

FINAL REPORT

Leadership Matters: An Evaluation of Six Family Planning and Reproductive Health Leadership Programs

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* These materials are available upon request. Please contact Claire Reinelt at Claire at leadershiplearning.org.

I

Introduction

The David and Lucile Packard and the Bill and Melinda Gates Foundations are investing in six (6) leadership development programs to create a critical mass of leaders to significantly improve access, coverage, and quality of family planning and reproductive health (FP/RH) care services in developing countries. These programs are based on the assumption that individuals are critical catalysts in any change process, and that by working together more effectively, leaders can make a significant difference in the reproductive health of a country, a region, and the world.

This evaluation, jointly funded by both Foundations, assesses the design, implementation, and outcomes of these six leadership programs.

- **The Population Leadership Program (PLP)**, University of Washington, Seattle (jointly funded);
- **The International Family Planning Leadership Program (IFPLP)**, Public Health Institute (jointly funded);
- **Leadership Development Mechanism (LDM)**, Institute of International Education (Packard funded);
- **Visionary Leadership Program (VLP)**, Partners in Population and Development (Partners), International Council on Management of Population Programmes (ICOMP), and Centre For African Family Studies (CAFS) (Packard funded);
- **The Bill and Melinda Gates Institute of Population and Reproductive Health (Gates Institute)**, Johns Hopkins School of Public Health (Gates funded); and
- **Global Leadership Program (GLP)**, Partners in Population and Development (Gates funded).

Both Foundations were primarily interested in understanding:

- What outcomes are occurring as a result of participation in these leadership programs when Fellows return to their organizations and countries;
- What program strategies are best supporting Fellows to leverage their training experience;
- Whether the investments have been worth the cost; and
- What benchmarks best demonstrate systems level changes.

To our knowledge, this is the most in-depth international leadership program evaluation ever conducted, and the first to look at the impact of multiple programs. Foundation and program staff engaged in a highly collaborative planning process in 2003, prior to this evaluation, to develop causal chains for each of their programs and a unified Leadership Development Theory of Change Model (Attachment A) and

define priority outcomes and indicators (Attachment B). The Evaluation Team used this work to guide this evaluation.¹

This is a “formative” evaluation. It is being conducted at an interim point in the cycle of program investment. Thus the Foundations did not, and should not, expect conclusive evidence that these programs have had a sustainable impact. However, there is considerable evidence of positive outcomes. Because the impact of leadership investments is likely to increase, particularly if support to strengthen fellows’ capacities and ability to work collaboratively continues, the Foundations may want to consider conducting a “summative” evaluation in three to five years.

There is no charted path to systems change, only many smaller efforts that may one day add up to larger change. With a commitment to on-going learning and the strategic investment of resources, positive change is likely to continue, perhaps even reaching a tipping point in some places within the next five years.² In the meantime, leaders demonstrate courage and commitment, work collaboratively together, and sustain their efforts by developing the leadership of others. We highlight these successful and encouraging achievements in the following report. We also point out program components that could be improved or re-focused.

Over 450 people (representing 90 countries) from the six leadership programs participated in this evaluation. In the following pages of this evaluation report, we explore how these programs are selecting and supporting FP/RH leaders, how leaders are changing as a result of their participation in these programs, and what promising changes they are helping to catalyze in their countries. These changes are improving lives, leading to innovation, and building a strong foundation for future action. In order to accelerate FP/RH change in developing countries, and to leverage the investments in leadership that have been made thus far, we conclude with a series of recommendations for the next phase of leadership program investment.

¹ A description of this planning process may be found in “A Guide to Evaluating Leadership Development Programs,” prepared by the *Evaluation Forum*.

² For a discussion of systems change and the role of leadership and leadership investments in that process see Attachment C.

II

Investing in FP/RH Leadership Development

During the past forty years, foundation investments in family planning, reproductive health, and population have often been critical for catalyzing and sustaining global progress. This remains true today. In this section, we discuss the program strategies of the Packard and the Gates Foundations, two of the major funders of family planning and reproductive health. We describe their investments in FP/RH leadership development and provide a profile of the six leadership programs that are part of this evaluation.

A Shared Interest in FP/RH Leadership Development

With a mutual interest in family planning and reproductive health, the Packard and the Gates Foundations have taken somewhat different approaches to investing in FP/RH leadership development. This may be attributed in part to philosophical differences about what kind of leadership is most needed and how to develop that leadership, and to the resources that each Foundation has had to invest.

The Packard Foundation has concentrated its resources in selected focus countries where it believes it can develop and support a core of leaders; the Gates Foundation has invested its resources in programs with a more global reach. Both Foundations are interested in identifying and supporting national leaders that can influence policy. The Packard Foundation has an additional interest in reaching and developing leaders at the community level, particularly women, youth, and media representatives; the Gates Foundation has targeted leadership in research, academic institutions, and government. The Packard Foundation has invested in building networks and collaborations to lead change; the Gates Foundation has invested in building institutional capacity for research and training. In many ways, the work of these two Foundations in the field of family planning and reproductive health complements each other well. We believe that the Foundations have continued opportunities, through their leadership investments, to strengthen both collaboration and capacity that will lead to sustainable changes that will reduce global population growth and improve reproductive health.

In what follows we describe the strategic priorities of both Foundations, and the approaches they have implemented to achieve those priorities, including the role of investing in leadership development.

The David and Lucile Packard Foundation

The Population Program

The Packard Foundation's Population Program is a multi-pronged effort "to slow the rate of growth of the world's population and to expand reproductive health options among the world's poor." A core component of the Population Program is the

Future Leaders Strategy “to expand family planning and reproductive health choices and services at the community, regional, and national levels by reaching and creating a *core of leaders* in each focus country. The Future Leaders Program has primarily funded four leadership development efforts: PLP, IFPLP, LDM, and VLP.

Focus countries

The Foundation’s focus countries include Nigeria, Ethiopia, Philippines, Pakistan, and India.³ The focus on selected countries enables the Foundation to develop an integrated strategy for supporting improvements in family planning and reproductive health care access, coverage, and quality. The Packard Foundation engages local experts, called the Technical Support Team (TST) in each focus country. This team provides the Foundation with local knowledge and relationships that are essential to designing and implementing effective strategies that are responsive to particular country contexts.

This country focus has given us an opportunity in this evaluation to examine how context influences leaders and how leaders are contributing to improving family planning and reproductive health outcomes in selected countries. In Attachment F, we provide assessments of the outcomes and impacts of these leadership programs in four of the focus countries: Ethiopia, Nigeria, India, and Mexico.

The Bill and Melinda Gates Foundation

Global Health Program

The Gates Foundation’s Global Health Program has an ambitious goal of reducing global health inequities by accelerating the development, deployment, and sustainability of health interventions that will save lives and dramatically reduce the disease burden in developing countries. Much of the Foundation’s investments have been in creating and supporting effective alliances to reduce the burdens of AIDS, tuberculosis, malaria, polio, river blindness, and other diseases.⁴ One of the goals of the program is to strengthen support for public health leadership in developing countries.

Population and Reproductive Health Leadership

Since 1999 the Foundation has made signature investments in developing leaders in the field of population and reproductive health. Grants have been made to academic institutions based in the United States as well as institutions in developing countries that have regionally focused training programs.

The largest investment has been in the Bill and Melinda Gates Institute for Population and Reproductive Health at Johns Hopkins University School of Public

³ Recently Mexico, Myanmar, and Sudan have been phased out as focus countries due to budgetary constraints.

⁴ *Developing Successful Global Health Alliances.*

<http://www.gatesfoundation.org/nr/downloads/globalhealth/GlobalHealthAlliances.pdf>

Health (Gates Institute). In addition to the Gates Institute, the Gates Foundation has also funded PLP, IFPLP, and GLP.

An Overview of the Six Leadership Programs in this Evaluation

University of Washington - Population Leadership Program

The University of Washington established the Population Leadership Program (PLP) in 1999. This program brings participating leaders to reside at the University for a full academic year. The program targets mid-career family planning and reproductive health leaders and has worked with leaders from 24 developing countries. Activities during the academic year include mentoring of Fellows, participation in seminars on FP/RH and leadership, undertaking professional affiliations with local organizations, community and academic presentations by Fellows, visits to major FP/RH institutions, and attending University courses. Follow up activities include funding of small projects in the Fellows' home countries and larger, multi-Fellow initiatives, ongoing UW-Fellow collaboration, sharing technical expertise with and among Fellows, placing University graduate students in internships with Fellows' organizations, and an annual alumni conference that Fellows are eligible to attend for the two years following their fellowship. The PLP also funds selected Fellows to return to the University and earn a professional master degree. Through Spring 2004, 44 Packard-Gates Fellows have participated in the program. The fifth cohort of 11 Fellows started in Fall 2004.

Public Health Institute - International Family Planning Leadership Program

The International Family Planning Leadership Program (IFPLP) of the Public Health Institute selects, strengthens, and supports cohorts of established and emerging leaders from both Packard's focus countries and other selected countries. Core activities of this program are a three-week leadership development program with one-year follow-up within home countries during which program staff provide technical assistance and monitoring to the country teams in the implementation of a Leadership Action Plan. In addition, IFPLP supports all five annual cohorts through continued technical assistance, co-trainings, annual meetings, interactive website, and monthly IFPLP Updates by listserv and website postings. An English version of the Program attracts Fellows primarily from Packard's focus countries, while the Spanish version of the Program (in the fall) attracts Fellows from Mexico and Central America. Altogether, 197 Packard-Gates Fellows from 12 countries have participated in both programs through October 2003.

Institute of International Education - Leadership Development Mechanism

The Institute of International Education's Leadership Development Mechanism (LDM) Program matches promising FP/RH leaders in Packard's focus countries with training courses in reproductive health and leadership development in 25 developing countries. LDM also has some flexibility to design, for example, custom courses or conduct study tours. Follow-up activities with Fellows include a mini-grant competition, web-based discussion boards, and in-country meetings to convene Fellows. According to the most recent LDM report from the end of 2003,

291 emerging and established leaders have been matched with courses. The majority of these have been matched with regional training courses (70%), or in-country courses (21%). A smaller proportion has been matched with U.S. based short-term courses (7%). Six Fellows have been supported for Masters Degrees (2%).⁵

The Visionary Leadership Program

The Visionary Leadership Program (VLP) is designed to promote South-South development of leaders in four focus countries: Ethiopia, India, Nigeria, and the Sudan. Jointly implemented by three organizations, Partners, ICOMP, and CAFS, the program is coordinated through in-country institutions that oversee training and support to promising FP/RH leaders. The program includes a combination of learning elements: a self-learning package, South-South advanced leadership training, mentoring, networking meetings, and on-the-job projects. The first cohort of 83 Fellows was selected in 2003. VLP intends to develop 200 leaders in the four focus countries before the grant ends in 2005.

Johns Hopkins Bloomberg School of Public Health Gates Institute for Population and Reproductive Health - Gates Institute

The Bill and Melinda Gates Institute for Population and Reproductive Health at the Johns Hopkins School of Public Health pursues multiple strategies to strengthen the capacity of individuals and organizations to lead program and social change that will improve population and reproductive health outcomes in developing countries. Among these strategies are the Gates Scholars Program, the Summer Institute trainings for Gates Fellows, collaborative research projects, institutional partnerships, in-country capacity building, and translation of evidence from multi-country research into action. Since 1998, the Gates Institute has offered the Strategic Leadership and Management in Population and Reproductive Health training (SLM). The Institute has provided more than 500 senior and mid-level health practitioners and scientists from more than 35 developing countries with the SLM training. This training has been offered in multiple venues: for two weeks during the Summer Institute in Baltimore, as part of the masters and doctoral degree training programs, and in selected countries.

Partners in Population and Development - Global Leadership Program

Partners in Population and Development's Global Leadership Program (GLP) offered short-term training courses on family planning and reproductive health for mid-career program managers, planners, service providers, and technical experts at institutes located in 12 of the 19 Partners' member countries. Each course had a core training module and a specialized module (e.g., safe motherhood, adolescent RH) that was developed to meet the needs of a particular region. The GLP has trained 845 people from over 70 developing countries through 2003.

⁵ 2003 Final Report, Leadership Development Mechanism, December 31, 2003.

A Summary of Program Funding

Grantee	Total Funding	Years of Funding
PLP	\$8.67 million <ul style="list-style-type: none"> • 3.85 million (Packard) • 4.82 million (Gates) 	1999-2007
IFPLP	\$13 million <ul style="list-style-type: none"> • 6 million (Packard) • 7 million (Gates) 	1999-2005
LDM	\$7.55 million	2000-2005
VLP	\$3 million	2002-2005
Gates Institute	\$60 million ⁶	1999-2015
GLP	\$3 million	2000-2003

A Summary of Program Activities

Program	Workshops/ Trainings	Self- Learning	Mini-Grants	Formal Mentoring	Reflection/ Journaling	Site Visits⁷	Formal Meetings and Networking	Alumni and
PLP	X		X ⁸	X	X	X	X	
LDM	X		X ⁹				X	
VLP	X	X		X	X		X	
Gates Institute	X							
IFPLP	X		X ¹⁰	X	X	X	X ¹¹	
GLP	X					X		

⁶ The \$60 million for the Gates Institute covers all of their program activities, of which the Strategic Leadership and Management in Population and Reproductive Health is one program.

⁷ Site visits are planned to visit leading FP/RH organizations in the area where Fellows have gathered for trainings or alumni meetings to observe programs, learn about innovations, and ask questions.

⁸ PLP provides funding for implementing home plans.

⁹ Mini-grants are competitively available for two or more fellows who develop a collaborative project.

¹⁰ IFPLP provides funding for implementing collective projects.

¹¹ The Latin America IFPLP program convenes alumni annually.

III Methodology

This evaluation focuses on intermediate level outcomes – those changes that have occurred once Fellows have returned to their workplaces, communities, and countries. Since 63% of all Fellows¹² completed their programs in either 2002 or 2003, it should be noted that the average length of time between completion and participation in this evaluation for most Fellows has been less than two years.

Intermediate outcomes, identified at the outset of this evaluation, have guided our evaluation inquiry (Attachment B). In addition, we also looked for unanticipated intermediate outcomes, and paid close attention to the role of contextual factors (e.g., policy, technological, communication, cultural, etc.) on the opportunities and challenges for individuals, organizations, and collaborative networks to achieve positive family planning and reproductive health outcomes. To develop a summative evaluation plan, we also began to test the system level outcomes of this model with leadership program participants, and with key informants.

Quantitative and Qualitative Data Collection

A combination of quantitative and qualitative data collection methods were utilized including: surveys, interviews, and focus groups with program participants; interviews with peers and/or supervisors who work with program participants; interviews with key informants; and participant observation. We also reviewed relevant program materials such as program proposals, reports to the Foundations, and internal program evaluations. For surveys, we strove to locate and distribute surveys to all program participants who completed their programs by October 31, 2003. This timeline did not allow us to survey any VLP participants since they completed their program after this date. We did, however, hold 5 focus groups with current VLP Fellows during country visits.

For qualitative data collection efforts, we focused primarily on four focus countries: Ethiopia, Nigeria, India, and Mexico.¹³ During the 18-month period of the evaluation, an evaluation team member visited each focus country twice. We also sought, wherever possible, to attend and collect information at other gatherings of program participants, such as the Asian Reproductive Health Conference in Bangkok in October 2003, and the Open Space Collaboration Meeting in Ethiopia in July 2004. A detailed description of our methodology may be found in Attachment D and a complete list of interviews and other data collection activities may be found in Attachment E.

¹² We have included all Fellows who completed their program prior to October 31, 2003.

¹³ These countries were chosen in consultation with the Packard and Gates Foundations. Factors that led to these choices include the large number of fellows located in these countries, representation of the different leadership programs, and geographic diversity.

Limitations and Challenges

Self-reporting

This evaluation relies principally on the Fellows who participated in the programs. They have the most intimate knowledge about what is changing for them personally, in their organizations, and in their collaborations with others. With any self-reporting there is potential response bias. To address this bias, we met with Fellows' colleagues and with key informants to gather additional perspectives about how participants were changing and behaving differently as a result of their program participation.

