

A photograph of two women working in a rice field. The woman in the foreground is wearing a white long-sleeved shirt and a blue cloth around her waist, and is bent over, harvesting rice. The woman in the background is wearing a pink shirt and a green cloth around her waist, and is also harvesting rice. The field is filled with golden rice stalks, and the background shows a line of trees under a clear sky.

BREAKING THROUGH

THE GLOBAL FUND FOR WOMEN
IMPACT REPORT: **GENDER EQUALITY
IN ASIA & THE PACIFIC**

“The Global Fund for Women took on one of the most challenging of all of the Millennium Development Goals—MDG 3—the goal of gender equality. Specifically, the Global Fund Breakthrough Project promoted gender equality and women’s empowerment in areas that require strong women-led activism: to end violence against women, promote women’s participation in politics and public administration, and secure property, inheritance rights and broader employment opportunities for women. These are three distinctly important pillars of gender equality and women’s empowerment.”

Brooke Ackerly, Vanderbilt University
Evaluation of the “Breakthrough Project: Catalyzing
Activism to Achieve MDG3 in Asia

“Change is happening now.”

Tweet from Binalakshmi Nepram (@BinaNepram)
Founder, Manipur Women Gun Survivors, Breakthrough
Project grantee, India

“Goal 3: Promote Gender Equality and Empower Women”

The Millennium Development Goals
The United Nations

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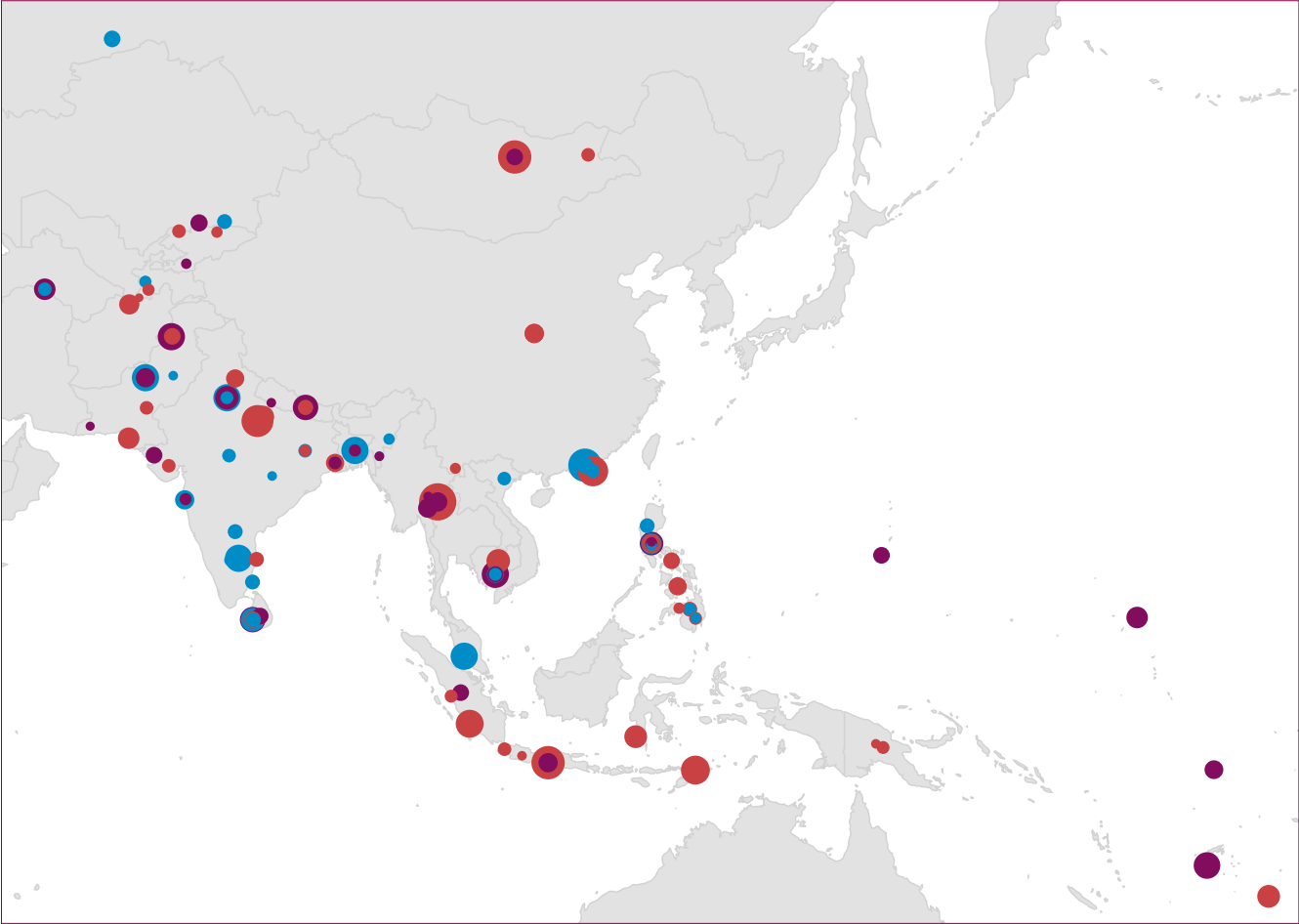




Bangladeshi woman activists shout for their rights during International Women's Day rally in Dhaka, Bangladesh.

(AP Photo/Pavel Rahman)

**BREAKTHROUGH PROJECT GRANTEES WORKED IN 26 COUNTRIES
ACROSS ASIA AND THE PACIFIC**

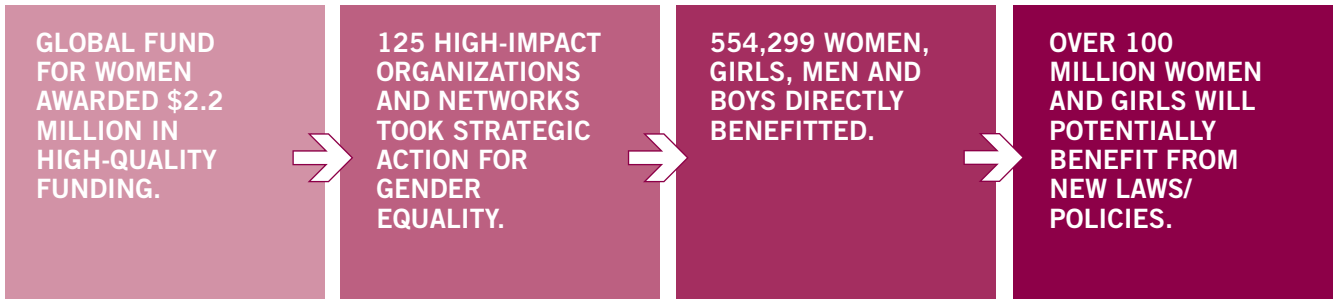


GRANTMAKING THEME

- EXPANDING CIVIC AND POLITICAL PARTICIPATION
- ENSURING ECONOMIC AND ENVIRONMENTAL JUSTICE
- ENDING GENDER-BASED VIOLENCE

TOTAL FUNDING AWARDED TO GRANTEE

- \$20K
- \$40K
- \$60K



EXECUTIVE SUMMARY

Over a decade ago, the 193 member states of the United Nations agreed to work toward gender equality through the creation of the 3rd Millennium Development Goal. In 2008, with worldwide progress on gender equality lagging, Global Fund for Women launched the Breakthrough Project across Asia and the Pacific. With financial support from the Dutch government, the project was a three-year investment to catalyze strategic, “breakthrough,” actions to advance gender equality. In total, over \$2.2 million was awarded to 125 high-impact organizations and networks in 26 countries focused within three critical issues for women and girls: political participation, economic rights and opportunity, and ending violence.

