Adequate (B) Acceptable performance with no significant gaps or weaknesses	Poor (C) Performance is unacceptably weak with significant gaps
Economy	Efficiency in managing costs	Cost-consciousness	The extent to which cost-consciousness principles are applied in *Pacific Women* program management. See Annex Six for definition of cost consciousness		
			More than 75% of the countries have cost-consciousness principles embedded in all aspects of program management	Between 50 –75% of the countries have cost-consciousness principles embedded in all aspects of program management	Less than 50% of the countries have cost-consciousness principles embedded in all aspects of program management
		Encouraging competition	The extent to which competition is practiced in procurement		
			More than 75% of the Country Plans show evidence that competition is practiced in procurement	Between 50 –75% of the Country Plans show evidence that competition is practiced in procurement	Less than 50% of the Country Plans show evidence that competition is practiced in procurement
Ethics	Ethical and equitable practices	Transparency and accountability	The extent to which accountability mechanisms (e.g. Country Plan reviews, country reflection workshops, reporting to *Pacific Women*) are in place		
			More than 75% of the countries meet these criteria	Between 50 –75% of the countries meet these criteria	Less than 50% of the countries meet these criteria
		Country ownership	The extent to which there is country ownership and relevance		
			More than 75% of the Country Plans demonstrate cultural and beneficiary relevance	Between 50 –75% of the Country Plans demonstrate cultural and beneficiary relevance	Less than 50% of the Country Plans demonstrate cultural and beneficiary relevance
		Equity	The extent to which marginalised groups (poor, socially excluded, persons with disabilities) are reached by program interventions		
			Majority of the countries (75%) can show evidence that they reach at least two of the groups	Between 50–75% of the countries show evidence that they reach at least one of the groups	Majority of the countries (75%) cannot show evidence that they reach any of the groups

Annex 6 DFAT Value for Money Principles

Principle 1: Cost-consciousness

Cost-consciousness is central to VfM and requires DFAT to seek reasonable opportunities to reduce costs at every level of operations. Decision makers should scrutinise programming costs throughout the investment lifecycle to ensure the most cost-effective options are pursued. However, economy should not be pursued without consideration of the impact on effectiveness or efficiency. Cost is one critical aspect of the VfM equation but VfM does not always mean choosing the lowest cost option. It requires consideration of the priority of the task, alternative ways of achieving it and the costs and benefits of different approaches.

Principle 2: Encouraging competition

Competition is central to VfM and requires DFAT to consider and compare competing methods and partners and to select the option that offers the optimal mix of costs and benefits. This means that decision makers must encourage a culture of contestability and the competition of ideas and alternative solutions when making investment decisions. It also requires decision makers to encourage and use competitive selection processes when selecting partners and contractors.

Principle 3: Evidence-based decision making

Evidence-based decision making at all levels is crucial to ensuring VfM. Informed decisions build on and contribute to organisational learning, continuous improvement and overall effectiveness. Evidence-based decision making requires systematic, structured and rational approaches to decision making, framed around logical arguments informed by accurate analysis. It requires DFAT to focus on learning from past experience to avoid adopting methods and approaches that have not been successful in the past. At a strategic level, it requires that efficient systems are established to gather, collate and succinctly present empirical and qualitative evidence so that it can be utilised to inform contract and program management as well as future management options. Closer relationships with partners and contractors are also crucial to ensure we are able to learn from and leverage their experience to deliver outcomes across the full set of DFAT's strategic objectives.

Principle 4: Proportionality

VfM requires that organisational systems are proportional to the capacity and need to manage results and are calibrated to maximise efficiency. An ongoing commitment to business process reforms to eliminate inefficiencies and duplication will help achieve this. Business processes, policies and systems should be designed with a clear understanding of transaction costs, measured against the potential benefits. The means of assessing VfM also need to be proportional to the scope and complexity of the investment being evaluated.

Principle 5: Performance and risk management

Performance and risk management are integral to VfM and to maximising the effectiveness of investments. Contracts, other investments and programs must be continuously reviewed for quality to ensure that they are meeting their objectives and delivering maximum impact. Robust approaches to risk management are also critical as they maximise the likelihood of achieving objectives and thereby contribute to overall effectiveness. Comprehensive integrity risk systems are particularly important to prevent fraud and corruption and ensure resource allocations reach the intended targets. Consideration of risk must also be coupled with risk appetite, recognising that effective investments require decision makers to engage with risk in order to maximise results.

Principle 6: Results focus

DFAT must focus on results and impact. Effective contract, investment and program design and robust implementation are essential to ensure DFAT's objectives are met in a timely and cost-effective manner. Clearly identified objectives and performance targets are crucial to facilitating a strong results orientation. Innovation and adaptability, based on clear and logical evidence, is also central to achieving results. Decision makers need to balance anticipated outcomes and benefits with the potential for increased risk and manage these accordingly. Flexibility is necessary to ensure approaches can be adapted to achieve results in volatile environments with changing priorities.