Generalizability

We received surveys from 44% of locatable Fellows who completed their programs before October 31, 2003. The distribution of surveys varied by program (see below) and by country. A summary of survey response rates for the four focus countries may be found in Attachment D.

Summary of Completed Surveys by Program

Program	Total # of Fellows	Total # of Locatable Fellows	Surveys Completed	% Of Surveys Completed by Locatable Fellows
PLP	33	33	28	86%
IFPLP	197	196	98	50%
LDM	258	250	164	66%
Gates Institute	155	92	41	45%
GLP	791	396	93	23%
TOTAL	1434	967	424	44%

In some cases we reached 60-80% participation by program and country. The variation in survey response rates by program and country means that some programs and countries are weighted more heavily than others when we report overall results. In analyzing responses by program within our focus countries, where we had response rates that were comparable across programs, we did not find significant program differences among respondents. We believe, however, there may be more significant differences across countries that we have not accounted for since we focused our resources on collecting surveys where the largest numbers of Fellows from across the six programs reside. We suspect that the countries with more leadership program participants have had a more significant program impact than countries with fewer Fellows. While there is no way to know for certain whether the people who did not respond are comparable to those who did, we have some indications that respondents do reflect a balanced demographic (e.g., gender and sector) when compared to all Fellows in the database. Given the limitations in the responses rates, it is not possible to make definitive conclusions that apply to all program participants in every country.

Attributable benefit

We asked Fellows to tell us what changes occurred as a result of their participation in the leadership program. Since participants entered their programs with significantly different leadership experiences, the amount of change that occurred as a result of the program varied. Generally, we found that Fellows with 3-15 years of experience in the field reported more change than did Fellows with less than three years or more than 20.

Proximal changes, such as changes in attitudes, as well as certain actions Fellows have taken, are more likely attributable to program participation. Distal changes, such as changes in policy, quality of services, etc., make it more difficult to establish attribution with certainty because there is no way to isolate the impact of the leadership program. Attributing benefits conclusively to the program requires a higher level of evidence such as establishing control groups that do not receive the intervention for comparison with those who do. This evaluation methodology, while common in some fields, is not generally considered a viable methodology for leadership programs since there are too many variables that may affect the observed outcomes. Another approach that is sometimes used is a pre-post survey. In the case of this evaluation there was no pre-survey administered to participants when they entered the program.

The evaluation was not designed to isolate the value of particular program elements in achieving the outcomes that were observed. Instead we looked across the designs and implementations of the six programs in order to identify exemplary program elements based on participant feedback and comparative assessment with best practices in the field of leadership development.

IV

FP/RH Leadership Programs and Their Impact

We identified six questions to frame our inquiry for this evaluation.

1. To what extent are these six leadership programs identifying and supporting a critical mass of leaders who have the capacity to improve access, coverage, and quality of FP/RH services?
2. What leadership development practices and approaches best support leaders to become effective FP/RH change agents?
3. In what ways are leaders demonstrating more effective leadership as a result of their participation in these leadership programs?
4. What improvements in family planning and reproductive health services; population policy, implementation, and allocation of resources; leadership training; research; and public attitudes are occurring within countries? In what ways are these changes linked to participation in these leadership programs?
5. To what extent are leadership programs and Foundations effectively using their resources to deliver desired changes?
6. What systems level benchmarks may reliably indicate long-term impact of these leadership programs?

In what follows, we present our evaluation analyses to answer the first five questions. The sixth question is addressed in Attachment G.

Program Design and Implementation

While the six leadership programs in this evaluation share many of the same desired outcomes, each program has its own design and set of implementation strategies. Our purpose in this evaluation is not to compare programs with each other, rather we are using the opportunity of cross-program analysis to illuminate program activities and strategies that are best supporting Fellows to become effective FP/RH change agents. In discussing program design and implementation, we highlight promising recruitment and selection activities and directions; and illustrate how programs are implementing principles of effective program design both during the fellowship and in post-fellowship activities. We conclude each section with recommendations that may support FP/RH leaders and the organizations they work with to become even more effective change agents.

Recruitment and Selection

Each country or region has unique FP/RH opportunities and challenges that change over time, and influence what leadership is needed. Recruitment and selection of

Fellows is key to creating an effective critical mass of leaders¹⁴ who can lead FP/RH change efforts.

Programs are evolving more strategic approaches to recruitment and selection within each country.

Some programs are developing strategies for recruitment and selection that are enabling a more strategic assessment of who should be recruited.

- The Visionary Leadership Program used “country dialogues” to identify FP/RH leadership needs and key FP/RH organizations that might be a resource for developing leadership in that country. What they learned from these dialogues helped them select partner organizations and influenced the design of the training curriculum.
- LDM created committees of highly respected and diverse FP/RH leaders in each country to help them make decisions about who should be recruited and selected for the program. The composition of these Selection Committees offers a strategic opportunity to ensure that a diversity of constituencies that are important for achieving FP/RH progress is selected.
- PLP and IFPLP use site visits to countries, and consult with leaders in the field, key international and local organizations, and previous program participants about who should be recruited and interviewed. Recently, IFPLP considered how an election in the Philippines might provide an opportunity for FP/RH leaders to mobilize around reproductive health issues and then used that understanding to recruit appropriate leaders.

Another promising forum for developing a more strategic approach to recruitment and selection across programs is the Family Planning Leadership Coalition, an ad-hoc group of all six leadership programs and the Foundations who are investing in FP/RH leadership development. This group has gathered annually, over the past four years, to strengthen cross-program collaboration, and establish shared strategic priorities.

Programs are selecting diverse leaders based on sector, gender, age, leadership experience in the field, professional diversity, and the focal location of work.

All the programs have paid attention to selecting diverse leaders based on selected demographic criteria.

Sector diversity

Programs have been most successful at recruiting and selecting NGO leaders (50%).¹⁵ In addition to NGO leaders, programs have recruited 25% government

¹⁴ A critical mass of leaders is reached when a sufficient number of leaders are working together to achieve desired changes.

leaders; 11% university and other educational leaders; and 3% private sector leaders. Some programs (IFPLP and LDM) have also expanded their focus to recruit religious leaders and media leaders. Few private sector leaders have been recruited to participate in these programs. In countries, like India, where there is emerging corporate philanthropy and an interest by some business leaders, such as those who run Tata Steel, to implement programs that improve the quality of life at the community level, more attention to recruit and/or invite private sector leaders to be part of countrywide FP/RH efforts, may be warranted. In addition, the concentration of government leaders from ministries of health or national population programs may need to be reconsidered since significant financial and political resources are not currently being mobilized to support FP/RH. For instance, government agencies such as agriculture and education have well-developed systems for reaching large numbers of families through extension workers and teachers. Recruiting Fellows from these agencies may enable them to mobilize additional resources to carry messages about family planning and reproductive health to a wider audience. Government finance and planning bureaus are key gatekeepers for how the country's resources are allocated. Mobilizing support within these agencies will increase the potential that government resources will be allocated to FP/RH.

Gender diversity

While programs vary in their efforts to recruit and select women, overall we found that 58% of participants are women; 42% are men.¹⁶ Three programs (PLP, LDM, and IFPLP) have recruited and selected over 60% women. Men and women bring different assets to FP/RH leadership work. The lack of women in leadership roles within many developing countries creates biases in policies and programs that disproportionately benefit men. Without strong female leadership, women's reproductive health issues are not likely to be effectively addressed. While women leaders are critical, supportive male leaders have an important contribution to make, among other things, by encouraging men to take increased responsibility for FP outcomes.

Age diversity

Based on our survey results, over 75% of Fellows are between 30-49 with about an equal number in each decade. Ten percent of participants are between 20-29, while 14% are over 50. The average age of program participants varies by program with LDM having the lowest average age and the Gates Institute having the highest average age.

¹⁵ This percentage is based on a 30% survey response rate across all programs; and therefore, may not accurately reflect all participants.

¹⁶ These figures come from the Access Database that IIE created for all six programs. The database includes contact information, organization and position, sex, age, and training program, courses, location, dates and duration.

Leadership experience in the field

The survey indicates that Fellows exhibit a broad diversity of leadership experience in the field, with over 55% having 3-10 years of experience. Over 30% have more than 11 years of experience, while only 4% have two years or less. Several programs, including LDM, VLP, and IFPLP-Latin America have made a concentrated effort to recruit emerging leaders. Emerging leaders bring new ideas, energy, and access to constituencies that many established leaders may not have. The appropriate balance between emerging and established leaders should be determined through an assessment of strategic priorities and leadership needs within each country or region.

Leaders at different stages in their career path have different assets to bring to the work and different developmental needs.¹⁷ Learning how to recruit and support leaders effectively across levels of experience is important to create and sustain a critical mass of leaders.

Professional diversity

There is a great deal of professional diversity among the Fellows who have been selected to participate in these six leadership programs, including physicians and nurses, attorneys, social workers, health educators, journalists, community activists, anthropologists, and sociologists from both the public and NGO sectors. One group of professionals with limited participation are health economists and finance professionals. These leaders are critical in shaping how resources are measured and allocated. Another group that has not been sufficiently represented is religious leaders, though some programs (e.g., IFPLP and LDM) have begun to recruit from this group. We also assessed professional diversity by asking Fellows to identify their work responsibilities. For each category, we indicate the percent of Fellows who said they had this responsibility.

Work Responsibilities of Fellows

Work responsibilities	% of Fellows who had this responsibility
Leader of the organization	23%
Program management	54%
Training and teaching	40%
Policy and advocacy	33%
Research and evaluation	32%
Service provision	20%
Media, public opinion, and communication	17%

¹⁷ For further information on this idea see the National College of School Leadership in the UK website where they lay out a Leadership Development Framework <http://www.ncsl.org.uk/index.cfm?pageid=ldf>.

Focal location of work

We asked Fellows to indicate the location that best describes the focus of their work. We found that 24% of Fellows focused locally, 23% regionally, 45% nationally, and 8% internationally. While the focal location of Fellows' work appears quite diverse, we found in some places that few leaders were being recruited from the rural or semi-rural areas. While the location of the Fellow may not be the most important selection criteria, we do think that leaders who can speak to local and rural constituencies are vitally important since most people are influenced by those with whom they live and work.

Ethnic and cultural diversity

Ethnic and cultural diversity is a particularly important consideration in Latin American countries where the less represented ethnic and cultural groups have significantly poorer FP/RH outcomes. IFPLP – Latin America strives to select a diverse group of Fellows that include those from underrepresented groups.

Some programs are recruiting champions and opinion leaders.

There is discussion in the literature on leadership and systems change about types of leaders who accelerate change (see Attachment C). Two types of leaders that are intentionally being recruited by several programs are champions and opinion leaders.

Champions

Henry Mosley, one of the originators of the Strategic Leadership and Management in Population and Reproductive Health (SLM) training program at Johns Hopkins University, actively tries to recruit potential "champions" to come to the Summer Institute in Baltimore. While the Gates Institute has not explicitly defined criteria for identifying potential champions, Henry Mosley describes the following characteristics:

- They initiate and lead change.
- They are individuals with a deep awareness and motivation to improve systems.
- They are people in institutional positions, with connections to important strategic allies, who can make change happen.
- They are committed to change regardless of whether they have the money to implement it.

The Gates Institute's hope is that by finding champions, inspiring them, and giving them the tools they need to lead change, they will be able to radically expand the leadership capacity of health systems to address FP/RH issues.

In the year 2000, Triono Soendoro was head of the Decentralization Unit for the Ministry of Health in Indonesia. Triono knew that the Indonesian Ministry of Health's plans to decentralize would only be successful if "we could change how bureaucracy works" and develop leadership at all levels of the system. Triono had attended many leadership trainings, but none gave him the tools he needed to lead this level

of change. After an Internet search, he contacted Henry Mosley at Johns Hopkins, and subsequently became a Gates Fellow. Thus began a personal and professional relationship that has continued to this day. With exposure to the SLM training approach, Triono became a "champion." Since 2000, Triono has catalyzed a national effort to train leaders at the district and regional levels. Over 5,000 leaders have been trained. While it is still early to document changes in reproductive health outcomes, there are significantly more leaders with the commitment, training, networks, and mentors to engage in leading change that may contribute to improving long-term health outcomes, including reproductive health.

Opinion leaders

Around issues of family planning and sexuality, there are often cultural and religious taboos that interfere with people's awareness, knowledge, and choices regarding their reproductive health. Recruiting and selecting opinion leaders, in particular religious leaders, is one strategy that IFPLP and LDM have used to try to open up a dialogue with religious leaders. Some breakthroughs are occurring in Nigeria, where efforts have been made to recruit Islamic leaders and to develop and disseminate trainings on Islam and reproductive health for in-country training with religious leaders.

In addition to champions and opinion leaders, there are other types of leaders that programs may want to consider recruiting such as "social entrepreneurs."¹⁸

Multiple leaders are being selected from some organizations.

In several countries, all six of the leadership programs are recruiting and selecting leaders, some times from the same organizations. Selecting multiple leaders from an organization may or may not be beneficial to the organization and to FP/RH change efforts within the country. In some cases, where there have been significant investments made in the leaders of an organization, we are seeing promising changes in how they involve others in making decisions; the priority they place on developing leadership within their organizations and among those they work with; and their capacity to collaborate across sectors. For instance, the Country Director for the German Foundation for World Population in Ethiopia, who participated in IFPLP, spoke about how differently she and her colleagues work together since three of them received leadership training. She said that she was more open to their input, and they were more willing to share their ideas with her. "We are working together much more collaboratively in setting priorities and making decisions," she says. Fellows from the Ministry of Health in Nigeria also spoke about the benefits of having others with leadership training to work together on planning and provide moral support to one another.

¹⁸ For a fuller description of how to recruit and select "social entrepreneurs," programs may want to look at the process that Ashoka: Public Innovators for Change has developed.

In some instances, the synergy among Fellows within an organization is not as evident. This, in part, may be due to the fact that some organizations have Fellows who are widely dispersed throughout the country and have little contact with one another. We also found less impact when the Director of the organization did not have a strategic vision for leadership development.

In the four focus countries for this evaluation, we identified those organizations that have had three or more Fellows participate in one of the leadership programs (see Attachment H). Both the Foundations and the programs may want to consider the extent to which these organizations are critical to achieving FP/RH progress. Is the level of investment being made in these organizations appropriate? Is there evidence that the organization is more capable of leading FP/RH change as a result of having multiple leaders participate in leadership programs, or could more be done to leverage this investment?

While some organizations are more critical to leading FP/RH change than others, it is important not to over-rely on selecting leaders from these organizations because they are easy to find, and already connected to the leadership programs. Thinking strategically about how each person from an organization will benefit from participation and how the synergy among these leaders might contribute to the organization's overall capacity for leading change, will be important in order to make the most strategic use of the resources that are being invested.

Conclusion

The programs are doing a very good job in selecting demographically diverse leaders to participate in these leadership programs, even very hard to reach populations such as indigenous leaders, women, and young people. Each of the programs has developed particular recruitment strengths.

- LDM has focused attention on recruiting emerging leaders, women, youth, and people from the media;
- The Gates Institute has focused on established leaders in academia and government;
- PLP and IFPLP have focused primarily on established national and regional leaders;
- GLP has focused on government leaders; and
- VLP has focused on recruiting cohorts of leaders from a community or region thus creating more synergies among leaders within the program.

Maximizing the recruitment strengths of each program in a particular country and region, as well as ensuring that programs work together to recruit a diverse range of participants, will result in a more strategic approach to build a critical mass of leaders. One way to achieve this outcome is for programs to work together to map the sectors, regions, and institutions where they have particular strengths within countries and regions. Programs may also want to explicitly evaluate and test their own assumptions about recruitment and selection to learn whether their strategies are yielding desired outcomes.