Global Fund for Women partnered with faculty at Vanderbilt University to strengthen the analytical rigor of the grantmaking framework and to conduct an extensive, independent evaluation of its impact.

This report shares findings on the impact of the Breakthrough Project and captures learning and recommendations for grantmaking in support of movements for gender equality.

LAYERS OF IMPACT: THE BREAKTHROUGH PROJECT FOR GENDER EQUALITY IN ASIA

The top findings of the evaluation are:

1. **Global Fund grantmaking contributed to impact at three levels:** on the individual lives of over half a million women and girls, their families and communities, on the sustainability and capacities of the grantee organizations and networks, and through concrete political and economic gains for gender equality.
2. **Global Fund grantmaking strategy is responsible for the results.** Global Fund strategy achieved results by: a) identifying grantee partners that implement a rights-based approach, b) building a portfolio that collectively advances transformative change, and c) by mobilizing high-quality resources for that portfolio.
3. **The networked activism of women’s rights movements secures concrete political and economic gains.** One win over the past twenty years is the emergence of a global agenda for gender equality. However, goals alone do not achieve results. Women’s rights movements work for systemic change in a variety of ways, including advocacy, that create the political will necessary for goals to result in measurable change.

4. **Work for women and girls' rights is an underfunded strategy.** Despite playing a critical role in social, political, and economic development, the work of girls' and women's rights organizations, networks and movements are drastically underfunded, making up less than 10% of philanthropic giving in both Europe and the United States.¹
5. **Rights-based approaches to change yield higher-impact outcomes.** During the independent evaluation, a rubric was developed to measure implementation of a "human rights-based approach" at the organizational level. Grantees that scored higher on this rubric at the outset were more likely to report significant achievements for gender equality by the close of the project.

PART I: A BOLD STRATEGY FOR AN ENTRENCHED PROBLEM

Global Fund implemented the Breakthrough Project across Asia and the Pacific from 2008-2011. The project was designed to catalyze momentum toward achievement of Millennium Development Goal 3: to promote gender equality and empower women. Gender inequality is a pernicious problem because it is woven into the daily rhythms of society and entrenched within humanity's oldest institutions.

As became clear with the Millennium Development Goals, goals alone do not change conditions. **Achieving gender equality requires a strategy to secure real changes in women and girls' lived experiences, not just more goals.** These are changes that must be won from governments, corporations, international agencies, and from our own communities. Global Fund recognized from the outset that a strategy for this kind of transformative change must:

- Select grantee partners that implement a rights-based approach;
- Build a portfolio that collectively addresses multiple areas of change (from individual attitudes and behavior, to formal institutions and laws) in order to support truly transformative change; and
- Fund with the highest-quality philanthropic resources.

WHAT IS "HIGH-QUALITY" FUNDING?

High-quality funding is flexible and predictable. Recent research indicates that funding that is predictable (multi-year) and flexible (general or core support) builds stronger nonprofits while yielding high-impact outcomes. Some of this research is compiled in the Global Fund's 2011 paper *Free Your Gift: Trust Women*. Additional evidence is presented in the 2012 publication *Is Grantmaking Getting Smarter? A National Study of Philanthropic Practice* published by Grantmakers for Effective Organizations.

Three years after the launch of the Breakthrough Project, we have evidence that the Global Fund grantmaking strategy is working. Breakthrough Project grantees led social movements that won political and economic commitments from governments, international organizations and communities. Since 2008, they helped secure passage of new or strengthened laws on domestic violence in Timor Leste, Mongolia and the Philippines and won recognition for domestic worker's rights at the International Labor Organization (ILO). They increased the number of women holding elected office in several countries, pressured factories and employers to improve wages and working conditions, and innovated practices for ending gender-based violence.

Their victories have also been close to home. A Breakthrough Project partner in Tuvalu reported: **"we know change is happening because the husbands have started to help wash the dishes!"**

MORE THAN SHELTER: MIGRANT WORKERS FIND THEIR VOICE

Over 230,000 women live in Hong Kong as foreign domestic workers. They travel from their homes in the Philippines or Indonesia to hold jobs as full-time live-in cooks, maids, and nannies. The threat of deportation often prevents them from reporting abusive or exploitative situations. Bethune House provides shelter and aid to workers fleeing abuse and helps its residents take their cases to court. Its programs develop women's "voice" – a concrete set of self-advocacy skills. Before a resident of the shelter goes to court for her own case, she accompanies another worker to provide moral support and to learn about the legal system before she confronts it herself. Some residents go on to become advocates for other migrant workers.

PART II: LAYERS OF IMPACT: INDIVIDUALS, COMMUNITIES, ORGANIZATIONS, AND MOVEMENTS

"I was very proud to listen to my own voice on the radio in my own native language."

Aamna Baghwan, graduate of the Fatima Foundation's leadership training program, Nepal

- **The Breakthrough Project grantees directly benefitted over half a million individual women and girls.**
- **Among the concrete, positive changes experienced by women and girls was an increase in skills and confidence to advocate on their own behalf.**

For instance, women domestic workers who participated in programs organized by Breakthrough Project grantees began to refuse to accept pay below the minimum wage. **When one migrant worker in Hong Kong reported a case of exploitation by a recruiting company, but was not taken seriously, she posted a video on YouTube.** The Labor Department was pressured to take action and she received the wages she was owed. Women also became advocates for others. For example, at least 17 women migrant domestic workers who once sought shelter and aid at Bethune House (a grantee in Hong Kong) are now leaders themselves in organizations that advocate for migrant workers' rights, both locally and internationally.

- **When women worked together, individual advocacy skills translated into gains for communities.**

In India, Shramajivi Mahlia Samity connected 80 rural women's self-help groups to financial services that enabled women farmers to access credit and savings accounts. The program also trained women farmers to participate in the village governance body, the Gram Sabha. The group reports:

“Where previously women rarely participated in the Gram Sabha meetings and were not included in the decision-making process, now they give their suggestions in the meetings.”

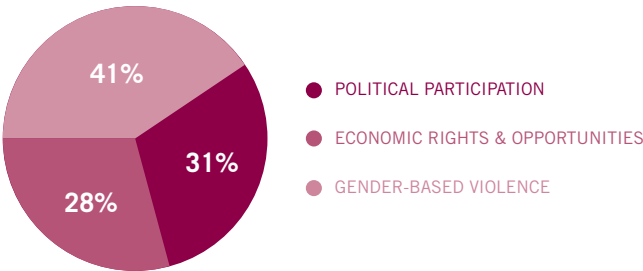
The women farmers organized a rally of more than 1700 people to deliver a memorandum to local government officials demanding resources for the elderly and persons with disabilities, among other issues. In doing so, they became advocates not just for their own concerns, but for others in their community as well.

“With the grant we were able to invest in increasing staff skills and knowledge, specifically around adapting some of our economic rights programs with fisherwomen to better meet the needs of mobile, “boat people” communities within the fishing villages. Due to this, our program design for work with women living on boats in the Lo-Gam River was stronger and more effective.”