Principle 7: Experimentation and innovation

Many of DFAT's investments are delivered in inherently risky environments. To maximise impact, creative and flexible approaches to the design and delivery of contracts, investments and programs are required. This can be fostered through the trialling of experimental and innovative mechanisms where there are reasonable grounds to expect better overall outcomes. This will require an appetite to trial new ways of delivery and a recalibration of risk tolerance.

Principle 8: Accountability and transparency

Accountability and transparency are central to VfM as they strengthen responsibility for results and can contribute to the continuous improvement of organisational processes. Effectiveness requires that DFAT is held accountable both by taxpayers and by intended targets and beneficiaries for delivering results. This helps to create appropriate incentives for optimal performance. DFAT must hold partners accountable and demand transparency at all levels to facilitate honest dialogue about the overall impact of investments.

Annex 7 Roles, Responsibilities and Timelines for Implementing the MELF

Task	Responsible	Time Line
Approval of revised MELF document	M&E Manager	November 2017
Revision of the *Pacific Women* Toolkit for M&E Data Collection	M&E Manager	November 2017
Orientation of Support Unit staff, M&E panel and Gender Focal Points to revised MELF document	M&E Manager	December 2017
Roll out and support the reporting template	Knowledge Management and Research Officer	Ongoing
Support countries and implementing partners to finalise and implement MELFs and M&E plans	M&E Manager and M&E Panel as needed	Ongoing
Implementation and refinement of the *Pacific Women* Database	Knowledge Management and Research Officer	Ongoing
Oversee and/or conduct evaluations and reviews of selected programs	M&E Manager M&E Panel Members	Ongoing
Communication of results and learnings	M&E Manager Team Leader Senior Program Manager Communications Coordinator M&E Panel Members	Ongoing
Review M&E Panel	M&E Manager	June 2018
Review Program MELF	M&E Manager	November 2018

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Annex 8 Guiding Principles and Approach for the MELF

The following guiding principles and approaches underpin the MELF for *Pacific Women.*

Do no harm

An overarching guiding principle for the *Pacific Women* MELF is to do no harm. It is essential to put ethical and safety considerations above all else. The do no harm approach needs to guide all monitoring and evaluation activities and the safety of everyone must be ensured.[7]

Integration and alignment

The *Pacific Women* MELF will assist the program to meet accountability requirements, support learning for program improvement, inform evidence-based planning, policy development and program delivery and support the exchange of knowledge and information amongst all stakeholders.

The *Pacific Women* MELF has been developed to align with two significant documents including:

- DFAT Aid Program Monitoring and Evaluation Standards (June 2014)[8];
- Australian Government's Public Governance, Performance and Accountability Act 2013 especially Resource Management Guide 131 Developing Good Performance Information (April 2015).[9]

Participatory approach

The *Pacific Women* MELF acknowledges the complex nature of the Pacific and the need to understand the interactions taking place between variables and how these relate to the achievement of different outcomes or, conversely, limitations to what can be achieved. Monitoring and evaluation approaches will be designed to be appropriate for the various Pacific country contexts in which data is being collected. Monitoring and evaluation processes will be participatory in both design and implementation and include the collection and presentation of both women's and men's voices and local organisations. Wherever possible, M&E processes will use local expertise, include women with disabilities and aim to build the capacity of local practitioners. Capacity building for M&E at all levels will underpin the development and implementation of country MELFs and implementing partner M&E plans.

Mixed methods data collection

As gender equality is complex, diverse qualitative and quantitative data sources will be used to assess outcomes. The approach to data collection will be systematic, aimed at testing the program theory and program logic and guided by evaluation questions. Data collection for monitoring and evaluation will follow ethical principles that will ensure credible, consistent and reliable data is collected and analysed. Wherever possible, data will be collected in a way that disaggregates sex, age and vulnerable/marginalised groups to enable data analysis relevant to these groups. Data collection will aim to capture both the success stories and the less successful activities that together can generate different kinds of lessons learned. Promising approaches will be encouraged to document their activities through formal evaluation processes as examples of good practice.

[7] DFAT Gender Equality in Monitoring and Evaluation Good Practice Note, Preparing Aid Program Performance Reports and Aid Program Management Reviews

[8] http://betterevaluation.org/sites/default/files/DFAT%20M%26E%20Standards.pdf

[9] http://www.finance.gov.au/sites/default/files/RMG%20131%20Developing%20good%20performance%20information.pdf

The Monitoring, Evaluation and Learning Framework as a living document

The program MELF will remain a living document and thus will need to adapt and adjust its focus and content according to country and activity level experiences. The MELF will be reviewed annually and updated as necessary to ensure its adaptation to the changing needs of *Pacific Women*.

Multiple purposes for monitoring and evaluation

The MELF will be developed and implemented to support a range of complementary purposes including the following.

- Accountability to donors, Pacific governments and program partners (including communities) for funding provided, outputs delivered and progress to intended outcomes.
- Learning through reflection and sharing that identifies what works, what does not, for whom and under what circumstances.
- Program improvement informed through the identification of progress in program implementation, successes achieved and challenges encountered during implementation.
- Evidence-informed planning, policies and programs that use monitoring and evaluation findings and research knowledge to guide decision making and resource allocation processes.