Building an effective critical mass of leaders can be further strengthened by linking recruitment and selection to advancing a strategic agenda within a country, region, or globally. IFPLP, for instance, has taken some steps towards linking recruitment and selection to a strategic agenda. We encourage and support this direction. The increases in leadership resources that exist in many countries as a result of these leadership programs create opportunities for being more strategic. Articulating these opportunities, and mobilizing additional leadership resources through targeted recruitment and selection to address them, is likely to accelerate change.

In addition, programs may want to give some more thought to identifying leaders who are well-positioned to influence change. We interpret position not just as a location within an organization or institution, but also as a set of relationships, knowledge and capacities that are highly likely to influence potential outcomes. Effectively advancing a strategic change agenda within a country or region may require recruiting champions, opinion leaders, and other types of leaders, such as social entrepreneurs. Programs may need to be more explicit and intentional about developing criteria and processes for finding them.

Certain organizations may be critical to achieving significant change. Identifying and supporting them through leadership investments and programmatic grantmaking will improve their capacity to lead change. One promising example is the Gates Institute's investment in building institutional capacity through partnership grants; and supporting key individuals from the institution to participate in the leadership training.

Recruitment and Selection Recommendations

- **Identify strategic opportunities for advancing an FP/RH agenda within countries, regions, and globally**
- **Map recruitment strengths of each program in countries and regions**
- **Evaluate assumptions about recruitment and selection to learn whether they are yielding desired outcomes**
- **Expand recruitment of leaders from underrepresented sectors and communities (including indigenous leaders, religious leaders, selected government leaders, business leaders, rural leaders, women, and youth)**
- **Develop explicit criteria to identify the types of leaders who can accelerate FP/RH change (e.g., champions, opinion leaders, social entrepreneurs), and a process to recruit them**
- **Invest in developing multiple leaders from FP/RH organizations that are critical to making significant progress at the country or regional level, and assist these organizations to best leverage these investments**

Implementing these recommendations requires programs to analyze their own recruitment and selection strengths and weaknesses, and work together with each other to develop a more comprehensive recruitment and selection strategy particularly in countries where multiple leadership programs are active. Both Foundations should be active participants in these discussions, especially around the identification of strategic opportunities and holding programs accountable for evaluating whether their recruitment and selection strategies are supporting the desired outcomes.

Program Design and Follow-Up Activities

The programs in this evaluation have developed, and are continuing to evolve, leadership development program activities to support leaders as “change agents.” Our conclusions are based on what Fellows have described as those practices and approaches that have best supported their leadership development, and on knowledge about “best” or “promising” practices from the field of leadership development.

Being explicit about what change is needed and what helps leaders focus their own change efforts

There are two different approaches to supporting leaders to be more explicit about what needs to change and why. One approach engages Fellows in learning techniques and tools that can be used to lead a change process, e.g., mapping the political environment, strategic planning, developing participatory approaches, etc. without being explicit about what needs to change. Both IFPLP and PLP are using this approach. Another approach begins with an explicit analysis of what needs to change and why and then gives leaders the tools to lead a change effort based on this analysis. An example of this approach is the SLM training offered by the Gates Institute which assists leaders to shift their “mental model” about how health is produced. We cannot say at this point which of these approaches is more effective. We have noted that Gates Fellows are much more likely to articulate the key themes they learned during the program than other Fellows; however, we do not have any conclusive evidence that this better enables them to lead change. Regardless of whether the training faculty has a vision for change, we do think it is important to support Fellows to learn how to analyze the root causes of problems and to develop approaches for addressing these root causes. Learning these skills will better position Fellows to work at the country or regional level to engage in a similar kind of analysis with other leaders to collectively shape a strategic agenda that may accelerate long-term change.

Paying attention to regional, country, and cultural contexts when designing programs supports leaders to work more effectively in those contexts

Five programs have designed and/or evolved their programs to be more responsive to regional, country, and/or cultural contexts. The more aligned the program content is with the leadership needs, the more prepared Fellows will be to lead change in areas that are of critical importance within their context.

GLP developed specialized modules that were relevant to the regional contexts where the trainings were being offered, e.g., adolescent health in Mexico and safe motherhood in Bangladesh.

VLP added specialized modules on Islam and RH and program management during their Advanced Training Program.

LDM formed in-country selection committees to identify and recruit leaders with particular constituencies based on perceived leadership needs, e.g., religious leaders and media professionals. Once selected, these leaders were matched with existing trainings or given customized trainings that would address their needs.

IFPLP established a Latin American program to respond to the cultural context and the language needs of leaders in Mexico and several Central American countries.

The Gates Institute supported Gates Fellows to translate the SLM training and develop local case studies to use in training leaders in country.

Meeting individual learning needs supports leaders to gain the knowledge and skills they most need to be effective

Programs have devised several strategies for meeting individual learning needs.

LDM assesses the individual learning needs of each Fellow and matches them with a training that will meet those needs.

VLP meets the individual learning needs of its Fellows through a mentoring component.

LDM and PLP support Fellows to develop personal learning plans that will be implemented once they return from their training. IFPLP Fellows develop personal leadership plans that they use to continue their personal leadership development and mentor other family planning leaders.

IFPLP provides instructions and instruments to self-assess leadership skills and competencies.

Another factor that may influence the effectiveness of leadership development is where individuals are in their career trajectory. There has been some attention by IFPLP and the Gates Institute to develop leadership opportunities that are particularly appropriate to Fellows with considerable leadership experience in the field, e.g., becoming a mentor or a trainer.

Providing a coherent and unifying “curriculum” during the learning process supports leaders to develop a common language

A core curriculum creates a coherent and unifying learning experience for participants that strengthens the bonds among those who have shared in that experience, and develops a common language about leadership, reproductive health, and change. All of the programs, except LDM, have devised a core curriculum of some scope. Each core curriculum differs based primarily on what the program designers believe leaders most need to know and on feedback from Fellows while in the U.S. and after they return home.

Some areas that are commonly included in a core curriculum are: advances in FP/RH, strategic planning, using technology and the Internet, visioning, root cause analysis, communication and messaging, engaging multiple stakeholders, building a team, collaboration, assessing one’s strengths and weaknesses as a leader, evaluation, advocacy, program management, gender, and religion.

Creating opportunities for reflection deepens the understanding leaders have of their own values, beliefs, and leadership

Opportunities for disciplined reflection and inner work are an important tenet of many leadership programs.¹⁹ PLP Fellows reference the value of “going to the balcony” in order to reflect on their work and gain perspective. The one-year period of fellowship away from the demands of work and family supported intensive reflection. Fellows attributed important personal shifts to this opportunity consistently describing themselves as, “more confident, committed, hopeful, patient, willing to listen, courageous, and holding an –‘anything is possible’- spirit.”

Learning concrete tools and techniques for leading change helps leaders apply what they have learned

Participants from the PLP and the Gates Institute referred to seminars on mapping the political landscape and working with allies as particularly helpful. Participants in

¹⁹ Claudia Horowitz, Stone Circles, <http://www.stonecircles.org/about/>; and Katherine Tyler Scott, “The Inner Work of Leadership,” in *Cutting Edge Leadership 2000*, Barbara Kellerman and Lorraine Matusak, Eds.(Academy of Leadership Press, 1999).

GLP trainings commented on the value of communications training to help them with messaging and social marketing principles. The IFPLP Fellows consistently talked about the usefulness of strategic planning tools. LDM Fellows who attended trainings on adolescent reproductive health spoke about useful techniques to make their materials, work environment, and service outreach and provision more “youth friendly.”

Fellows across the board talked about the need to be better trained to raise funds for their work. None of the programs appear to have developed innovative techniques for supporting Fellows to generate, leverage and mobilize resources, especially in environments with limited financial resources. The most frequent technique that Fellows report learning is how to write a grant.

Practicing collective problem solving during the program strengthens the capacity of leaders to work with each other around a shared issue

While there is a valuable role for pedagogy in sharing information, adults learn best when they have an opportunity to use their own experiences in collaboration with others to work with “real RH problems”.

The Gates Institute uses the STARGuide to support Fellows to work in teams to practice what they have learned during the training. Each day Fellows are given several hours of practice.

The IFPLP program organizes Fellows first in cross-country groups to develop a simulated strategic plan and second, in country teams, to work on a country plan, thus giving them actual problems to address and attempt to solve collaboratively. These group plans are also employed as a tool to apply daily lessons that are based upon Adult Learning Principles.

Expanding opportunities for peer learning builds relationships, encourages resource sharing, and provides leaders with a source of moral support

Fellows repeatedly pointed to the value of learning from their peers. Many drew inspiration from, and borrowed ideas from, the innovations and solutions being implemented in other countries.

Site visits have been particularly valuable in exposing leaders to good ideas that can be adapted and replicated in another context.

A GLP Fellow from India, working for the government, was inspired by what he saw during his training in Nanjing, China. He witnessed health care workers in the field being provided with laptops that would allow them to directly link back to their work offices to upload vital information, and download information immediately on the spot. Knowing that the Government of India wanted to

decrease the delay time in information sharing, he was motivated by his experience to advocate with his supervisor for this model in India. He sent a proposal to the Ministry of Health, and is awaiting the response, to try this model with doctors and health workers in the field.

A PLP Fellow from Trinidad and Tobago visited a Ugandan Fellow to learn about her efforts to strengthen clinic information technology systems and how these might be applied to his own clinic setting.

Developing in-country plans for implementation focuses leaders on action and strengthens their commitment to lead change

Transformational learning is not complete until leaders take action, such as disseminating FP/RH knowledge, enhancing the FP/RH leadership of others, or improving FP/RH services. Programs support Fellows to take action by giving them the time and the techniques to plan.

PLP Fellows develop home plans and may receive seed money to implement small grants that are part of those plans.

LDM Fellows develop learning plans - although no resources are linked to implementing these plans. LDM also provides a competitive mini-grant process to encourage two or more Fellows to develop and implement a project.

IFPLP Fellow teams from each country develop a country plan. This planning process is unique because it encourages and supports collective action from the onset of the program. Resources are available for Fellows to implement their plans. In some countries (Philippines and Ethiopia) there have been solid measurable results; in others (Nigeria) the results have been mixed.

We discuss in more depth what Fellows have achieved through the implementation of their plans later in this report and in the country reports (see Attachment F).

Providing on-going support strengthens the capacity of leaders to implement plans and lead change efforts

Peer support is perhaps the most sustainable form of on-going support. Supporting leaders to become resources for each other can occur in formal or informal ways. To date, most support occurs informally through individually initiated communication exchanges, although IFPLP creates a process for collaborative peer support early in the program that builds commitment and ownership to a process that supports the team to work together over time.

More formal support includes alumni convenings. PLP, LDM and IFPLP convene alumni regularly.

- LDM alumni are convened in country by the in-country coordinator;

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- PLP convenes alumni globally on an annual basis; and
 - IFPLP convenes alumni regionally for their Latin America program and by country in Africa and Asia.

The benefits of convening alumni, while significant, need to be weighed against the costs of doing so. In-country and regional convenings are generally more cost-effective.

Another form of support is technical assistance. PLP funds consultancy teams to support Fellows' research or home plan implementation. An example is a Fellow from Ghana who is receiving technical advice from a UW faculty pediatrician to execute a randomized, double-blind study to prevent anemia so that the results of the study can be used to advocate for better preventative services and policies.

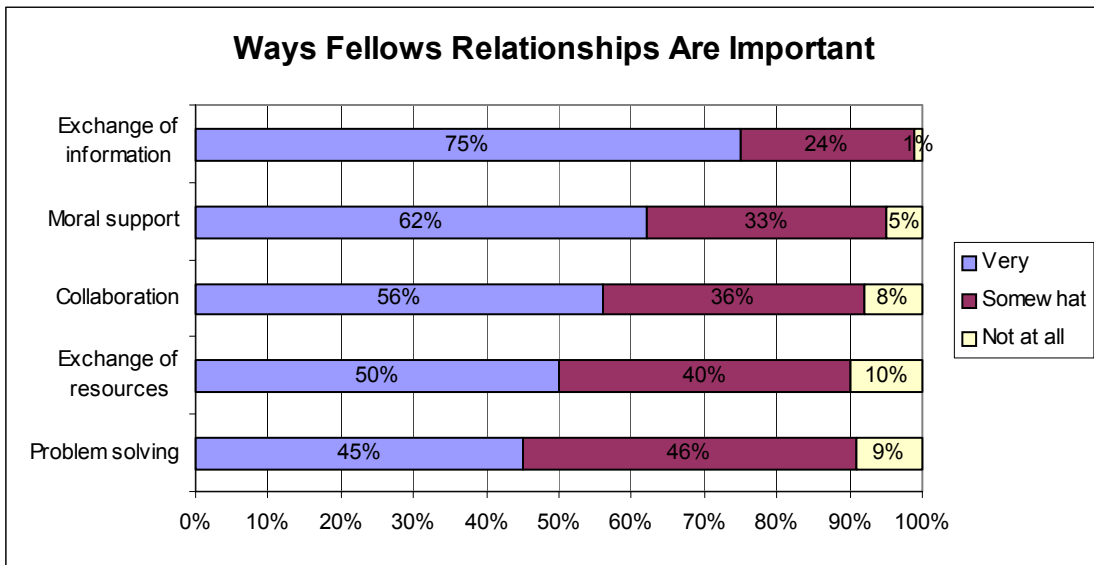
Evaluating program outcomes opens up new learning possibilities about how to support leaders as change agents

Most of the leadership programs have developed internal evaluation systems to provide ongoing information about how to strengthen their capacity to support FP/RH leaders. For instance, IFPLP has surfaced a concern in their own internal evaluation about how to develop leadership models that can be adapted across a variety of country and cultural experiences. Considering what the implications of this finding are and how the program might be adapted to respond to this learning could strengthen the capacity of the program to meet the needs of Fellows. Several of the programs are experimenting with participatory evaluation strategies, e.g., using Fellows to interview other Fellows (IFPLP) or to write case studies (LDM). This gives leaders practical experiences in conducting evaluations which is an important leadership skill.

Programs are evolving ways to deepen connections among leaders including building cohorts, hiring in-country coordinators, facilitating communication through technology, offering mini-grants, convening program alumni, and networking across programs

Building cohorts

More than eighty percent of Fellows reported that other Fellows in their program, and in their country, were "very" or "somewhat" important to them. Percentages tended to be higher for those programs that have actively used cohort-building as a strategy for building a critical mass of leaders within cohorts (e.g., LDM) as compared to those that did not (e.g., GLP). Fellows have used the relationships to exchange information, find moral support, initiate collaborations, exchange resources, and solve problems.



"My IFPLP batch mates have become part of our pool of resource speakers and were very instrumental in my first trainings for media practitioners."(Philippines)

"The LDM network in Pakistan is strengthening. There are various capacity building initiatives undertaken by LDM. The Fellows get to meet and network with each other and share and learn from experiences." (Pakistan)

Hiring in-country coordinators

LDM has hired in-country coordinators to facilitate networking among Fellows, and to encourage and support collaboration.

In Ethiopia, the LDM coordinator recently took a leadership role in organizing a gathering of over 200 FP/RH leaders from the four Packard leadership programs. Additional leaders were invited from other African and Asian countries.

In India, the LDM Coordinator meets with the directors of organizations within which the Fellows work to inform them about the LDM program, to discuss particular areas of recommended growth for the Fellow, and to help prepare the workplace for Fellows' return post training.

In Nigeria, the LDM in-country coordinator has introduced Fellows to other colleagues in the field and helped them identify opportunities for additional funding to disseminate or build upon what they learned during their training.

VLP has national program coordinators that convene VLP Fellows during the self-learning phase of the program, and who help organize and connect VLP Fellows with policymakers and other FP/RH leaders in the field through Launch and Dissemination Workshops.

Facilitating communication through technology

Technology (e.g., list-servs, laptop computers, and the Internet) is a powerful resource that has supported Fellows to share information and ideas with one another and sustain connections that they developed through their participation in the program. The benefits of technology are not uniform because of problems in some places with Internet connection and electrical supply, particularly in rural areas. Later in the report we discuss the impact that technology has had for Fellows and their organizations.