Center for Water Resources & Development, Vietnam

→ **Grantee organizations and networks strengthened their work on three critical issues for gender equality.**

Breakthrough Portfolio: Grants by Issue Area



Through this project, Global Fund built a portfolio of women’s organizations and networks that collectively possess the “political commitments and skills necessary to bring about widespread changes in the areas of political participation, economic rights and ending gender-based violence.”²

→ **Grantee organizations and networks increased their strategic acumen and demonstrated strategic action.**

The majority of grants provided were both flexible (97% of grants awarded were given in unrestricted core support) and long-term (nearly 70% of grants were renewal support for long-term partnerships.) Global Fund worked with Hofstra University sociologist Lyndi Hewitt to understand why core support is a valued resource for organizations. Hewitt’s research found that Global Fund’s core support grants enabled the use of strategic acumen by its grantees, the ability to identify new opportunities or respond to unforeseen threats effectively. Organizations with a high degree of strategic acumen are nimble in adapting tactics and strategies to respond to changes and opportunities. Grantees in the Breakthrough Project portfolio also demonstrated strategic action during the grant period.

STRATEGIC ACUMEN: the capacity of an organization to identify windows of opportunity and respond to unforeseen threats.

STRATEGIC ACTION: results when organizations’ possess the necessary resources to act effectively upon strategic acumen.

→ **Grantees increased their organizational capacity and sustainability.**

Global Fund also collected quantitative data on indicators associated with grantee sustainability and capacity. Three capacity indicators measured change during the grant period:

- 71% of grantees reported using the Global Fund grant to increase their organizational capacity or sustainability during their grant period.
- 66% of grantees reported greater public visibility for their work and/or increased media coverage of their efforts following the Global Fund grant.
- 71% of grantees gave evidence that they had expanded their organization's networks during their grant period.

Two capacity indicators measured change over the duration of the organization's relationship with Global Fund:

- 72% of grantees increased their organizational budget size.
- 62% of grantees reported increasing the number of different donors that support their work (not including Global Fund).

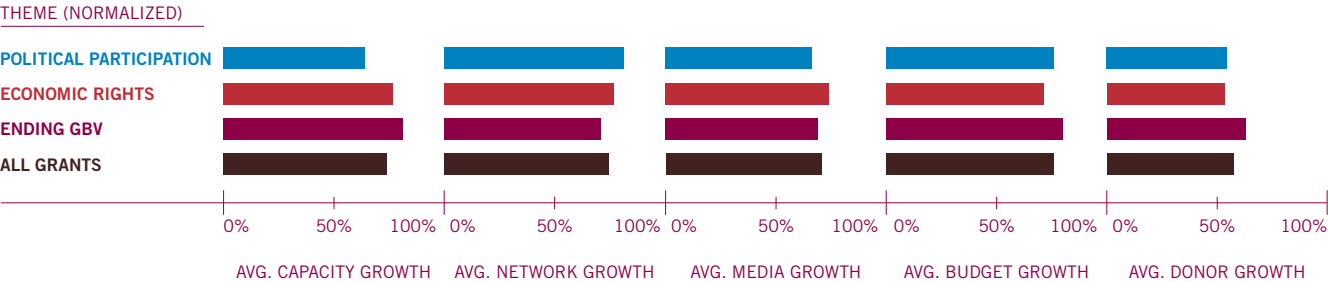
The impact of the Breakthrough Project can be seen in its contribution to furthering and strengthening movements for women's political participation, economic justice, and ending gender based violence such that they can be reliable on-going partners of government, visible and stable agents of social change in their communities, and continuous, and reliable partners in these networks.

External Evaluation of the Breakthrough Project

→ **Grantee organizations amplified their impact through partnerships and networks and because they are part of larger social movements.**

The following section highlights specific gains achieved by the organizations and networks in this portfolio. While some achievements are the result of the individual organizations, many were only possible because of actions taken by numerous individuals and organizations, working together through strong social movements for change.

Growth in Capacity Indicators By Issue Area







Nepalese women raise slogans demanding equal opportunity and equal rights during a rally to mark International Women's Day in Katmandu, Nepal.

(AP Photo/Binod Joshi)

PART III: GAINS IN GENDER EQUALITY: ENDING VIOLENCE, INCREASING POLITICAL PARTICIPATION, AND SECURING ECONOMIC RIGHTS & OPPORTUNITIES

ENDING GENDER-BASED VIOLENCE

Since 1989, Global Fund has awarded more than \$16 million in funding to prevent gender-based violence and was recently ranked by a panel of experts on Philanthropedia as the top nonprofit working on this issue.³ Gender-based violence is a major obstacle to achieving gender equality. Even the risk of violence can constrain women's agency.⁴ Yet increases in women's agency and power can also transform societies and correlate with declines in gender-based violence, specifically with declines in domestic violence against both women and men.⁵

Through the Breakthrough Project, Global Fund awarded 60 grants totaling \$957,600 in 18 countries throughout Asia and the Pacific to 54 organizations that work to end gender-based violence. The average grant size awarded was \$15,960 and the average budget size of the grantee organizations was \$165,889.

Gender-based violence is a problem that every country must address, but in Asia and the Pacific, some countries face higher rates of gender-based violence than global averages.

- Approximately 2.6 million girls and women go “missing” — die or are never born — in Asia each year as a result of prenatal sex determination or premature death due to neglect, abuse, or preventable maternal mortality.⁶
- In South Asia, 1 in every 2 women faces violence in her home. In the Pacific island nations, 2 out of every 3 women report having experienced violence from their intimate partners.⁷
- One study found that 12% of women in China had experienced physical violence causing injury in their current relationship. This percentage is lower than some countries in Asia, but still translates to more than 80

million women — more than twice the entire population of the state of California.⁸

- Violence is pernicious because it is accepted. A study of judicial attitudes in India found that 48% of Judges agreed it was justifiable for a man to beat his wife, despite the existence of laws criminalizing domestic violence in India.⁹
- Surveys in Asia and Pacific countries find that 30 to 40 percent of women workers have been harassed on the job — physically, verbally, or sexually.¹⁰

Through the Breakthrough project, Global Fund supported strategies that saved women's lives, promoted access to legal recourse against violence, and built alliances to challenge social acceptance of domestic violence.

- **Grantees saved women's lives while building innovative alliances to end the cycle of violence.**

Without the medical care, shelters, counseling, legal aid, and rehabilitation services that they provide, women and children who experience domestic or sexual violence might be left with no recourse. Women's organizations, such as those funded through this project, provide the majority of all efforts to respond to or to prevent violence against women and children.¹¹

The rights-based approach used by the Global Fund targets funding to crisis centers that both provide critical services and engage in advocacy or public education on violence against women. Several of these crisis centers also innovated new strategies, particularly by building non-traditional alliances to challenge public acceptance of domestic violence. Having an immediate connection to the realities faced by survivors may improve these organizations' ability to innovate in ways that are also responsive to the lived experiences of women and girls who face violence. Indeed, most grantees in the Global Fund portfolio both provide direct services to women and girls and engage in advocacy for women's rights. Global Fund has found that both tactics are needed simultaneously to create systemic change.