Evaluation-led focus for monitoring and evaluation

The approach used in the *Pacific Women* MELF recognises that evaluation represents a deeper and richer form of inquiry. Monitoring represents a sub-set of evaluation and focuses on the continuous collection of activity data to inform program implementation. Evaluation questions are developed and used to guide both monitoring and evaluation activities and their organisation within evaluation domains provides a focus for areas of investigation.

Annex 9 Glossary

Activity	Actions taken or work performed during a reporting period. Activities define what we do in our everyday work within a project or program. Common activities include things such as delivering training, conducting awareness sessions and providing counselling.
Attribution	Attribution is where a result has occurred wholly due to a particular activity or program. Contribution is where the result has occurred partly due to a particular activity or program
Assumptions	Hypotheses about factors or risks which could affect the progress or success of an intervention.
Data Collection Tools	Methodologies used to collect information during monitoring and evaluation. Examples are informal and formal surveys, key stakeholder and community interviews, focus groups, expert opinion and case studies.
Effectiveness	The extent to which the intervention's objectives and outcomes were achieved or are expected to be achieved.
Efficiency	A measure of how economically resources and inputs (funds, staff, time, etc.) are converted to outputs and outcomes.
Evaluation	The periodic assessment of progress towards a project's outcomes or goal. This includes: 1) big 'E' evaluation, which consists of independent evaluation activities carried out by external evaluators; and 2) small 'e' evaluation, a process that attempts to introduce learning and ongoing analysis and evaluative thinking into an organisation.
Evaluation-led M&E	Evaluation questions are developed and used to guide both monitoring and evaluation activities. 'Big E' evaluation represents the broader, over-arching form of enquiry, usually undertaken externally. 'Small e' evaluation is undertaken internally and aims to build internal reflection and evaluative thinking to increase use of lessons learned.
Formative Evaluation	Evaluation intended to improve performance, most often conducted during the implementation phase of projects or programs (e.g. a mid-term evaluation).
Goal	The higher-order objective to which an intervention is intended to contribute.
Learning	A developmental process that integrates thinking and doing. It provides a link between the past and the future, requiring us to look for meaning in our actions and giving purpose to our future actions.
Impact	Intermediate to longer term changes related to program activities and outputs and in fulfilment of the program purpose. Impact can be positive or negative and intended or unintended.
Indicators	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention or to help assess performance.

Inputs	The financial, human and material resources used for the intervention including money, materials, equipment, staff, technical assistance and other resources that are required for the program to happen.
Monitoring	The continuous and systematic collection and analysis of data in relation to a project. Monitoring usually focuses on activities and outputs and is usually done internally by an organisation.
Monitoring, Evaluation and Learning Framework	An over-arching plan for supporting monitoring, evaluation and learning functions for the life of a program. It includes a step by step guide to its operationalisation and application over time.
Objective	Intended result contributing to physical, financial, institutional, social, environmental or other benefits to a society, community or group of people via one or more interventions.
Outcome	Outcomes are the second level of results that are associated with a project or program. They usually refer to the medium-term results. Outcomes could include things such as: women have the knowledge and skills to start their own business; decreased community tolerance for violence against women; or psychological support to women to address violence. It includes the identification of unintended or unwanted outcomes.
Outputs	The first level of results associated with a project or program. They are the most immediate term results. Common outputs could include things such as: 10 training sessions conducted; five awareness sessions delivered; or 35 counselling sessions provided.
Participatory monitoring and evaluation	Method in which representatives of agencies and stakeholders work together in designing, carrying out and interpreting a monitoring and evaluation system.
Program Logic	Diagrammatic representation of how a program or activity intends to achieve its results over time. In its basic form, it includes mapping inputs, outputs, short-term outcomes, medium-term outcomes and impact over agreed time-frames.
Program Theory	Model of how a program is intended to work and the ‘if-then’ associations inherent in the design including identification of the assumptions which underlie the anticipated changes to be brought about by the program design.
Relevance	A measure of whether an intervention is suitable in terms of achieving its desired effect and working in its given context. Suitability may apply, for example, to whether the intervention is of an appropriate type or style to meet the needs of major stakeholder groups.
Results	Refers to outputs, outcomes and impact together.
Stakeholders	Agencies, organisations, groups or individuals who have a direct or indirect interest in the intervention or its evaluation.

Summative evaluation	An evaluation conducted at the end of an intervention (or a phase of that intervention) to determine the extent to which anticipated outcomes were produced.
Sustainability	The continuation of benefits from an intervention after assistance has been completed. The probability of continued long-term benefits.
Theory-Based Approach	Foundation that establishes the anticipated causal pathways from outputs (what we deliver) to the results (the difference it makes).
Theory of Change	Umbrella term for both Program Theory and Program Logic that together identify the central mechanisms by which change is expected to occur.
Value for Money	The optimum combination of whole-life cost and quality to meet the user's requirement. It can be assessed using the criteria of economy, efficiency, effectiveness and equity.

Notes