Offering mini-grants

Mini-grants, e.g., small amounts of money that are used to support individual or collaborative projects, have been instrumental in encouraging collaboration, and seeding innovative ideas.

IFPLP collaborations include a Youth Leadership Training in Ethiopia and a Safe Motherhood Initiative in Nigeria.

LDM Fellows collaborated on producing and broadcasting radio plays in Mexico; on a workshop focused on Adolescent Reproductive Health and Sexuality among Media Practitioners in the Philippines, and a post-partum contraception study in Pakistan.

PLP Fellows have been supported to implement small grants, such as designing and implementing a pilot project to teach sexual education in a village school in Guatemala, institutionalizing leadership development training for middle and senior level managers in district health offices in Ethiopia, and computerizing all the records in a family planning clinic in Ethiopia. Recently, PLP has provided partnership grants to establish a Sudan Population Network, Rwanda Women Leaders Caucus, and a project to share and adapt innovative interactive health education materials for adolescents that have been developed by a Nicaraguan Fellow.

Convening program alumni

Convening program alumni contributes to creating and sustaining a critical mass of leaders in several ways: (1) Fellows feel less isolated and more connected to a larger change effort; (2) Fellows have relationships with others in the field who can be a resource to them; and (3) Fellows discover new opportunities for collaboration.

PLP convenes alumni annually for the two years after they complete the program. Fellows have a chance to learn about local FP/RH efforts through site visits. They also meet Fellows from one cohort other than their own.

LDM Fellows have convened in seven countries. Topics have included proposal writing, research, and developing IEC materials in the Philippines, and meeting with religious leaders in Nigeria to plan ways to more effectively address controversial FP/RH topics.

In Latin America, a regional network of IFPLP alumni is convened annually from Mexico, Honduras, El Salvador, Nicaragua, and Guatemala. Annual site visits to African and Asia include cross-cohort meetings intended to foster the formation of an effective network of all IFPLP Fellows.

Networking across programs

Across programs, more than seventy percent of Fellows reported that other Packard-Gates program Fellows were “very” or “somewhat” important to them. Deepening and expanding cross-program linkages especially among alumni from the same country increases the capacity to mobilize resources and constituencies to advocate for change. Alumni from the four Packard Foundation Programs have been convened twice in Ethiopia. The Gates Institute convened selected alumni from the leadership programs in conjunction with the Asian Conference on Reproductive Health in Bangkok in 2003. IFPLP convened three alumni from PLP, the Gates Institute and IFPLP to jointly present a panel session on leadership at the 2003 International Leadership Association annual conference in Guadalajara, Mexico.

Programs are expanding, generating, and sustaining leadership through training trainers, developing mentoring programs, and building institutional capacity

Becoming trainers

Both the Gates Institute at Johns Hopkins University and IFPLP have provided their Fellows with opportunities to train others. When the Gates Institute is invited by former Fellows to conduct a training of trainers program in a country, Gates Fellows are given the opportunity to facilitate portions of the training. Similarly, five IFPLP Fellows participated in Ethio-Forum 2002 and trained 35 master trainers throughout Ethiopia in FP/RH/HIV-AIDS leadership; in 2003 and 2004, seven IFPLP Fellows participated in follow-up Ethio-Forums and trained respectively, 60 and 88 master trainers. Yearly IFPLP invites one to two graduated Fellows to the 3-week training course to co-facilitate sessions with program trainers. These opportunities further develop the leadership capacity of those who participate, and expand the country’s leadership resources.

Mentoring

There are two types of mentoring programs within the programs: one recruits mentors for Fellows and the other trains Fellows to be mentors. Both expand leadership capacity and deepen the relationships and connections among leaders.

VLP recruits mentors, e.g., established leaders in the FP/RH field, to provide “counseling and coaching” to VLP Fellows. They assist Fellows to identify FP/RH problems, and develop and implement solutions.

PLP establishes mentoring relationships between Fellows and faculty members that begin before the Fellow arrives in Seattle, continue throughout the year, and sometimes after the Fellow returns home.

IFPLP Fellows are being trained as mentors through a Facilitated Mentoring Program. The program has been implemented in the Philippines, Pakistan, Ethiopia and Latin America. Once trained, IFPLP Fellows are part of a mentoring network and are expected to continue to work with protégés.

Building institutional capacity

Three programs have identified building institutional capacity as a priority goal of their programs.

VLP has selected National Anchor Institutions (NAIs) within each of its four focus countries to develop and sustain leadership programs within their own institutions after the VLP ends. Few resources have been devoted to supporting NAIs to accomplish this goal, and it is still too early in the life of this program to know the outcome.

GLP selected fourteen institutions to assist in the design of FP/RH training courses based on regional needs, to recruit and select participants, and to offer the courses. The intent was that institutions would be able to mobilize the resources to continue offering these courses after GLP was completed. Conversations with GLP institutional partners revealed skepticism about whether they would be able to continue to offer the courses without financial assistance because they did not believe they could charge a substantial enough training fee to cover their costs.

The Gates Institute, with significantly more resources than any of the other programs, has invested in supporting the capacity of institutions to develop and train FP/RH leaders. The Gates Institute is using two primary approaches: (1) investing in establishing or expanding graduate training programs in reproductive health in Schools of Public Health or Departments of Community Health, and (2) supporting collaborative research projects to build the knowledge base of the leadership development field and demonstrate the impact of leadership development investments. Each year the Gates Institute convenes all institutional partners to share successes and discuss challenges.

The focus on creating sustainability by building institutional capacity is a lofty goal that will require considerably more resources and support to achieve than has been allocated thus far with the exception of the Gates Foundation grants that have been awarded to the Gates Institute at Johns Hopkins University. Convening institutional partners to discuss challenges and share resources is an important first step. Additional focus may be needed to support institutions to develop sustainability plans and strategies for implementing them, including how to mobilize resources.

From our assessment not enough attention has been given to long-term resource development by the institutions, the programs, or the Foundations.

Conclusion

Our analysis of these six leadership programs has surfaced some design principles that we think are critical to leadership program success.

- Address the multiple contexts in which leaders work
- Meet individual learning needs
- Develop a common language
- Engage in clarifying a vision for change
- Provide time for personal reflection
- Share concrete tools and techniques
- Practice problem-solving
- Support action planning and implementation
- Connect leaders with one another
- Expand leadership opportunities

In the following we highlight promising program practices throughout this section that we think are worthy of further testing and exploration.

There are three strategies that we think have significant potential for increasing the collective impact of these six leadership programs: connecting Fellows within countries and regions from across all of these six leadership programs; moving resources in-country to support leadership development efforts; and making flexible resources available at the local level.

Connect Fellows within countries and regionally from across leadership programs. In many countries and regions there are between 100-200 leaders that have participated in these six leadership programs. They represent a significant FP/RH leadership resource, especially if they can form deep connections with one another to work on issues of mutual concern. Programs like LDM and IFPLP have been successful at developing country and regional networks, but in most places these networks have not yet been linked together. This should be a priority in the coming years.

Gradually move leadership development resources from U.S. based efforts to in-country and regional leadership development efforts. U.S. based programs were initiated because there was a lack of capacity within countries to develop FP/RH leaders, and a desire to tap into state-of-the-art leadership development approaches in the U.S. Gradually, capacity in country is improving, largely as a result of these leadership programs. In-country leadership development programs cost significantly less than out-of-country leadership development programs, reach far more people, and are likely to be more sustainable over time. Step down trainings and training of trainer programs are a cost effective means to develop new leaders by using the knowledge and skills of existing leaders. Several programs are evolving their program in this direction. In

Indonesia, the Gates Institute made a relatively small investment in translating materials, developing local case studies, and training trainers. As a result, over 5,000 leaders have been trained. LDM has identified excellent regional training programs, and has successfully matched Fellows with those programs. IFPLP has recently moved its Latin American program to Guatemala where it will coordinate a consortium of NGO, governmental and academic institutions to implement the program. Building the capacity of institutional partners is more costly, but in the long-term these institutions may offer more sustainable programs in RH and leadership.

Make flexible resources available at the local level. Building the capacity of local individuals and collaborations through mini-grants, country plan funds, action plan funds and other funding mechanisms strengthens local decision making; engages those most familiar with local issues and solutions in resource allocation; ties resources to country context and specific RH outcomes; and increases the commitment of Fellows to continue their leadership role. Shifting resources in-country is sometimes difficult because it relies on being able to identify local partners with high levels of trust and transparency without unduly increasing competition among local stakeholders. There are no clear candidates for this role although possibilities might be TSTs, other foundations, an intermediary such as Pathfinder, or a cross-program team of Fellows who would be in charge of reviewing applications for funding as suggested by some leaders in Nigeria.

Program Design Recommendations

- **Develop curriculum to support Fellows to mobilize resources**
- **Connect Fellows within countries and regions from across all six leadership programs, and where appropriate with other leadership programs**
- **Move resources in-country to support in-country leadership development efforts**
- **Make flexible resources available at the local level**

Implementing these recommendations requires programs to review and revise their curricula, reconsider where resources are allocated, and work more closely with the other leadership programs to create opportunities to connect their alumni. Both Foundations have an opportunity through the grant application process to encourage programs to find ways to move resources in country, make more flexible resources available at the local level, and provide incentives for programs to collaborate, perhaps by inviting joint grant applications.

Comparing costs across programs

Leadership development investors frequently ask the question of how to assess the return on investment for different leadership development programs, e.g. do programs that cost significantly more money deliver a value, or achieve an impact

that warrants the higher investment? These are difficult questions to answer for a number of reasons.

- Leadership development investments are often designed to address inequities in access; thus the investment may be seen as a moral imperative not a cost-driven decision.
- There is no standard in budget development that allows for an equitable comparison of actual cost per participant.
- Budget representation of training costs make it difficult to cost out specific leadership program design components so that their costs can be understood relative to the value and impact.
- Cost may need to be tracked over time to capture the reduction of cost per participant as resources are shifted after program start up phases.
- The costs of the same delivery strategy may vary across regions.
- There may be different costs associated with the training needs of different target populations.
- The impact of reflective time may be as significant, but more difficult to quantify and track, than a skills based training, e.g. strategic planning.

In what follows we analyze some factors that influence the cost of leadership programs; we do not provide a cost-benefit analysis of the six leadership programs. Based on our analysis and assessment of the value generated by different investment choices, we make several recommendations about how to maximize return on investment.

A comparison of the six leadership programs shows a cost per participant that ranges from \$3,500 - \$85,000. This range may not be entirely accurate since there is no uniform formula for reporting administrative costs per participant; still there is a significant difference in cost per participant among programs. This difference in cost raises questions about what the added impact is of the high-end programs and what the consequences are of keeping budgets low, possibly at the expense of important program experiences.

Those programs that bring Fellows to the US for training have higher per participant costs. A number of Fellows commented on the value of coming to the US to access training, including increased influence when they returned to their country because of the prestige of the experience. In some cases, particularly for established leaders, these benefits may be significant enough to warrant the investment, although the benefits may decrease if Fellows have gone abroad before. While it is still early to fully assess the added value of higher cost trainings for established leaders, these costs may be warranted if seasoned leaders are more able to play a role in building coalitions, supporting policy change and implementation as part of a country change agenda, and mobilizing more resources for the work.

One way to decrease the average costs per participant is by increasing the number of participants served by a program since this spreads the cost of training over more people. Overall, however, the cost of training new Fellows each year requires

more resources than supporting current Fellows to leverage what they have learned. Over time moving the balance towards supporting current Fellows to leverage their learning will lessen per person program costs.

One area that can be costly is convening Fellows post-program. In the case of GLP, no post-program convenings were held. We found that GLP Fellows were significantly below the average of all Fellows in being able to use their current networks more effectively (only 29% of GLP Fellows reported more effective use of their networks, while the average for all Fellows was 38%). Similarly, GLP Fellows had not expanded their existing networks to the same degree as Fellows from other programs (25% of GLP Fellows reported expanding their networks compared with an average of 33% for all Fellows). Fellows from programs that support post-program convenings (IFPLP, PLP, LDM) indicate that other Fellows from their program and their country are “very” important to them at a rate over 20% higher than for programs that do not hold convenings (GLP and the Gates Institute). These survey findings, in addition to what we heard in interviews with fellows, suggest that investing some resources in post-fellowship convening is money well-spent; although, we question whether the added resources of convening Fellows globally is cost-effective when compared to the cost of convening Fellows within countries or regionally.

Conclusion

Perhaps the greatest testament to the value of the resources that have been invested in developing FP/RH leadership is the remarkably high degree of success these programs have had in supporting leaders to return to their countries. Over 99% of all participants in these leadership programs who came to the United States or Europe for training have returned to their countries. A number of program elements have contributed to this success, including fostering a deep commitment to making a difference; developing sustainable peer relationships that provide support, offer opportunities for collaboration, and mutual learning; and providing access to technology, conferences, and other forms of connection that help leaders feel less isolated.

Recommendations for Maximizing Return on Investment

- **Convene Fellows post-program within countries and/or regionally**
- **Balance investments in training new Fellows with investments in supporting program alumni to become more effective leadership resources for their countries and regions**

Programs are advised to develop cost-effective convening strategies by focusing at the country or regional level. Foundations can provide incentives, through grantmaking and budgeting guidelines, to encourage programs to develop activities that support existing Fellows to become more effective leadership resources for their countries and regions.

Program Impact

The leadership development theory of change developed by the six leadership programs identified intermediate outcomes and indicators for individuals and organizations. We looked for evidence of each intended outcome, and paid attention to any unintended outcomes. Our conclusions are based on evidence from Fellow surveys; and on interviews with Fellows and colleagues with whom they work. Colleagues consistently affirmed the leadership growth that Fellows themselves reported; although, in a few cases, we found that colleagues were unable to articulate changes when they already perceived the Fellow as a strong leader. We also found colleagues who recognized changes but were unable to directly attribute these changes to the Fellow's participation in the leadership program.

We describe findings for the following nine outcomes:

- Greater demonstration of leadership characteristics and skills;
- Greater demonstration of management skills;
- Increased dissemination of knowledge about FP/RH issues;
- Mentoring and developing the leadership of others;
- More responsibility and enhanced leadership roles;
- Increased collaboration and networking with others in the FP/RH field;
- Increased organizational capacity and effectiveness;
- Increased organizational ability to leverage resources; and
- Increased interagency collaboration.