BUILDING ALLIANCES TO STOP VIOLENCE

Each year, over 150 women and children come to the shelter operated by the East Timorese Women's Communication Forum. They are women like M. who was severely beaten by her husband after failing to give birth to a baby boy, or V. a 10 year old girl raped by a neighbor in her own backyard. The shelter provides a home, counseling, medical aid, and operates a unique school for children living at the shelter.

The Forum led efforts to pass East Timor's 2010 law against domestic violence. They were instrumental in building alliances with local church leaders to obtain their support for the law. After the law passed, they partnered with local government officials to educate communities on the new law.

Searching for new ways to challenge social acceptance of domestic violence, the Forum reached out to the head of the East Timorese Armed Forces, asking him to take a public stand against domestic violence on a local radio show. On air, Major General José Maria Vasconcelos spoke out against violence in the home and shared his communication strategies for resolving conflicts without violence.

Increasingly, efforts to address gender-based violence are engaging men and boys. Rifka Annisa, Indonesia's oldest crisis shelter for women and a longtime Global Fund partner, works with men who are at risk of using violence in the home through programs that included counseling to address "root causes" (often these men experienced violence in their own homes as children), training in non-violent communication skills, and education about women's rights. This year, they even launched a Facebook-based support group for men who want to end domestic violence. While Rifka Annisa is the first to say this approach "has not been easy", they also find the results promising and their model has now been replicated by three other crisis centers in the region.

→ **Grantees successfully advocated for laws and policies against gender-based violence and provided legal aid to survivors.**

In the Philippines, women won an historic victory when they successfully used the Optional Protocol of CEDAW (Convention on the Elimination of All Forms of Discrimination Against Women) to appeal a rape case. In the first rape case ever to be decided under CEDAW, a United Nations committee ruled that the Philippines government violated the rights of Karen Vertido, a female rape survivor, when a local court dismissed her rape allegations due to "gender-based myths and stereotypes." The Women's Legal Bureau of the Philippines, a Global Fund grantee, appealed to CEDAW, and in collaboration with several other organizations in the Philippines and across the Asia Pacific region, secured this historic verdict for the survivor.

As a result of advocacy by women's organizations and others, 125 nations now have laws against domestic violence, up from just 45 in 2003.¹² The efforts of Breakthrough Project grantee partners in Asia contributed to three additional countries adopting or strengthening laws against gender-based violence: Mongolia, the Philippines, and Timor Leste. During the same period, Global Fund grantees in Asia (who were not part of the Breakthrough Project) additionally contributed to efforts that successfully passed new legislation on domestic violence in two more countries: Azerbaijan and Pakistan. Two stories of concrete changes in laws (traditional or customary) follow:

ESTABLISHING A NATIONAL AGENDA AGAINST VIOLENCE

The National Center Against Violence (NCAV) received a multi-year, \$60,000 grant through the Breakthrough Project. As one of the only organizations that offers legal and psychological counseling and shelter for violence survivors in Mongolia, Global Fund support helped NCAV provide crucial services, as well as supported its advocacy agenda. The result: the strengthening of Mongolia's federal legislation on domestic violence, including changes to the law that were recommended by NCAV.

In addition, NCAV worked with local government on joint projects, including a new shelter in Uvurkhangai province and developing national standards for shelters. NCAV is also working with the Ministry of Health and Ministry of Justice and Internal Affairs to coordinate legal and medical professionals, social workers, and police officers in a joint effort to provide one-stop services for victims of domestic violence and sexual abuse.

These changes will ultimately benefit many more women and girls than the over 2,000 who directly benefit from NCAV's services each year. NCAV is saving women and girls' lives while transforming the legal environment to benefit survivors of domestic violence.

DECREASING VIOLENCE IN THE MIDST OF VIOLENCE

The challenges facing women in Afghanistan, and the nation as a whole, are dire. Breakthrough Project grantees in Afghanistan overwhelmingly report alarm and grave concern over increasing threats to security. Amidst this intense violence, the Afghan Women Welfare Department (AWWD), a long-time Global Fund grantee, was able to use a Breakthrough Project grant to take a significant step toward ending one type of violence against Shinwari women and girls in Afghanistan. Within these communities, there is a practice of using girls to end feuds between men. If a man has committed a serious crime against another, he can offer his daughter or sister to the victim as "restitution". This is seen as a way to "mix blood to end bloodshed", but in the process it subjects an innocent girl or young woman to a forced, potentially violent, marriage. AWWD worked closely with Shinwari leaders and members of the community, both male and female, launching a dialogue about women's rights within Islam. In 2011, Shinwari elders from multiple communities came together to sign a pledge to outlaw this practice within their districts.

WE VOTE, WE LEAD: INCREASING WOMEN'S POLITICAL PARTICIPATION

Since 1987, GFW has awarded more than \$20 million globally to advance women's participation in decision-making. Through the Breakthrough Project, Global Fund awarded 42 grants totaling \$664,700 to 38 organizations in 17 countries. The average grant size was \$15,826 and the average budget size of the grantee partners was \$205,119.

Throughout Asia and the Pacific, women's participation in governance varies widely and is constrained by socio-economic norms that restrict women's mobility in society. A few snapshots of trends in the region:

- Within individual countries, the percentage of women holding nationally elected seats in government ranges from 33% in Nepal to 4% in Mongolia.
- Countries in the Pacific have some of the lowest rates of women in government in the world. Not a single woman serves in the parliaments of Micronesia, Palau, Nauru, Tonga, or the Solomon Islands. Papua New Guinea, Vanuatu, Tuvalu, and Samoa have just 1 or 2 women in national government.
- In India, the Panchayati Raj Act now reserves 50% of the three-tiered panchayats (village council, council of cluster villages and the district council) for women.
- Since the passage of this act (originally a 33% quota in 1992), millions of women have been elected leaders at the village level.

Quotas like the Panchayati Raj Act are increasing women's participation in local government, and, as a result, communities are changing. Although there are challenges to political quotas as well, studies link women's increased role in local governance in India with an increase in spending on sanitation, health and education, a reduction in corruption and an increase in transparency¹³ as well as a measurable reduction in public bias against women's leadership.¹⁴ Studies also show that this impact lasts even after quotas are removed.¹⁵

Increases in women's participation in national government are slower, though the average percentage of women holding nationally elected seats in governments across Asia has doubled over the past 15 years. On average for the Asia and Pacific regions, women held 9% of seats in 1997, compared with 18% of seats in 2012.¹⁶ The map below shows the range in the percentage of parliamentary level seats currently held by women in Asia.¹⁷

→ **Women's participation in government is changing how public resources are distributed and decreasing corruption.**