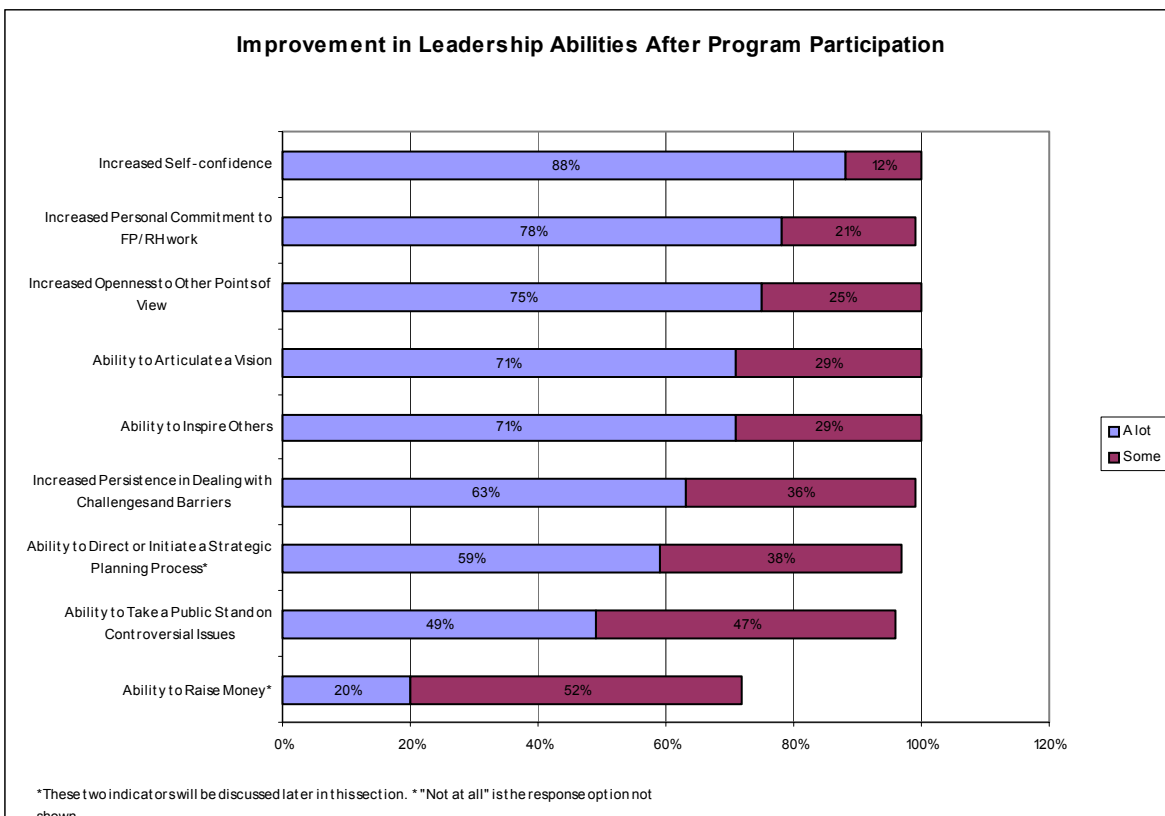
The leadership development theory of change remarkably aligned with the outcomes that we documented. In the case of mentoring and developing the leadership of others, we chose to give this outcome more prominence than it was accorded in the original theory. We have also included some additional indicators for specific outcomes when they seemed particularly prevalent among Fellows (e.g., improved self confidence).

Individual level

Greater demonstration of leadership characteristics and skills

About half of the Fellows responding to the survey stated that they are “a lot” better leader today as a result of participating in one of the programs; forty-six percent stated that they are a “somewhat” better leader. The figure below shows the extent to which Fellows reported that specific leadership abilities improved as a result of their program participation. With the exception of the ability to raise money, Fellows report substantial improvements on all indicators. However, dealing with challenges and barriers, initiating strategic planning and taking a stand on controversial issues had more mixed improvements.

In general, Fellows who had been in the field from 3-19 years reported stronger program influences than did leaders who were in the field for less than two years or more than 20 years. For example, Fellows with less than two years experience in the field tended to report fewer improvements in their leadership abilities. These differential program effects may reflect less relevance of the training for emerging leaders or may equally be explained by the fact that emerging leaders have less leadership authority in their organizations or in the FP/RH field. With less knowledge and experience, their ability to assume a significantly stronger leadership role may be more limited. Fellows with more than 20 years experience also tended to be less significantly affected by their participation in leadership programs. We suspect this may reflect the fact that more experienced Fellows have had opportunities to participate in other trainings and to achieve higher levels of leadership success prior to their participation in the program.



Improved self-confidence

Eighty-eight percent of Fellows stated that their self-confidence increased “a lot” as a result of their program participation. This was the highest impact of any type of leadership characteristic that we queried. In one-on-one interviews, many Fellows shared how participating in these leadership programs boosted their self-confidence. We found similar assessments when we interviewed Fellows’

colleagues. Self-confidence enables leaders to do things that they could not have done before.

"Earlier I was reluctant [to talk with] problematic groups but after the training and that success, I now feel much more confidence in tackling issues." (Pakistan)

"I have been able to engage others to get work done more effectively and mobilize resources for activities in the department. With the enhanced confidence, I have been able to articulate my vision for the department and mobilize support for continued advocacy." (Zambia)

A colleague of one Fellow commented that she used to be shy and reluctant to speak up, but now she was much more confident. We observed this Fellow confidently making a public report in her leadership capacity as chair of a national task force.

Strengthened personal commitment

Seventy-eight percent of Fellows said that as a result of their participation in the leadership program their personal commitment to their work was strengthened "a lot." Some Fellows felt an increased responsibility to improve FP/RH in their countries. As one Fellow put it,

"I feel more responsible and have an obligation to change the lives of women."

A colleague of another Fellow described the changes she observed after the Fellow's participation in the program,

"He feels stronger that people should be contributors, not just users.... He realized the benefit of not keeping information to himself." (Nigeria)

One demonstration of personal commitment is the decision to continue working in the field of FP/RH. In a review of Fellows from our focus countries almost all the Fellows continued to work in the FP/RH field or were in a position to use their current position to promote support for FP/RH. For instance, one Fellow left his job directing an NGO to become vice-mayor of a major city. In his current position he has less direct day-to-day involvement in FP/RH but he has a leadership role and is an important ally on FP/RH issues. In another instance, a Fellow took a leadership role in an HIV/AIDS organization. This shift does not necessarily signify that the Fellow has left the field of FP/RH, rather his new position creates opportunities to build bridges between those who are in the field of HIV/AIDS and FP/RH. These linkages are increasingly important as more resources are being shifted to HIV/AIDS. We found no Fellows who abandoned their commitment to public service and social betterment, thus they remain valuable FP/RH allies in their current roles.

Broadening views and perspectives

The opportunity to attend training in another country was especially important. For many Fellows it was the first time that they had left their country or continent. In these external settings, Fellows were able to get out of their everyday environment and see, hear, and reflect on different FP/RH perspectives that could aid their work.

"I had a chance to visit the NGOs and government organizations in Bangkok and learned a lot during our exposure visit. In the training I learned about the monitoring and evaluation of a project which was very helpful in my working area." (India)

Another Fellow stated that her most valuable experience from the leadership program was

"interlinking with participants from different countries and learning from them professionally and personally." (India)

As a result of these experiences, 75% of Fellows reported that their openness to other points of views increased "a lot." For some it informed their thinking about their work; for others it influenced the way they go about their work.

"Having learned how other countries (Thailand, Indonesia, India, and Vietnam, among others) have succeeded in their respective FP/RH programs and the strategic role that NGOs, the private sector, and community play in their success, I have a greater appreciation of the need to coordinate population and RH activities with these sectors." (Philippines)

"I take more interest in my patients with regard to reproductive health issues like women empowerment, adolescent health, male participation, and responsibility." (India)

An Associate Director of a Family Planning Clinic noted that the Director had become much more interested in her opinion since she returned from the training. "She actively seeks us out and wants to know what we think."

Ability to articulate a vision and inspire others

Over two-thirds of Fellows reported that their ability to articulate a vision (71%) and to inspire others (71%) increased "a lot" as a result of being in the program.

"It improved my ability to develop and articulate my vision and to align others with my vision [so that it can] become a shared vision." (Liberia)

"I try to nurture the culture of a learning organization through consultations, discussions, working in small groups, and ensuring that staff develops a shared vision in whatever we do." (Nigeria)

As these two quotes demonstrate some leaders have a personal vision they want to share with others, while others are more inclined to facilitate a process that creates a shared vision. Each demonstrates leadership.

Persistence in dealing with challenges and barriers

Fellows identified numerous challenges to working in the FP/RH field. Some of these are systems level challenges that we will address further at the end of this section, others are more personal and interpersonal challenges.

"The most challenging thing to me is to CHANGE MYSELF." (Malaysia)

"Changing attitudes and making people believe that with little things you can change the world." (Nicaragua)

Overall 63% of Fellows stated that their participation in the leadership program increased their persistence in dealing with the challenges and barriers that they face as part of their work.

"I am now more proactive as opposed to being reactive earlier. I am more persistent in the face of challenges." (Ethiopia)

"I am trying not just to do things right, but do the right things. I am more tolerant, open-minded, and have a greater persistence in dealing with challenges." (Nicaragua)

Ability to promote controversial issues

Since many issues surrounding FP/RH work are very controversial, Fellows also report the difficulties, and sometimes very real dangers (including personal threats to their life) that they experience. One Fellow described one of her biggest challenges being religious resistance from the Roman Catholic Church: "Whether we do advocacy and IEC (Information, Education and Communication) activities at the village, city, provincial, or national levels - our main constraint is religion." She has experienced verbal harassment by some leaders for her stand on family planning, reproductive rights, and RH and has not been welcomed by community members when they learn that she is an advocate for FP/RH.

Sometimes the promotion of FP/RH takes place quietly behind-the-scenes (e.g., one-on-one conversations with religious or traditional leaders); however, at others times it is more visible and public (e.g., a public education campaign to promote safe sex). **After their training, forty-nine percent (49%) of Fellows reported that they were "a lot" more able to take a public stand on controversial issues.**

"Before the LDM training we did not have the RH work as our priority. Only we would work on FP. After this training we started work on FP/RH. We faced the resistance from the radical and fundamentalist in the shape of considering RH as only family planning. We motivated them that RH is not only family planning. It has many other components." (Pakistan)

"Actually advocacy was not my job, but then I realized that elected members must get an orientation on RH issues. The difficulty that I felt was to gather them. Most of them belonged to religious groups against family planning, and secondly they were of the opinion that we are only family planning service providers, so it was hard to get them [to realize the importance of] RH issues." (Pakistan)

Others still felt challenged to take a public stand. One Fellow commented, "even now, [I feel challenged] to publicly pronounce my opinion about political questions." This Fellow recognized that finding the courage becomes easier when you have "affinity with other allies, or accomplices."

Greater demonstration of management skills

Some of the trainings included a focus on management, although management skills were not widely emphasized. Fellows reported learning and using a variety of techniques and tools for strategic planning, evaluation, and engaging the participation of others.

Initiating a strategic planning process

Fifty-nine percent of Fellows thought that their ability to direct or initiate a strategic planning process as a result of their involvement in the program increased "a lot." Many leadership participants talked about how they now use a systems' perspective in their planning processes. Fellows also talked about collecting and using information for planning more than they did prior to the leadership program.

"I initiated a strategic planning process [that has] succeeded in evolving a strategy to cover each child in each village by designing a computer program called 'name based registry' in the districts under Reproductive and Child Health program." (India)

Evaluating impact

Almost all of the Fellows (94%) report taking "a lot" or "some" more responsibility to evaluate the impact of their work.

"I have been motivated by the GLP to research more and learn as much as I [can] to keep abreast with issues of reproductive health. I am now a leader who can effectively evaluate, monitor, and plan programs." (Zimbabwe)

Engaging the participation of others

One of the most common themes in our interviews with Fellows was the ways in which they reached out to include others in their work. For many, this seemed to be a transformational experience; for others it was an expansion or deepening of an existing practice. One Fellow talked about how for the first time, youth were included in his organization's decision-making processes. Prior to the training, youth had not been involved in setting priorities for the Youth Center. After the training, a youth task force was created to give youth a stronger voice in the Center. The Fellow spoke with passion about how youth were more engaged, and the programs were doing a better job of serving young people.

Adopting a more participatory approach invites others to take more responsibility and ownership.

"After coming back I started delegating work to my other staff and also gave them guidance. The result came nearly after a year, the second-line leadership was prepared to take-up the responsibility." (India)

"I adopted innovative methods I learned from this training ... I changed my medium of imparting information. After this training I started to use a participatory approach. This helps me a lot to disseminate the information in the community. The responses, interest, output, and involvement of the community verify this." (Pakistan)

"I decided to change my leadership model from an elephant to a spider. An elephant takes responsibility to move the group forward. A spider plants ideas in others' nests." (India)

Increased dissemination of knowledge about FP/RH issues

Eighty percent of Fellows reported that they have taken "a lot" more responsibility to share what they learned with others. In some cases Fellows have been asked to share their expertise; other times they took the initiative to share. The ways in which Fellows shared what they learned varied. Informal sharing took place among staff within Fellows' organizations and with colleagues external to their organizations. Fellows frequently mentioned trying to change the attitudes of co-workers and other colleagues when they returned from their training. For example, one Fellow described how he actively disseminated the Strategic Leadership Theory from the Gates Institute to his colleagues throughout China. In Nigeria, many of the LDM Fellows conducted informal step-down trainings during staff meetings and other convenings. More formal conversations or applications of the training information occurred as part of staff presentations, incorporation of course materials into in country training programs, and speaking at conferences or other group meetings (e.g., regional network of FP/RH providers). **For instance, more than two-thirds of the Fellows (69%) report that they**

spoke at a conference as a result of participating in the leadership program.

"I did significant research on Salvadoran adolescents, and I earned the opportunity to participate in the Third Conference on Population and Health of the Central American Isthmus and the Caribbean, and I was able to present my research at the conference, in the presence of many professionals in the area, both national and international." (El Salvador)

"I assisted in the development of an ARH [Adolescent Reproductive Health] manual and adolescent sexuality materials for the Philippines and also acted as a resource person in their training. [Even though] I am with the National AIDS Program [not ARH] I learned a lot from attending the course in Shanghai, [so] I was able to participate in those activities." (Philippines)

"Since I have participated in GLP, I have been able to improve my professional capacity. I have contributed a lot [to the] revision of the curriculum. [I have made] recommendations for approval from the Ministry so that students have access to latest knowledge of the approaches." (Pakistan)

The media was used by one-fifth of the Fellows who published an article in a newspaper or magazine within their country as a result of being involved in one of the fellowship programs. Fellows also reported disseminating ideas and research in professional journals. For example, one GLP Fellow published a number of articles for the Population Journal on themes from the course. Another Fellow from Pakistan published articles in his country's most renowned medical journal (JPMA) on the importance of inter-spousal communication in family planning along with articles in other peer reviewed journals on topics such as emergency contraception, male involvement in family planning, and induced abortion.

Fellows reported sharing their written training materials with others. For some Fellows, it was easy to share program materials (e.g., the Gates Program provided each Fellow with a copy of the training on a CD-Rom). For others, it was more difficult (e.g., the cost of copying materials was prohibitive, or viewing and downloading materials on-line difficult).

Mentoring and developing the leadership of others

The need to enhance the leadership of others remains critical in most countries because there are severe human resource shortages. While most of the leadership programs did not involve a specific component for mentoring, 58% of Fellows said they have taken "a lot" more initiative to go beyond sharing information to develop the leadership of others. **About half of the Fellows (53%) report mentoring a staff member or someone else working in FP/RH as a result of participating in one of the leadership programs.**

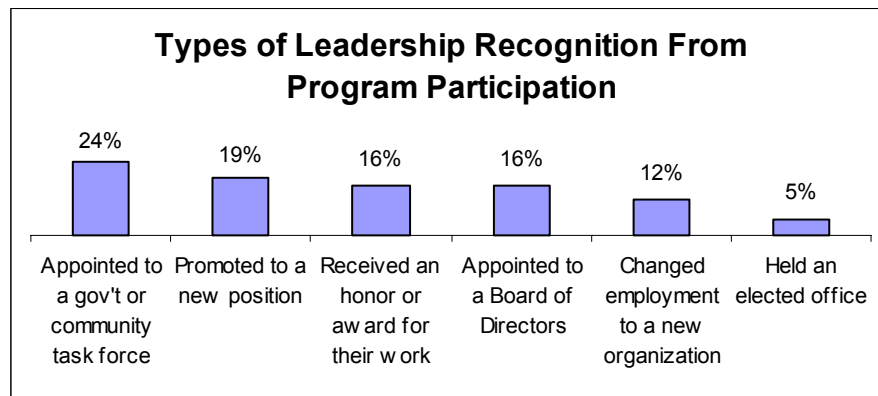
"The person who was working as coordinator under me in the RH project has now become Project Manager under my guidance." (India)

"The training showed me the importance of bring[ing] people together and that leadership can happen at any level. I learned how to identify people who have great potential for leadership and mentor them." (Nigeria)

Taking personal responsibility for mentoring others is one of the most important legacies of these leadership programs because mentoring generates new leadership.

More responsibility and enhanced leadership roles

The recognition of Fellows as leaders within their communities, regions, fields, and organizations was demonstrated in a number of ways as depicted in the figure below.



Within their organizations, 19% of Fellows ascribed their promotion to a new position to their participation in the program. Typically these promotions included an expansion of their role and/or increased responsibilities. For example, one Fellow was promoted from Director to Undersecretary and Director General of the Philippines Information Agency.