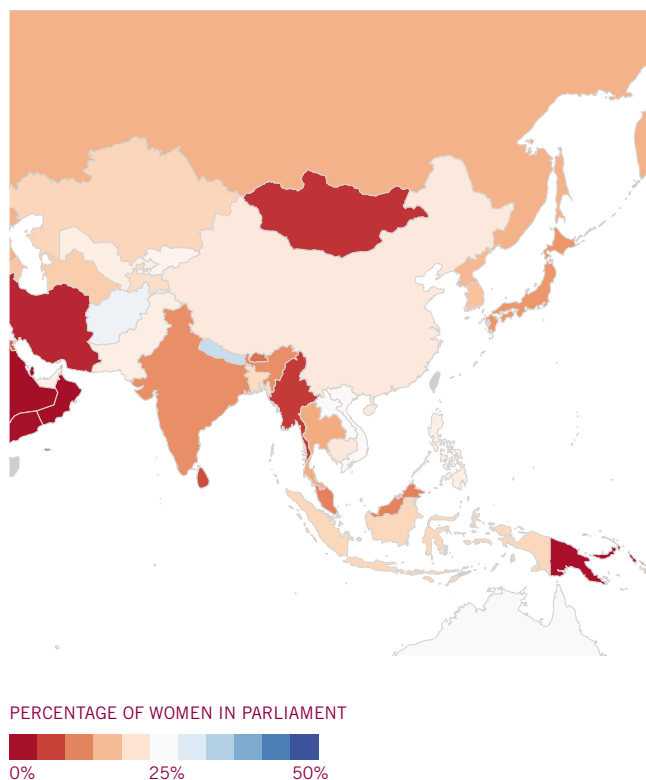
In the United States, the enfranchisement of women resulted in a 35% increase in public health spending and a steep decline in child mortality, with approximately 20,000 fewer child deaths per year attributable to women entering the ranks of voters.¹⁸ In Cambodia, Urban Poor Women Development (UPWD), a Global Fund grantee partner since 2000, has seen women's participation in community budgeting change how resources are distributed, even within the under-resourced slum communities of Phnom Penh.

UPWD received its first Global Fund grant in 2000, reporting that women could not participate in community decision-making without the explicit approval of their husband. Its most recent Global Fund grant, awarded through the Breakthrough Project, was used to train women at very local levels of governance. As a result, more women took leadership roles in the community, 65 percent used the leadership skills gained from the trainings to resolve conflicts in the community, and 45 percent of the women spoke publicly on local issues at community meetings. Today, UPWD reports that women participate in community meetings on their own, without needing to seek approval from their husbands.

What difference does it make when women are more involved in deciding how community funds should be allocated? UPWD reported that women in the Borey Mitapheap community successfully pushed for funding for improved

lighting in the slum's dark roads. Their efforts increased community safety. And in the Chamrean community, it was women members of the local council who got funding allocated to rebuild a washed out foot-bridge. This enabled children, who had been cut off from their school, to return to the classroom and continue their education.

Percentage of Nationally Elected Seats in Government Held by Women



THE WOMAN WHO CHALLENGED CORRUPTION

In the village of Dhauladevi, in the mountainous northern Indian state of Uttarakhand, the panchayat (city council) representatives gathered for their regular meeting at the village headquarters. As everyone was assembling, the Officer-in-Charge passed around a blank piece of paper and asked everyone to sign their names. Not knowing what they were signing, a few representatives had already added their names. Just then, a woman spoke up:

"I refuse to sign this without knowing what it is for and you should refuse too! That is what I learned at the training in Almora. We will not sign this paper without knowing what will be written on it first."

Realizing their mistake, men who had earlier signed the paper also withdrew their names. The woman who spoke up was one of approximately 100 newly elected women representatives in the Almora district of Uttarakhand trained in good governance through an \$8,000 Breakthrough Project grant.

→ Global fund grantees are increasing the role women play in government.

On March 9th 2010, the upper house of the Indian Parliament voted 186 to 1 for passage of a bill that would reserve one-third of seats in Parliament and in India's state legislative assemblies for women. It was a step forward in a decades-long campaign by women's organizations toward gender equality in governance.

To build public support for the bill, Delhi-based **Act Now for Harmony and Diversity (ANHAD)**, mobilized over 300 women's groups in three caravans that traveled 30,000 kilometers through 60 different cities, towns, and villages.

"Each karwan (caravan) had women from diverse backgrounds, they spoke different languages, wore different clothes-- there were women from Kashmir, Hindu and Muslim women, Dalit women, adivasi women, young students from the city, activists... it was like waking up every day in a new culture but each resonating with the same demand: we want 33%!"

While the bill for a national level quota ultimately failed to pass in the lower house of the Indian Parliament, it may be the ripple effects of two decades of advocacy for women's equal representation in government where we see the greatest impact. For instance, with a Global Fund grant, Sakhi Kendra led the successful effort to advocate for a state level quota of 50 percent in Jharkhand State. Nearly 10 states in India have adopted quotas beyond the initial 33 percent, and now reserve 50 percent of elected seats for women.

As a grantee in India recently tweeted, "Change is happening now," and the ripples stretch beyond elected office. A new "Food Security Bill" making its way through the Indian Parliament would, if passed, contain a clause that changes the legal definition of "Head of Household" to prioritize the female adult. Outside of India, women's movements in other South Asian countries are also pushing for greater equality in their own governments. Below are some shining examples.

During Nepal's political transition, Global Fund grantees played crucial roles to ensure that women's voices were heard. One leader in these efforts was Jagaran Nepal, which received two grants through the Breakthrough Project. Since the beginning of Jagaran Nepal's activities, women's participation in politics at the district level grew from 9 to 17 percent. Jagaran Nepal also submitted a petition signed by 50,000 women to ensure proportional representation to the then interim parliament of Nepal. The Nepali Constituent Assembly passed a motion ensuring 33 percent representation of women in every government body. **Women now hold 33.2 percent of seats in the national government, the highest in Nepal's history and the highest percentage in Asia.**

MRS. BHAGWATI GOES TO THE PANCHAYAT

When the final count came in, there were 734 votes cast for Mrs. Bhagwati Kurre, rural farmer/housewife, aged 29. That was 460 more than her opponent. She had won. It was the first time in her village that a housewife had been elected to the Panchayat. Two years ago she would not have believed it herself. But that was before she joined the local women's self-help group, organized by Global Fund grantee Chhattisgarh Mahila Manch (CMM.) They used the grant to train women to run for local office, and to advocate against wage discrimination in a factory. As a result, 2,358 women factory workers are now receiving equal pay for equal work.

EXPANDING WOMEN'S PARTICIPATION IN THE WORKFORCE & THEIR ECONOMIC RIGHTS

"My name is Maya and I am from a dalit family in Nepal. Because my family was poor I stayed home from school to help with the household. I was 14 when my father died and I had to support my three younger siblings. My life changed when I heard about a local program where I could learn to read and write and train for a job. Today I am proud of my work as a driver and to earn an income that supports my family."

Graduate of training programs offered by HIMAWANTI Nepal, a Breakthrough Project grantee

In Sri Lanka, Global Fund grantee Association of War Affected Women used a grant to hold 50 workshops to train women from 25 districts in public speaking skills and political campaigning. **It also advocated for women to hold 50 percent of seats in decision-making bodies at all levels of government.**

Across the region, Asia Pacific Women Law and Development is advancing women's political participation. In Papua New Guinea, they mobilized public support for the landmark "Equality and Participation Bill" which, after two years of advocacy, passed the PNG Parliament on November 23rd, 2011. The Bill reserves 22 out of the Parliament's 109 seats for women in the next election. Currently, of the 109 parliamentary seats, a woman sits in only one. **Within moments of the Bill's passage, women dressed in the national colors of Papua New Guinea were seen dancing and singing in front of the Parliament building.**

Since 1987, the Global Fund has provided more than \$13.5 million globally to advance economic opportunities and justice. Through the Breakthrough Project, Global Fund awarded 45 grants totaling \$593,100 to 39 organizations working on economic rights in 12 countries. The average grant size was \$13,180 and the average budget size of the grantees was \$109,966.

Nowhere in the Asia Pacific region are women's land, property and inheritance rights, or their access to economic opportunities, equal to those of men. Globally, women are more likely than men to work low-wage or unpaid jobs, to have less mobility between the formal and informal sectors, and to transition more between the informal sector and being out of the labor force.¹⁹ Below are some ways that women in Asia and the Pacific are uniquely impacted by economic inequality.

- In South Asia, between 14 and 18 percent of all married women have no say in household finances, even when it comes to their own earnings.²⁰
- In about half of all Asian countries, laws bar or disadvantage women from owning land.²¹
- Owning assets matters. A study in India found that if a woman owned a house or piece of land (in her own name),

her odds of being the victim of domestic violence were 1/20th of what they would be if she owned neither.²²

- Women make up over half of the 200 million migrant workers across the world, and 60-80 percent of these women, particularly in Asia, are employed as domestic workers.
- It is estimated that 25 percent of the 500,000 domestic workers employed in the city of Bangalore, are girls between the ages of 10 and 16.²³
- **Grantees are winning basic rights for women workers and improving their economic opportunities.**

Domestic workers around the world, often employed as nannies, maids, or cooks, have long lacked the basic protections against exploitation that workers in other industries enjoy. This overwhelmingly female workforce is highly vulnerable to exploitation, unfair wages, abuse on the job, and has no access to health care or maternity leave.

2011 was the year when the impact of a decade of organizing for domestic workers' rights became clear. The Asian Migrant Center, Migrant Forum in Asia and Coordination of Action Research on AIDS and Mobility (CARAM) Asia, all grantees funded through the Breakthrough project, each played critical roles to usher in the gains for workers.

In September 2011, the High Court of Hong Kong ruled in favor of an appeal brought by Evangeline Vallejos, a domestic worker who emigrated from the Philippines to Hong Kong in 1986. The court found that a provision of Hong Kong law had denied domestic maids the opportunity to apply for permanent residency, while allowing it for all other expatriate workers, was unconstitutional.

This victory came fast on the heels of a landmark decision at the International Labor Organization in June 2011, when the 183 member states voted to adopt Convention 189 on the labor rights of domestic workers. Convention 189 creates an internationally-recognized platform upon which domestic workers' groups can advocate or take cases to court (as in

Hong Kong) in order to reform national level legislation that denies even the most basic labor rights to domestic workers. Given that upwards of 90% of domestic workers are girls and women, **this change will benefit millions and represents a measurable step forward for gender equality.**

Domestic Workers Convention No. 189 and Recommendation No. 201, adopted in June 2011, are a strong recognition of the economic and social value of domestic work and a call for action to address the existing exclusions of domestic workers from labour and social protection. Given that most domestic workers are women, the new standards are an important step to advance gender equality in the world of work and ensure women's equal rights and protection under the law."

International Labor Organization (ILO)

Among other provisions, the Convention guarantees one day off per week for domestic workers and enables greater regulation of recruitment agencies that may exploit, deceive, or traffic women and girls under the guise of helping them find a job.


2011 also witnessed some of the largest protests for garment workers' rights ever seen in the Katunayake Free Trade Zone (FTZ) in Sri Lanka. Tens of thousands of workers, mostly young women aged 19-25 took to the streets in May 2011 to protest a "Pension Fund" plan proposed by the government as a condition set by the International Monetary Fund for its \$2.6 billion loan to the nation.

Dabindu Collective, a Breakthrough Project grantee, runs programs for young women employed in garment factories in the FTZ. They made protesting the "Pension Bill" a priority since it would require workers to be employed in the FTZ for at least 10 years in order to access their "pension fund." As the pension fund consists in part of mandatory contributions from wages, anyone leaving after less than a decade would forfeit money they had already earned. Since the average garment worker is employed for 5 years in the FTZ, this

means the majority of young women workers would be forced to take cuts from their already low wages. The minimum wage for full-time work in the FTZ is just \$71 month; Dabindu is part of a campaign to raise it to \$180 per month. As a result of the protests, the government of Sri Lanka has temporarily withdrawn the Pension Bill. Because of its role in the protests, Dabindu now faces intensive government scrutiny, including onerous bureaucratic requirements designed to slow down its work.

MITA'S STORY

In order to help sustain her family, Mita left home at 14 to work as a maid in Mumbai. For years, she worked 16 hours a day/ 7 days a week without daring to question her situation. She grew up, fell in love, and gave birth to her first child, working all the way through her pregnancy. The day after she gave birth, her employer demanded she resume work. This was a turning point for her and she began to question why she had no rest or basic rights, like other workers. She joined the National Domestic Workers Movement (NDWM) and participated in their trainings, which strengthened her communication and leadership skills. Not only did Mita become more confident of herself and of her rights, she became determined to work on behalf of other domestic workers. Today, she is a leader in the domestic workers movement in Mumbai. NDWM's programs benefit over 200,000 women and girls across 19 states in India.



NDWM created a parody of a Barbie doll to draw public attention to the plight of girls forced into domestic servitude.

"WE ARE WORKERS. WE ARE NOT SLAVES!"

"My name is D., I'm 22 and I work for an apparel manufacturer in the Katunayake FTZ. I have worked in the FTZ since I was 19. I live in the YWCA Boarding House. One day, Dabindu Collective came to the YWCA and offered trainings and educational programs. I learned how to take legal action when someone is violent toward me. I learned how to write articles to newspapers to publicize abuses and to influence public opinion. This year, I decided to join the protests against the amendments to the Pension scheme. During the protests, I was assaulted by a police officer. Nevertheless, I am proud of what we have achieved together."

"My name is N., I have worked in the FTZ for 6 years. I lost my job after my boyfriend physically assaulted me while I was pregnant. Dabindu helped me get back on my feet. I began to participate in their educational programs for workers. I worked on a campaign to get the Board of Investment (the government agency that runs the FTZs) to fix broken street lights in the FTZ. When the streets are dark there is more violence for women and we need the street lights to be working for our safety. We collected over 2,000 signatures in support of fixing the street lights and delivered them to the BOI. As a result of our petition, the BOI took action and fixed the lights. I have gained knowledge and the courage I need to face life and its challenges."





Indian women hold a candle light vigil as part of a campaign to stop violence against women in Ahmadabad, India.

(AP Photo/Ajit Solanki)

PART IV: EVALUATING GRANTMAKING FOR TRANSFORMATIVE CHANGE: METHODOLOGY

To expand this evaluation beyond a traditional grantee by grantee assessment, Global Fund asked: **Is our grantmaking truly supporting systemic, transformative change?**

Brooke Ackerly and Ying Zhang, both in the Political Science department at Vanderbilt University, worked with Global Fund to design methodologies for the evaluation. Ultimately, the evaluation used two tools to investigate questions about impact toward systemic change.

The first tool measured Global Fund's selection process. Was it effective at selecting grantees that were likely to influence systemic change? Global Fund believes that organizations that use a rights-based approach are more likely to influence systemic change. To test this principle and the Global Fund grantee selection process, the researchers developed a rubric for scoring the degree to which an organization evidences a rights-based approach, regardless of the language they use to describe their values. The rubric captures five core attributes of a rights-based approach, as summarized below.