Sixteen percent reported receiving an honor or award for their work as result of their participation in the leadership program. For example, a Fellow who is responsible for family planning services in Pakistan's North West Province received the Pakistan Prime Minister's Population Award.

Similarly, about a quarter (24%) reported that they had been appointed to a government task force, 16% to a board of directors, and 5% had been elected to a government position. The variety of appointment types is illustrated below:

- Member on task force to review the demography curriculum for the Medical College of Pakistan;

-
- Member of the NGO Technical Advisory Group working on advocacy efforts to address FP/RH issues in India;
 - Chairman of two national Behavioral Change Communication committees in Nigeria; and
 - Member of the country's health sector program committee.

"I would have to say having been elected by the largest RH coalition in the country as the 2003 Convener/Secretariat was the greatest honor for me, and my organization, considering we were relative newcomers to RH/RR [Reproductive Rights] advocacy." (Philippines)

Twelve percent of Fellows reported that they changed employment to a new organization as a result of their participation in the leadership program. In some cases, Fellows had been considering changing positions before the program but had not yet made the move; in other cases, Fellows seized new opportunities to more proactively engage in the FP/RH work.

"Two months later I changed organizations. It was a place where it wasn't a priority to work for sexual and reproductive health. I struggled for six months trying to find space but I didn't find it. Other opportunities presented themselves and I changed immediately. Now I work in an NGO with a component in sexual and reproductive health." (Guatemala)

"When I came back from Kuala Lumpur I left my position as head of the News Room and became an independent specialized journalist ... Now I'm [a] specialized contributor for one of the lead newspapers in my country (as well as its political weekly magazine) and also for different LGBT [Lesbian, Gay, Bisexual, and Transgender] and mainstream magazines - two hundred thousand readers of special issues nationwide. My works have also been published by different Latin American websites. I was just appointed as specialized editor for a very important local magazine and I'm talking about being the international editor of a web magazine ... amazing!" (Mexico)

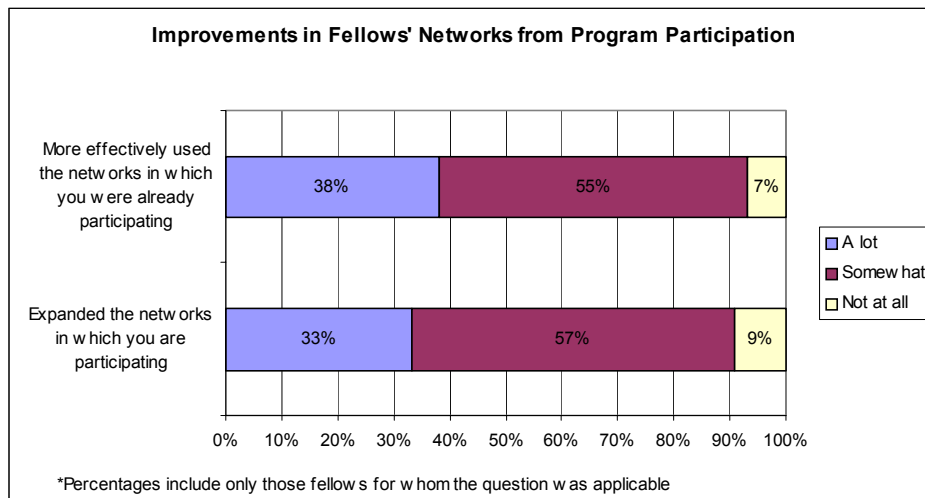
Media coverage increases the visibility of leaders and FP/RH issues. Coverage in the media was another way in which Fellows were recognized for their work. **About one-third of the Fellows reported that they were featured on the television or radio as a result of being involved in one of the leadership programs; 16% had a story written about them or their organization in one of their country's newspapers or magazines.**

" ... I also was featured on the state television where I discussed HIV/AIDS and its impact on development." (Nigeria)

"I was featured on television, radio, and newspapers and spoke publicly at a conference for the Ethiopian parliament - zero tolerance day on FGM [Female Genital Mutilation]." (Ethiopia)

Increased networking and/or collaboration with others in the FP/RH field

Almost all of the Fellows' expanded their networks and are utilizing them more effectively.



"I am more involved in doing RH advocacy in a wider and more focused RH networks here in the province. Unlike when we only had adolescent reproductive health and sexuality project, I have involved myself in dialogues with other groups like teachers and local church leaders and doctors and nurses." (Philippines)

In Mexico an informal network of IFPLP Fellows represented by doctors, nurses, attorneys, psychologists, health educators, university professors, and professional journalists, among others, now work together on an on-going basis to advocate for FP/RH issues, including violence against women. For example, there is now a regular column in one of the largest newspapers in the Yucatan on FP/RH issues.

Using Technology

As a result of participating in the leadership programs, 59% of Fellows say that they use the Internet to access information for their work. Twenty-three percent said that one of the three most important supports that would help them improve their leadership was improved access to technology. One significant finding in our evaluation was the importance of technology – both as an aid for Fellows to enhance their work, and as a means to communicate and network with their peers within and across programs -both in their own countries, and, in some cases, other countries.

IFPLP and GLP Fellows in Mexico have effectively used technology to obtain FP/RH courses and innovative program interventions from other countries in Central and Latin America. They have replicated these programs in their public and private sector FP/RH programs, e.g., An NGO FP/RH course from Peru was replicated by the public sector in Tlaxcala, Mexico. Fellows stated they use the internet regularly to communicate with other colleagues in Central and Latin America to exchange ideas, solve problems, and for moral support/motivation to continue working through the many challenges.

In Nigeria, two IFPLP Fellows who received laptop computers were passionate about the ways in which these computers transformed their worklife. Similarly, two LDM Fellows who participated in the media training emphasized that the listserv had been an important resource for LDM Fellows who participated in that training.

PLP Fellows used their mini-grants to collaborate on a Teensmart internet program used to promote adolescent health in Nicaragua, and on a Technology Development and Management Information System workshop in collaboration with health departments in Ethiopia.

One Fellow described how technology use helped him network with others and remain connected on a global level.

"I'm networking at very different levels, through the phone and through the Internet, through informal meetings and also traveling internationally. I started a couple of e-groups on my own to share resources. Now I look for information in a truly global scope every day." (Mexico)

In reviewing the survey data, we found that countries which have the most significant technology challenges in general, also tend to have the largest percentage of Fellows stating the highest need for technology and highest impact of technology. For instance:

- Among the four evaluation focus countries, when asked to choose the most important types of support among a list of seven, Nigerian Fellows chose improved access to technology more frequently than Fellows in the other focus countries (30% as compared to 8 to 20 percent);
- Nigeria was also the focus country that had the largest percentage of Fellows who reported that, as a result of their participation in the program, they utilized the Internet more to access information for their work (63% compared to a range of 47 to 52 percent for other focus countries).

Collaboration

Seventy-four percent of Fellows stated that they had taken more initiative to collaborate with others as a result of their program participation.

In Nigeria, a number of LDM Fellows collaborated to form a group called the Network of Concerned Moslems. They focus on increasing support for FP/RH efforts. As part of these efforts they worked with the in-country LDM coordinator to receive a FHI grant \$47,000 (US) and currently are working to become an official NGO.

"Since my participation at IFPLP, I have expanded the range of coverage of my Institute. I have particularly established partnership with private sector's service providers and non-profit organizations." (Pakistan)

In India, one Fellow believed that the collaboration of religious leaders with her NGO would benefit the community. As a result she implemented her country plan which entailed recruiting, training, and collaborating with religious leaders who already take FP/RH information for their visits within communities.

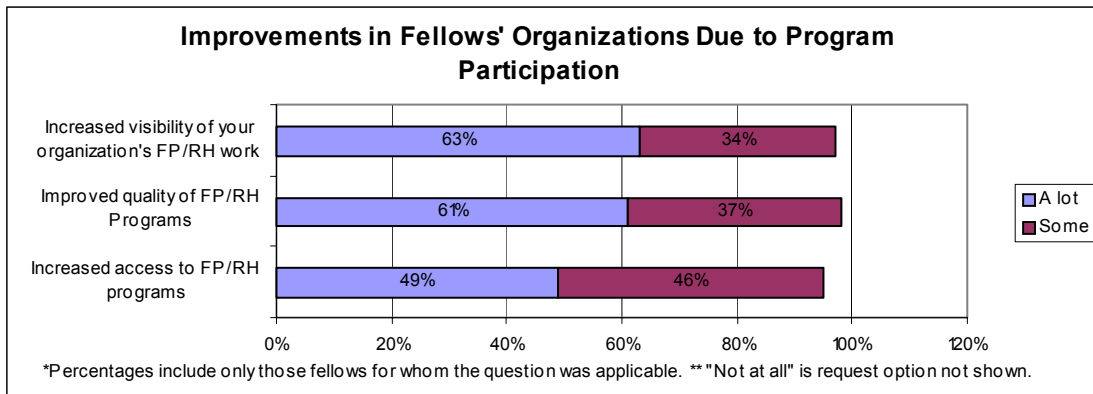
Organizational level

The frequency of reported changes at the organizational level is less compared with reported changes at the individual level. Due to the short amount of time since most Fellows completed their program, it is still early in the process for significant organizational changes to have occurred. This may also reflect that most leadership programs do not focus on how to catalyze and sustain organizational change assuming instead that a priori stronger leaders will lead to stronger organizations.

Increased organizational capacity and effectiveness

As a result of being involved in these leadership programs, about one-third of Fellows say that they have initiated "a lot" of changes to improve the way their organization works; fifty-eight percent report "some."

Fellows were asked about a number of ways in which they have worked to enhance their organization's capacity and effectiveness. As shown in the figure below, a greater percentage of Fellows worked "a lot" to increase the visibility of their organization followed by efforts to improve the quality of programs. Fewer Fellows worked "a lot" to increase access.



Some examples of improved capacity and effectiveness of organizations delivering FP/RH services follow:

In Ethiopia, a Fellow models provision of quality counseling services to clients. She listens attentively and encourages others to do the same. Respect for women is evident in the way everyone is treated at the clinic. In addition, she takes seriously the need to develop leadership other than her own so that when she is not at the clinic, she is confident that women continue to get quality services.

In Nigeria, two Fellows from the same organization expanded youth services to a new site by hiring younger staff, making the counseling set up within the organization more private, and utilizing materials that are more youth friendly. As a result of these changes in practice, this site has attracted a significantly higher number of youth clients as compared to their other sites.

In Mexico, Fellows worked with regional leaders and other key stakeholders in the public and private sectors to expand access of RH services to vulnerable and underserved populations.

Fellows encountered organizational challenges when they returned home. The most common challenges were skeptical attitudes of senior colleagues and resistance to change among staff.

"[What was] most challenging was the rigidity of the system which continues as it was and the narrowness of perspective being used by managers and leaders, but in my own way I continue to use every opportunity to persuade my colleagues about the usefulness and effectiveness of the approaches and skills learned at [the Gates Institute]." (Pakistan)

"[The biggest challenge] was to change the mindset of my colleagues about the possibilities of ways to achieve program objectives." (Pakistan)

Enhanced ability to leverage resources

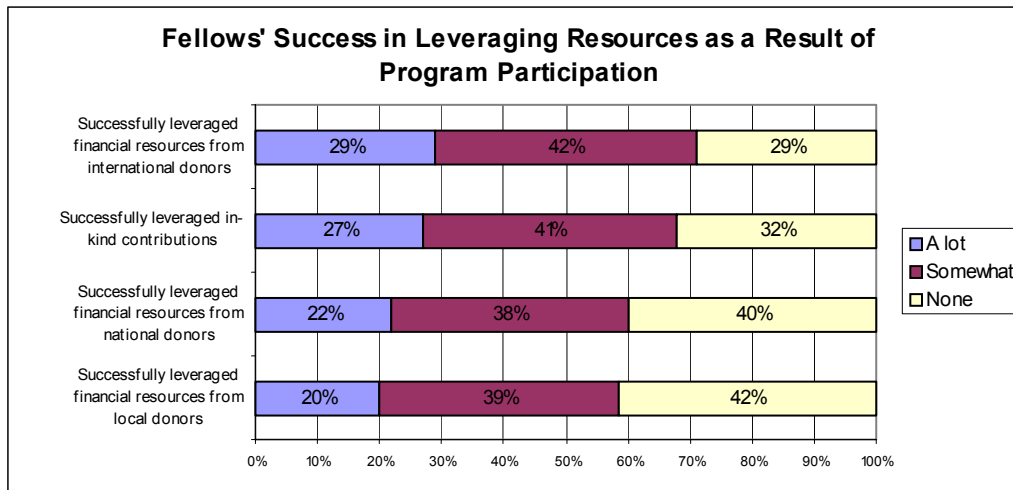
Lack of funding continues to be a major challenge in many developing countries.

"What is challenging with developing countries like ours is that we have so [many] 'good' and 'great' ideas in mind but we don't have much financial support to start [them] up. Our national government for some time [has] not [been] very supportive [towards] RH. Add on [to that] the Roman Catholic Church who has been one of the strongest opponents in this endeavor, [and you can see] this has served as a challenge for all of us here in the Philippines to continue to fight for what is best for our constituents." (Philippines)

In many countries, Fellows continue to rely on international donors for most of their FP/RH funding. In the competing priorities for limited national resources (and the widespread corruption in some countries), support for FP/RH has not fared well. While some of the leadership training programs covered fundraising as a topic (e.g., how to write proposals, where to look for funds, and the need to diversify funding sources), many Fellows wanted more training in this area.

As a result of being involved in the leadership program, 77% of Fellows reported taking more initiative to increase their funding partners. **However, of all of the ways in which Fellows were asked how their leadership abilities improved, the lowest percentage reported improvements in their ability to raise money (20% report "a lot" and 52% "somewhat"); a quarter reported no improvement.**

Still, 63% of Fellows were able to leverage resources which they attributed to their program participation. As shown in the figure below, Fellows were most successful leveraging resources from international donors (71% stated "a lot" or "somewhat") followed by national donors (60%) and local (59%) ones. About 68% of Fellows also report having leveraged in-kind resources as a result of their fellowship. Types of donated resources ranged from food, furniture, and equipment to reduced rent and free condoms.



Increased ability to raise money was one area where improvement correlated in a linear way with experience in the field. The longer fellows had been in the field the more successful they were at raising money.

The examples below show the variety of types of funding that Fellows have leveraged, and in some cases, the amounts.

A Fellow from India received a grant for a 5-year RH project from the Asian Development Bank for the Population Welfare Department for the Federally Administered Tribal area.

A Fellow from the Philippines successfully solicited funds and in-kind donations for FP/RH events and conferences from the Ford Foundation, AED-USAID, Catholic Relief Services, the Philippine National AIDS Council, and POPCOM Region 7.

A Fellow influenced a local chief executive to donate 300,000 pesos (\$5,357 US dollars) for reproductive health activities.

A Fellow convinced stakeholders and donors to support the training of nurses and physician assistants for obstetrical emergency care in Liberia.

We also learned of innovative ways in which Fellows and their organizations were generating resources.

In India, JANANI, uses a model combining social marketing and franchising methods to carry out its mission. It works with investors in communities who can become "shareholders" in health referral networks, with the goal to someday own a piece of the center. JANANI also contracts with the government for subsidized FP/RH materials (e.g., condoms and birth control pills) and gives

them to rural health workers who can make a small profit selling them in their local communities.

Youth clubs in Ethiopia are finding creative ways to combine income generation and dissemination of reproductive health messages. One club has established a barbershop and shows RH videos; another club has purchased a horse and cart to transport goods that has their logo and an RH message on the side.

Increased inter-organizational cooperation

As result of participating in the fellowship, over half the Fellows report that their organizations collaborate “a lot” more with other organizations than before.

Below we provide one example of inter-organizational cooperation that has been strengthened by participation in one of the leadership programs.