FIVE ORGANIZATIONAL ATTRIBUTES OF A RIGHTS-BASED APPROACH

Intersectional Analysis

The group has an analysis of power dynamics in women and girls' lives. Understanding the political, economic, cultural, societal, and ideological context enables organizations to identify better strategies for human rights.

Cross-Issue Awareness

While the group may focus on a single issue, its strategies demonstrate an awareness of connections across issues, sectors, and movements. (Having women in government is not only about women not running for office, but also reflects issues of economic opportunity, education, social norms, etc.)

Capacity Building

The group is working to achieve a lived experience of human

rights. It is building the capacities of individuals to advocate on their own behalf (not simply receive services) and to become advocates for their communities.

Situational Analysis

The group pragmatically assesses the threats and opportunities it faces. It identifies and builds networks with partners and works to achieve shared goals. It can map the stakeholders in its work and incorporate this assessment into program design.

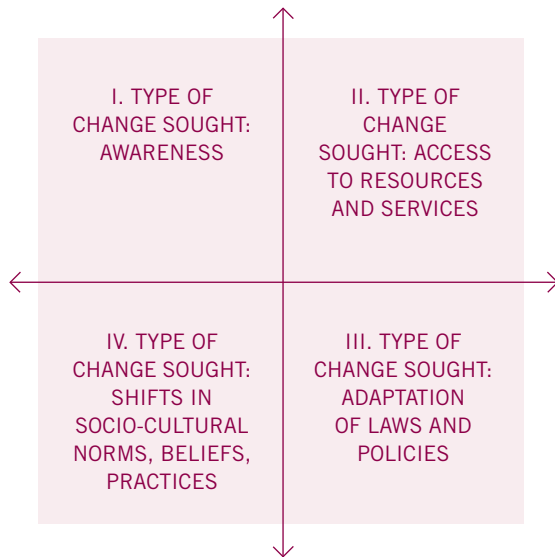
Learning Organization

The group understands its strengths and weaknesses, engaging in organizational development, conducting evaluations of its programs and incorporating learnings into clear plans and strategies.

By using the rubric during the external evaluation, the researchers learned that:

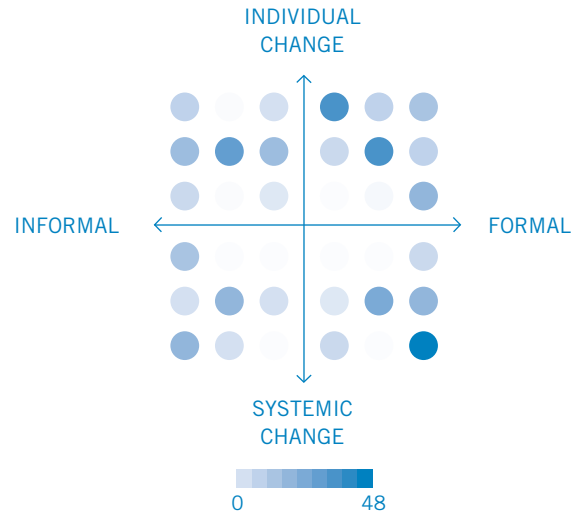
- Global Fund is effective in selecting grantees working with a strong rights-based approach (grantees scored higher on the rubric when compared to similar organizations that were not selected for funding.)
- Global Fund grantees increase their scores on the rubric over time (renewal grantees score higher on average than first-time grantees). This increase in score was attributable in part to being a Global Fund grantee, and was not correlated with organizational maturity.
- Grantees that scored higher on the rights-based approach rubric at the outset were more likely to report achievements for gender equality at the conclusion of the grant period.

Global Fund used a second tool, the Change Matrix, to measure the extent to which the grantee *portfolio as a whole* worked toward transformative change. Global Fund adapted this matrix tool to capture four quadrants of change that must be present for societal transformation to occur: (I) raise individual awareness, (II) increase equitable access to resources and services, (III) transform the legal and policy environment, and (IV) transform social values, practices, and norms.²⁴

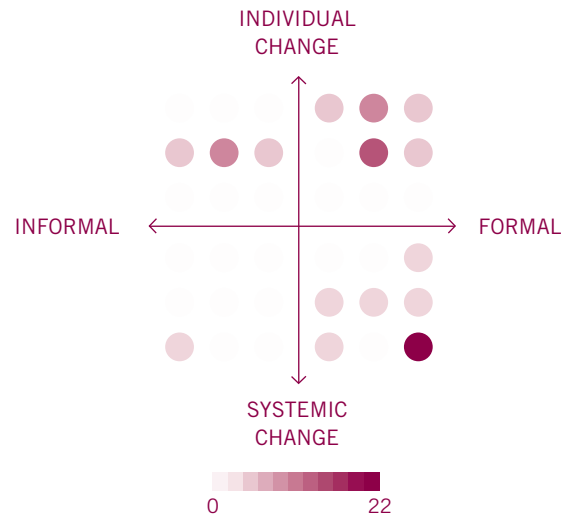


Next, Global Fund plotted the strategies used by Breakthrough Project grantees onto the matrix based on the types of change each strategy sought to bring about.

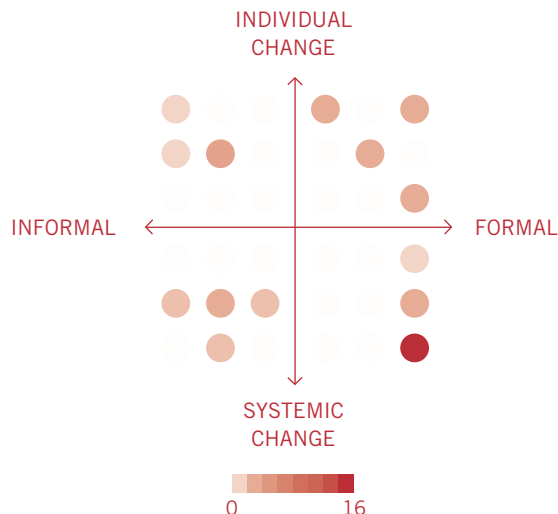
ALL GRANTS



ECONOMIC JUSTICE



POLITICAL PARTICIPATION

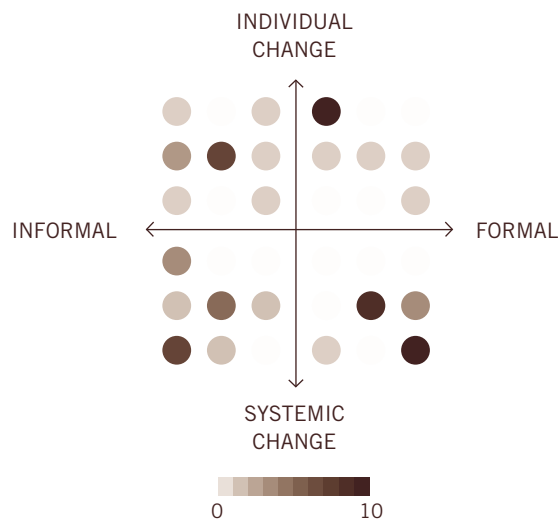


When the strategies of all 125 project grantees were plotted onto the Change Matrix, the results reveal the extent to which the portfolio is collectively working in all four areas needed for systemic change: the darker the coloring of the circle, the more common the use of the strategy by grantees in the portfolio. The key below each matrix shows the range in the number of groups using that strategy.

FROM THE CHANGE MATRIX TOOL, GLOBAL FUND LEARNED:

- That its grantee portfolio is collectively working across all areas of change, creating a greater potential to yield transformative change.
- That strategies to reform legislation and policies (such as passage of the domestic worker's right convention at the ILO or new laws on domestic violence) were the approaches most strongly used across all three issue areas, seen as a concentration in the lower right quadrant.
- Work on the issues of political participation and economic justice was relatively weak on strategies to "change hearts and minds" (raise individual awareness, change social norms and practices). While on the issue of gender-based violence, there is more equal activity across all areas of change. This may reflect the relative longevity of work on this issue in Asia. Over the past three decades, strategies on gender-based violence have evolved from shelters and laws (both of which would be represented on the right hand side of the quadrant) to also include alliance-building and public awareness raising efforts.

GENDER-BASED VIOLENCE



PART V: WHAT WE LEARNED

Through the Breakthrough Project, Global Fund undertook a rigorous evaluation to demonstrate accountability, investigate impact, and to learn as we continually adapt and improve our grantmaking strategies. Some of that learning has already resulted in internal changes to grantmaking processes and evaluation planning. Recommendations based on learnings from the evaluation include:

- 1. Networks and partnerships are powerful amplifiers of impact.** Women's organizations and movements use partnerships and networks to amplify their impact. For many grantees, this includes working partnerships with government, even where the groups are not politically aligned with their governments. Grantees that had the capacity to engage in networking and partner analysis were also likely to have a stronger rights-based approach overall and stronger outcomes. The external evaluation found that "connected activism among grantee partners, allies, and other stakeholders is an important resource for achieving gender equality." **Donors should consider funding networks and social movements as important sites of action for change.**
- 2. Women's organizations and movements could have an even bigger impact.** Many of the groups funded through the Breakthrough Project operate on shoestring budgets. While Global Fund awarded more than \$2 million in grants through this project, the total requested by this cohort of grantees was nearly \$5 million. The external evaluation concluded that: "Women's movements and their donors need to be concerned that the Global Fund for Women strategy for promoting gender equality is an underfunded strategy." This is echoed by research from the Association for Women's Rights in Development as well as a 2011 paper examining European funding²⁵ which similarly find these strategies to be underfunded. In order to truly increase impact however, the quality of those resources may be as important as the quantity. **Flexible, predictable resources are more effective than those rigidly tied to specific programs.**
- 3. Intermediary funders may offer an unexpected value-added.** One unexpected finding from the evaluation was that when grantee partners learned that Global Fund was itself a grantee, the quality of their reporting improved, specifically "grantees are more open to treating learning, monitoring, and evaluation as their own tools when Global Fund emphasizes its own role as a grantee." This may point to a hidden value in grantmaking from intermediary philanthropies (who are both donors and grantees themselves). While it does not erase the donor-grantee power dynamic, having a common experience of being a grantee may create a sense of solidarity that is more conducive to openness and learning. **This points to a potentially valuable role that intermediary funds could play in evaluation and knowledge-sharing, particularly in cross-border contexts.**
- 4. Some emerging strategies are ready to go to scale.** Global Fund often focuses on locally-developed strategies that are appropriate to the contexts in which they are implemented. However, some of these strategies are primed to go to scale and have value beyond their local context. CARAM Asia's "One Day Off" Campaign to ensure domestic workers get a full day off each week is an example of a campaign with potential for global impact. In the Philippines, the Women's Legal Bureau pioneered the use of CEDAW in prosecuting a case of sexual violence, a test case that could serve as a model for other countries. Scaling up these kinds of ideas can take place through networks and knowledge-sharing. Global Fund supported three grantee convenings through this project that each provided opportunities for knowledge-sharing on strategies and evaluation practice. **Donors can prioritize linking and networking opportunities for grantees, as well as using their own access to media or networks to amplify grantees' innovations.**
- 5. Climate change is a threat to progress on gender equality, particularly in Asia and the Pacific.** Of the top ten countries deemed most at risk to threats caused by climate change, six are in Asia. During the Breakthrough Project, grantees in Pakistan, the Philippines, Thailand,

Cambodia and the Pacific Islands all faced emergencies caused by extreme weather. Women are up to 14 times more likely than men to die in environmental disasters.²⁶

Donors should consider increasing funding to women’s organizations, networks and movements that are taking on issues of natural resource management, climate change and environmental justice. Donors supporting organizations in countries that are at high-risk for climate change related disasters should plan ahead for the possibility that grantees will need emergency funding to face crisis situations and that planned costs such as fuel or transportation may fluctuate dramatically for grantees during these times.

“Women are coming together to organize against destructive mining projects in Mindinao (the Xstrata-SMI operation, for instance, threatens to pollute and make unusable 7 billion liters of fresh water that local communities currently rely on). They are saying “We are the women. We take care of the land. What good is a little money now if there will be no resources for our future generations?”

Angela Malcidem, Innabuyog, Breakthrough Project Grantee, The Philippines

About the Breakthrough Project Evaluation:

To advance its accountability and learning goals, Global Fund partnered with external researchers on an independent evaluation of the Breakthrough Project. The evaluation was led by Dr. Brooke Ackerly, Associate Professor of Political Science at Vanderbilt University and a founder of the Global Feminisms Collaborative, with contributions from Ying Zhang, PhD, previously affiliated with the Secretariat of the Association of Southeast Asian Nations (ASEAN) and Lyndi Hewitt, Ph.D. of Hofstra University. The “Change Matrix” was borrowed and adapted by Global Fund from the work of Aruna Rao and David Kelleher²⁷, and Srilatha Batliwala.²⁸

The external Breakthrough project evaluation used multiple, complementary methodologies and drew on a range of data,

both qualitative and quantitative. These included participant observations of Global Fund and interviews with its staff, site visits in Hong Kong and Bangladesh, communications with grantees at a regional convening of project grantees in 2010, assessment of quantitative and qualitative data provided by grantees in their applications and final reports to Global Fund, and review of other planning and reporting materials provided by Global Fund. The analytical frameworks included two new tools developed by Brooke Ackerly (with Ying Zhang and Lyndi Hewitt) that convert qualitative data to quantitative data for statistical analysis. The first, “the Rights Based Approach Evaluation Framework,” evaluates grantee applications on specific elements of rights-based activism. The second, “the Gender Equality Analysis,” evaluates grantee final reports for their demonstration of movement building qualities that are essential to achieving transformative gender equality. These tools, applied for the first time in this evaluation, are transparent and based on accessible underlying metrics that are included in the full evaluation report for the project. This report combines a summary of the findings of the external evaluation with a summary of the analysis and learning done internally by Global Fund during the project.

This report contains personal stories from participants and organizations. In most cases, the names, and in some cases, biographical details, have been changed or omitted to protect the privacy and security of the individual. In some cases, personal testimonies have been edited during translation or for readability.

Major funding for the Breakthrough Project, the external evaluation, and for this report, was provided by the Foreign Ministry of the Dutch Government through its MDG3 Fund.

To read the full evaluation report, please see:

<http://www.globalfundforwomen.org/impact>

For more information about the evaluator and to read her statement of ethics, please see:

<http://brookeackerly.org/evaluation>

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Indian women harvest rice in a field at Raja Panichanda village, on the outskirts of Gauhati, India.

(AP Photo/Anupam Nath)



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