“[We have moved] into partnerships/networking with other NGOs [in order to make] our voices heard by [more people] and [to create] more impact. We realized that a 'critical mass' of RH advocates is needed in order to ensure that the fight for RH causes in the Philippines would reach more communities and constituents [that] we are serving. More importantly, our RH network (RHAN) has earned its respect as one of the lead advocates of RH in our country and much has been said in terms of its accomplishments in the field of RH.” (Philippines)

Systems Level Improvements

Most Fellows who participated in this evaluation project completed their program within the past 1-2 years. Given that short amount of time, we did not expect to detect large-scale systems change that could be closely linked with Fellows’ participation in these leadership programs. However, as part of our evaluation efforts, particularly during our in country visits, we asked Fellows about their involvement in efforts to scale up, improve, or have a systems level impact on FP/RH in their countries. Below we provide examples of such efforts and progress to date.

Improvements in FP/RH services

While the link between improvements in FP/RH services and participation in leadership programs cannot always be closely established, there are many examples of Fellows reporting how they used skills they learned, or relationships they developed, to have a positive impact on services beyond their own organization.

Expanding choices

In El Salvador, as a result of participating in one of the leadership programs, a Fellow worked with other key stakeholders to change the national health policy to give women access to emergency contraception. The pills are now available at Ministry health facilities and in pharmacies countrywide.

Expanding access

In Mexico, participation in the course has led to some outstanding examples of success in expanding access to youth friendly FP/RH services in Oaxaca, Chiapas, and the Yucatan in the public and private sectors due to the informal IFPLP, GLP, and LDM networks created between the local NGOs, the government services, and universities.

Scaling up services

A Gates Fellow from India scaled up his NGO's operation in Bihar, India. The organization expanded the number of villages with clinics, trained rural health practitioners who operate Titli (which means butterfly in Hindi) Centers to refer people to the clinic and to offer family planning counsel to villagers.

Increase in in-country leadership development capacity

Perhaps the largest, and most significant, impact of the leadership programs thus far is the development and dissemination of leadership curricula, and the institutionalization of FP/RH leadership training programs in many developing countries. It is highly unlikely that these efforts would have occurred on the same scale without investments in FP/RH leadership development. In this section, we describe efforts that appear to have the capacity to reach growing numbers of people within the country or regions of the country.

Adapting and disseminating FP/RH curriculum

Some of the Fellows have utilized what they learned to train others within their country. This includes step down trainings; and revising, adapting, developing, and disseminating curricula.

An Indian Fellow recently replicated the leadership training in two Indian states Jharkhand and Rajasthan.

A Sudanese Fellow is now the trainer for a Leadership Skills and Development component for all RH training programs in the country.

A Pakistani Fellow contributed to a revision of the Ministry's reproductive health curriculum.

A Nigerian Fellow received funds to translate the Islam and Reproductive Health training that he attended into the Hausa language so that it could be used among individuals who do not speak English.

Incorporating RH leadership training into degree programs

FP/RH leadership training is being integrated into various graduate and undergraduate level courses and degree programs. This both increases the number of individuals who will be exposed to the material and makes it more likely that programs will be sustained over time.

A Fellow in Nicaragua introduced a module on sexual and reproductive health into a diploma course and is training traditional doctors (shamans and health promoters) in reproductive health issues.

"After the course I have made several important changes in collaboration with colleagues and other university authorities. A new degree program has been developed and a MPH degree, which focuses on health planning and management, is also in progress. A strong collaboration between schools of public health in East Africa has also been established and I am the current president." (Tanzania)

In some cases, Fellows are integrating RH into training programs in other disciplines.

A Fellow who directs an NGO in Chiapas greatly expanded the organization's program in RH to work actively with local medical, health education, social work, and psychology students to implement RH youth leadership programs in collaboration with its agricultural programs. The organization is now a locally recognized leader in not only environmental issues but in RH.

Establishing in-country FP/RH leadership training programs

Large-scale in-country FP/RH leadership development efforts are under way in many countries, including Nigeria, Ghana, Malawi, Ethiopia, Indonesia, China, the Philippines, and Uganda. Many of these large-scale efforts have been initiated and supported by the Gates Institute whose financial resources and technical capacity has made this possible. A description of three country level FP/RH leadership training programs in Nigeria, Ethiopia, and China is available in Attachment I.

Changes in population policy, implementation, and allocation of resources

At a recent meeting of FP/RH leaders from four of the leadership programs, held in Addis Ababa Ethiopia, a discussion took place about what it would take to achieve breakthrough change in population, family planning, and reproductive health in developing countries. Leaders discussed progress they had made to pass domestic violence legislation in the Philippines, and the opportunity this provided to integrate family planning as part of the counseling process. They discussed the recent acquisition of a vacuum aspirator at a hospital in Nigeria, and the opportunity this created to educate and provide family planning for many more women than before.

Leaders were confident that what they were achieving would make a difference in the lives of families, although no one was sure whether these changes were “breakthroughs.” Many suspected that their governments would have to proactively support family planning and reproductive health for real breakthroughs to occur; others wondered whether the government could ever be an ally in these efforts.

Fellows have described a number of initiatives they have taken to influence population policy, implementation, and allocation of resources.

Leading policy change

A Pakistani Fellow provided the leadership necessary to develop and pass new policy guidelines for HIV/AIDS in Pakistan called the PSI/SMP HIV/AIDS Disease Prevention Strategy and Advocacy Statement.

In Mexico, LDM Fellows collaborated with key stakeholders to convince the Ministry of Health to implement a new policy regarding the reproductive rights of adolescents. The new policy formally recognizes the RH rights of adolescents, including their rights to information and services.

Leveraging resources

In Nigeria, one of the multi-sectoral IFPLP cohorts developed a plan during their training to reduce maternal mortality. Utilizing the seed money associated with their in country IFPLP plan, they successfully obtained a more significant grant from the Mac Arthur Foundation which allowed them to develop the Safe Motherhood Initiative, a nationwide approach to change family planning and delivery practices.

A PLP Fellow from Liberia developed a “life saving skills training” program for mid-level health workers. She taught midwives how to use a vacuum aspirator. Facing resistance she met with the Chief Medical Officer at the Ministry of Health and convinced the agency to allocate \$3 million dollars to pilot the training program.

Collaborating for policy change

An IFPLP Fellow in the Philippines linked a number of NGOs to advocate for a reproductive health care bill in the House and the inclusion of a budget for the procurement of contraceptive supplies in the city government.

A Gates Fellow and leader of the Child In Need Institute (CINI) in India was asked by the Government of India to mobilize the NGO sector to help set the agenda of Reproductive and Child Health (RCH). A \$2.2 billion dollar RCH program was launched with planning for a second phase currently underway.

In Ethiopia, leaders from the Ministry of Health, National Office of Population, Consortium of Reproductive Health Associations (CORHA), Pathfinder, USAID, and the Packard Foundation, many of whom have participated in leadership programs, have collaborated on an effort to raise awareness among parliamentarians about the reproductive health needs at the local level. Site visits were organized to take parliamentarians to visit community-based reproductive health activities, clinic based programs, outreach programs, market place programs, and adolescent reproductive health programs in three regions of the country. According to a key informant this advocacy effort contributed to passage of legislation to make female genital cutting illegal; led to softening of the language around abortion; increased recognition by parliamentarians that there was a contraceptive supply problem, not just a distribution problem; and enhanced awareness that woredas (districts) need to support FP/RH programs if they are going to be sustained.

Improvements in data collection and research capacity

One of the most visible efforts to enhance data collection and research capacity within countries is supported by the Gates Institute. One of their core strategies is to support the capacity of institutional partners within other countries to design and implement research projects. Learning from these projects is intended to improve the quality and effectiveness of leadership training, influence policy debates, and contribute to more effective service delivery and improved reproductive health outcomes. The Gates Institute currently collaborates with 10 universities and centers on research projects. Some of the research projects include:

- Factors that influence contraceptive choice among married women in rural China;
- The relationship between hormonal contraceptive use and HIV-1 infection in Rakai, Uganda;
- Evaluation of life saving skills related to different types of delivery in Nigeria;
- Quality of RH care in three states of India;
- Strategic Leadership Evaluation in Indonesia, China, and Uganda; and
- Impact of HIV Knowledge and Status on Fertility and Contraceptive Intentions in Malawi.

As a result of these programs, some Fellows in government positions are improving the capacity to collect and disseminate data that can inform policies and decision-making.

An LDM Fellow who headed a planning and finance department in a region of Ethiopia was matched with a four-week course offered by the East-West Center on "Communicating Health Research to Policymakers" in May-June, 2003. After the training he was more convinced than ever that he needed to succeed in persuading policymakers to take population issues seriously. He completed a booklet on "Development Indicators of the Amhara Region." Soon after the

release of the booklet, the Bureau's Population Team was upgraded to Department status.

Changing public attitudes towards FP/RH

Some of the Fellows are devising creative and innovative ways to change attitudes and beliefs about FP/RH within their communities.

Raising awareness

In China, a Fellow solicited support from UNFPA, UNAIDS and a latex factory (for 600,000 condoms) to launch a campaign to increase awareness regarding the reproductive health needs of youth in China. Over 3000 university students and 30 influential media professionals participated.

In Ethiopia, a Fellow initiated a family livelihood radio program to bring awareness to the number and spacing of children that people have. One of the significant innovations in this programming is "bringing children, wives, and husbands into dialogue to discuss the family's situation, their choices and the reasons for them." His commitment to creating programs with open and honest dialogue is designed to encourage and support families and communities to engage in dialogue about these issues rather than keeping them hidden.

Mobilizing opinion leaders

In Nigeria, many of the Fellows are working to engage religious leaders in dialogues about Islam and reproductive health through the use of one-on-one conversations and religious forums.

Training the media

An IFPLP Fellow from the Philippines received a grant to conduct a three year Leadership Course on RH for media practitioners in three regions of Visayas. So far they have trained 48 media practitioners.

Conclusion

Overall, we found substantial changes in attitude and behavior among individuals who participated in these six leadership programs. While there are some differences among programs in the outcomes that were documented, there were far more similarities than differences. Organizational level changes and interagency collaboration were less evident than individual changes. This is most likely due to the short time frame since Fellows have completed their programs, but may also reflect a lack of emphasis by the programs on organizational change. Fellows are seeking ways to engage their organizational colleagues in becoming more effective leaders, and in working together with them to improve organizational practice and culture. Peer convenings of alumni within countries may be used to support Fellows to share and address workplace challenges.

We have identified a number of ways that Fellows are working together to make systems level improvements. Given the short time since most Fellows have completed their programs, the level of positive progress in many countries is encouraging. It is important for programs and the Foundations to publicly recognize and celebrate the successes that have been achieved. One mechanism may be to create recognition awards that honor Fellows' achievements. These awards offer an opportunity to bring visibility and media attention to the work of Fellows and to encourage others to continue their efforts.

Recommendations for Increasing Program Impact

- **Use in-country peer learning forums to encourage Fellows to share organizational challenges and develop strategies for addressing them**
- **Establish country level awards programs to recognize and celebrate Fellows' success**

Implementing these recommendations requires the support of in-country leadership coordinators (for example, TSTs) who have a vision for how to accelerate program impact.

V Conclusion

The six leadership programs funded by the Gates and Packard Foundations have been highly successful at strengthening the commitment, confidence, and skills of FP/RH leaders. These leaders are using each other more as resources and working together collaboratively to improve the reproductive health situation of their communities and countries. In countries where there are institutionalized forums for working together across sectors, and flexible resources to support collaboration, even greater progress has been possible.

The growing strength and capacity of FP/RH leadership in many countries comes at a time when health care resources are shifting dramatically to fighting HIV-AIDS.²⁰ The influx of donor aid to combat HIV/AIDS is pulling health resources away from family planning and other reproductive health care needs. FP/RH leaders are being challenged to develop more integrated health strategies to enable communities and countries to meet multiple health care needs -- both needs that are deeply felt and those that are less urgent, but no less important for improving the quality of people's lives.

Global health, as the Gates Foundation has recognized, is multi-faceted; and therefore, requires an integrated approach. At the same time, a more integrated approach can often obscure pressing needs like FP/RH, if there are not strong advocates for it being an essential component of quality health services. Overlooking family planning is even more likely given the U.S. government's discomfort with providing any funds that are linked to family planning. The Gates Foundation has a unique opportunity to build on its investments in FP/RH leadership to expand and deepen collaborations with other health leaders in the areas of HIV/AIDS, maternal mortality, TB, and malaria, among others, so that an integrated approach to delivering quality health services can be implemented.

The Packard Foundation's emphasis on supporting FP/RH leadership programs to build a critical mass of leaders within a country through training, networking, and mentoring has successfully reached many established and emerging leaders. Nurturing and supporting this network of leaders with resources that are well-placed and well-timed will be key to long-term success. The capacity of both the TSTs and in-country leadership resources that have been developed by the leadership programs to initiate and respond effectively to emerging opportunities will contribute significantly to what can be achieved in the future.

²⁰ According to International Planned Parenthood Federation, from 1994-2001 funds for family planning fell 36.8 percent to \$356 million, while funding for HIV/AIDS grew 300 percent to \$587 million. "Africa's family-planning funding drought," The Christian Science Monitor, November 5, 2003.

Improving FP/RH outcomes will require an integrated strategy not only across health issues, but also at all levels of the health system including local communities, regions, countries, and globally. Both the Packard and the Gates Foundations bring unique, and complementary, assets to improving population, family planning, and reproductive health outcomes. There are areas where the strategies of both Foundations converge, e.g., the identification and support of established national leaders who have the capacity to mobilize resources and advocate for changes in policy; and there are areas where the Foundations' strategies are complementary. For instance, the Packard Foundation reaches deeply into communities to identify emerging and underrepresented leaders, and the Gates Foundation seeks to address global factors that perpetuate the brain drain and a global shortage of health care workers. By continuing to build on their shared commitment to reduce the rate of population growth, and improve reproductive health services, the potential for creating breakthrough change becomes more likely.

This evaluation has documented several promising funding strategies that are increasing the impact of the Foundations' investments.

Co-investment strategies increase the value of each Foundation's investment. The decision by the Gates and Packard Foundations to co-invest in two of the leadership programs has increased the value of the investment for both Foundations. As we mentioned earlier the cost of a program decreases with increasing numbers of participants since the design costs can be recovered across a wider range of participants. The decision to co-invest in the design and implementation of this evaluation increased the potential for learning about what program strategies are most effective at producing desired changes because there was an opportunity to look across six program models.

Synergy is created when Foundations align their leadership investments with their organizational grantmaking. Mobilizing multiple program resources to support leaders and their organizations strengthens their capacity to lead change.

Flexibility and access to resources close to where they will be spent are important for maximizing emerging opportunities. Packard TSTs, in particular Sahlu Haile in Ethiopia, have demonstrated what can be accomplished through the use of small funds to support collaborative work and convenings of Fellows within their countries.

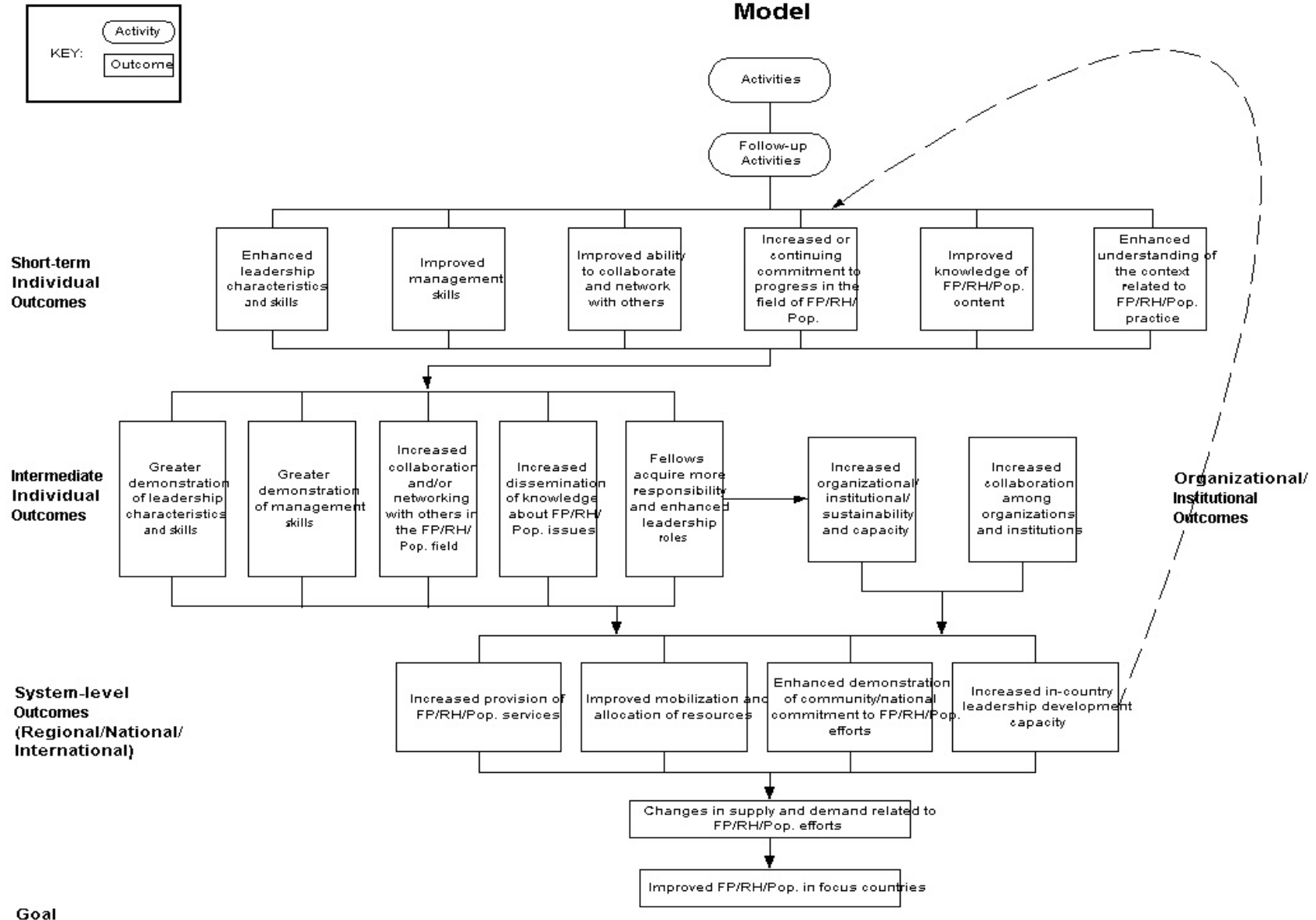
Effectively using the evaluation findings can increase the value of the investment. Evaluation findings provide both Foundations and all six programs with concrete suggestions for how they can better leverage their investments. When Foundations and programs can use findings effectively they increase the likelihood that the resources they invest will be well-spent.

Developing program budget guidelines to increase awareness of where resources are being invested. There is significant potential for Foundations to use budgeting guidelines to make programs more aware of where their resources are being spent, and give the Foundations better knowledge about how they are investing their resources. Some costs that we think programs might be asked to differentiate in their budgets include how much money is being spent in-country vs. in the U.S., and what it costs to deliver various program components, such as convenings, mentoring, training, etc.

By identifying and supporting a critical mass of leaders, leadership programs have accelerated the possibility for more rapid changes in FP/RH. While change has been slow to happen in most countries, especially in Africa and Asia, there have been significant increases in FP/RH leadership, resources, and programs that have significant potential to transform the lives of vulnerable populations in developing countries. Further considering what the strategic opportunities for change are, who needs to be selected, and how individuals and collaborations can be effectively supported will accelerate change. The next phase of leadership investment needs to focus on generating and sustaining more leadership with less intensive individual investment; providing opportunities for leaders to share and learn more from each other within their countries and across national boundaries; strengthening advocacy efforts for progressive reproductive health policies and their implementation; and mobilizing more resources for collective action. With continued investment, significant changes are expected to occur within the next three to five years.

Attachment A

Leadership Development Theory of Change Model



ATTACHMENT B – Priority Outcomes and Indicators Population Leadership Development Evaluation

Priority Outcomes and Indicators

Short-term Individual Level

ST1: Enhanced leadership characteristics and skills

- Fellows have an improved ability to articulate a vision for themselves and their organizations
- Fellows have an improved ability to inspire others
- Fellows are more willing/likely to take risks, when appropriate
- Fellows have improved public speaking skills

ST2: Improved management skills

- Fellows have improved ability to carry out strategic planning
- Fellows have improved evaluation skills
- Fellows have a greater ability to analyze the funding landscape

ST3: Improved ability to collaborate and network with others

- Fellows can develop specific plans for future collaboration

ST4: Increased or continuing commitment to progress in the field of FP/RH/Pop

- Fellows continue appropriate FP/RH/Pop work relevant to a priority geographic region following leadership training

ST5: Improved knowledge of FP/RH/Pop content

- Fellows have increased knowledge regarding FP/RH technologies

ST6: Enhanced understanding of the context related to FP/RH/Pop practice

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- Increased understanding of the determinants of health, including the effects of the external factors that affect FP/RH/Pop practice

Intermediate Individual Level

INT1: Greater demonstration of leadership characteristics and skills

- Fellows are viewed as leaders within the community, region, or field in which they work
- Fellows are viewed as having the ability to create or convey a shared vision for their organization
- Fellows demonstrate persistence in dealing with challenges or barriers
- Fellows demonstrate the ability to promote controversial issues

INT2: Increased collaboration and/or networking with others in the FP/RH/Pop field

- Increased number/type and quality of collaborative networks involving fellows
- Fellows are involved in and/or establish more collaborative projects

INT3: Fellows acquire more responsibility and enhanced leadership roles

- Increased number of fellows who make strategic career moves within and among organizations to further their intended FP/RH/Pop work
- Increased participation on boards, task forces, commissions, etc.

INT4: Increased dissemination of knowledge about FP/RH/Pop issues

- Increased number or percent of fellows who become mentors to own staff or others

INT5: Greater demonstration of management skills

- Fellows demonstrate increased ability to direct or initiate a strategic planning process

Organizational Level

ORG1: Increased organizational or institutional capacity and sustainability

- Organizations have an enhanced reputation and visibility in the RP/RH/Pop field
- Organizations create new services when needed
- Organizations maintain a diverse funding base
- Organizations offer higher quality programs and services

ORG2: Increased collaboration among organizations and institutions

- Increased number/monetary amount of collaborative projects funded and implemented

System Level

SYS1: Improved allocation and mobilization of resources

- Percent of total GNP spending for FP/RH/Pop services from donor sources/gifts, government allocations, and private consumption spending
- Percent of reproductive health spending per “fertile woman” (i.e., women between ages 15-44)
- Greater distribution of funding from urban to rural FP/RH/Pop programs
- Percent of contraceptive commodities need met by governmental spending

SYS2: Increased provision of FP/RH/Pop services

- Increased number of service delivery points (e.g., clinics, centers, etc.)
- Increased number of sites providing post-abortion care

SYS3: Enhanced demonstration of community/national commitment to FP/RH/Pop efforts

- More in-kind support for local programs (e.g., increased contributions to services, donated clinic space, donated equipment, etc.)

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- Increased local monetary donations to service programs
 - “Progressive” major legislation in the area of FP/RH/Pop
 - More favorable public opinion about FP/RH issues

SYS4: Increased in-country leadership development capacity

- Increased recognition that particular institutes are playing an effective role in developing FP/RH/Pop leaders
- Greater number of programs/institutions integrate leadership development into their training efforts (both pre-service and in-service training efforts)

SYS5: Changes in the supply and demand related to FP/RH/Pop efforts

- Increased contraceptive prevalence rate
- Reduced unmet need
- Reduced unwanted fertility rate
- Expanded variety of choices for contraceptive use

Prepared by the Evaluation Forum

Attachment C

Conceptualizing leadership and systems change

How does breakthrough systems change occur? What factors contribute to the change process? What is the role of leadership development? These are questions that leaders, leadership program staff, and FP/RH leaders are all asking. In what follows, we discuss how leading thinkers in the field of leadership and systems change have answered these questions.

Malcolm Gladwell described how ideas and innovations spread in his book *The Tipping Point*.¹ Using the metaphor of an epidemic, Gladwell contends that there comes a point where “the unexpected becomes expected, where radical change becomes more than a possibility. It is, contrary to all our expectations – a certainty.” Gladwell describes three factors that contribute to an epidemic: (1) the presence of certain types of people whom he calls connectors, mavens, and salesmen, (2) the “contagiousness” of the message, and (3) the context or environment that influences how quickly the innovation or idea will spread.

While Gladwell does not discuss intentional efforts to intervene in this process, David Bornstein in his book, *How To Change the World: Social Entrepreneurs and the Power of New Ideas*, describes how Ashoka: Public Innovators for Change selects social entrepreneurs and supports these entrepreneurs to scale up their ideas to achieve breakthrough results.² According to Bornstein ideas need

“champions – obsessive people who have the skill, motivation, energy, and bullheadedness to do whatever is necessary to move them forward: to persuade, inspire, seduce, cajole, enlighten, touch hearts, alleviate fears, shift perceptions, articulate meanings, and artfully maneuver them through systems.”

In fact, champions often have a profound effect on transforming the system. Donella Meadows, author and founder of the Sustainability Institute reflects, “I have watched in wonder as a new leader ... comes in, enunciates a new goal, and swings hundreds or thousands or millions of perfectly intelligent, rational people off in a new direction.”³

¹Malcolm Gladwell, *The Tipping Point: How Little Things Can Make a Big Difference*, Boston: Little Brown and Company, 2000.

² David Bornstein, *How to Change the World: Social Entrepreneurs and the Power of New Ideas*, Oxford: Oxford University Press, 2004.

³ Donella Meadows, “Leverage Points: Places to Intervene in a System,” Sustainability Institute, 1999.

Identifying and cultivating champions is critical to the change process; however, it is not the only leverage point.

There is a theory of change about how innovations occur, and how to support them to spread, that is grounded in the self-organizing principles of complex systems. Stephen Johnson in his book *Emergence: The Connected Lives of Ants, Brains, Cities, and Software*, calls this process “emergence.”⁴ Multiple agents interact following local rules. These local interactions result in a “higher-level pattern arising out of parallel complex interactions between local agents” (Johnson, 2001:19). Forms of emergent behavior are not static; they grow smarter over time responding to the specific and changing needs of the environment. In other words, they adapt. Change does not require a pacemaker, a champion, or a maven. Rather it requires “encouraging the clusters that generate the best ideas.” Johnson goes on, “the vision for the future comes from below out of the ever-shifting alliances of smaller groups.”

In this view, diversity is extremely important. Margaret Wheatley, author and president of a global leadership foundation reflects, “if, as leaders, we fail to encourage unique and diverse ways of doing things, we destroy the entire system’s capacity to adapt. We need people experimenting with many different ways.”⁵ Wheatley goes further to suggest that diversity is in fact the path to unity. She acknowledges the paradox but concludes that if we are “willing to listen eagerly for diverse interpretations, we discover that our differing perceptions originate from a unifying center. As we become aware of this unity in diversity, it changes our relationships for the better. We recognize that through our diversity we share a dream. Then, magical things happen to our relationships. We open to each other ... People step forward to work together.”

The emphasis in this theory of change is not individuals but collectives, or “communities of practice.” Communities of practice are important because learning occurs in community. In fact, learning occurs rapidly in communities when that learning will help people improve their lives.⁶ People seek out those who have the knowledge and experience they need. As people find each other and exchange ideas, good relationships develop and a community forms. This community becomes a rich marketplace where knowledge and experience are shared. It also becomes an incubator where

⁴ Steven Johnson, *Emergence: The Connected Lives of Ants, Brains, Cities, and Software*, New York: Scribner, 2001.

⁵ Margaret Wheatley, “Innovation Means Relying on Everyone’s Creativity, *Leader to Leader*. Spring, 2001.

⁶ This is evident from both Paolo Freire’s work on critical education and the work of Etienne Wenger on communities of practice.

new knowledge, skills, and competencies develop.”⁷ Some of these communities will unleash the resources and ideas that will bring about breakthrough change if they have a nurturing environment, if they are selected to survive. According to Donella Meadows, “the selection mechanism can be whatever the market will reward or whatever governments and foundations will fund or whatever meets human needs or solves an immediate problem.”

One of the most powerful leverage points for systems change is “shifting the mindset or paradigm out of which the system itself arises.” Paradigms are the deepest beliefs that people share about how the world works. When people manage “to intervene in systems at the level of paradigm [they] have hit a leverage point that totally transforms systems.”

Leaders, the programs that are supporting them, and the foundations that are funding them, are ultimately looking to profoundly shift the system’s paradigm. This process, at times, is slow, but there is, according to Donella Meadows, a deliberate strategy for achieving this shift.

“In a nutshell, you keep pointing at the anomalies and failures in the old paradigm, you keep speaking louder and with assurance from the new one, you insert people with the new paradigm in places of public visibility and power. You don’t waste time with reactionaries; rather you work with active change agents and with the vast middle ground of people who are open-minded.”

This is the work of leaders.

⁷ Margaret Wheatley, “Supporting Pioneering Leaders as Communities of Practice: How to Rapidly Develop New Leaders in Great Numbers,” The Berkana Institute, 2002.

Attachment D

Methodology

Data Collection

We used the following data collection approaches in assessing each leadership program and learning about intermediate level program outcomes: surveys, focus groups, interviews, participant observation, and review of written materials. We focused more intensive evaluation efforts on four countries: Ethiopia, India, Mexico and Nigeria. These countries were chosen, in consultation with the Packard and Gates Foundations. Factors that led to these choices include the large number of fellows located in these countries, representation of the different leadership programs, and geographic diversity. Members of the evaluation team (each focusing on one country) conducted two in-person site visits to each focus country during the evaluation. Data was collected over a 16-month period from June 2003 through September 2004. Some types of data collection were staggered over time. As a result, we may have missed certain aspects of program evolution or impacts that occurred as a result of follow-up activities we were not aware of. A complete list of all evaluation activities may be found in Attachment E.

Surveys

Our evaluation plan included the development, field-testing, and dissemination of a survey to all locatable leadership program participants who had completed their program as of October 31, 2003.¹ We define locatable as leadership participants who had a working e-mail address and/or were located in Pakistan, the Philippines or in one of our four evaluation focus countries. Based on these criteria sixty-seven percent of all fellows were locatable.

In the six countries where we focused our efforts, we collaborated with in country consultants who worked to locate fellows whose contact information had changed, as well as distribute and collect surveys through multiple mechanisms including phone, e-mail, mail, and/or in person.

Survey Development

The survey questions asked about job responsibilities and employment, including changes that have occurred as a result of participating in the leadership programs; improved networking and collaboration; ability to leverage financial resources; changes in organizational culture; leadership accomplishments and challenges; on-

¹ At the request of in-country LDM coordinators and IFPLP staff, we extended our original time period (August 2003) by two months (through October 31, 2003) to accommodate a large number of LDM fellows who participated in trainings during the early fall of 2003, and to accommodate the IFPLP Latin American October 2002-2003 cohort.

going connections with program participants; and recommendations for improving the program. Each survey was tailored, asking some specific questions related to that program, but the vast majority of questions were the same. We developed the surveys to explore the priority outcomes and indicators that were identified for the Population Leadership Development Evaluation through work facilitated by the Evaluation Forum (see Attachment B).

Three surveys were translated into Spanish: IFPLP, GLP, and LDM. Before finalizing the survey, we conducted extensive pilot testing of the survey in English and Spanish among fellows and staff from each of the leadership programs. Based on the input we received, we made minor modifications including shortening the survey and changing the wording and format of some of the questions. We did not ask fellows who participated in the pilot process to complete another survey. As a result, for some questions, we have a smaller percentage of total fellows responding.

Survey Administration

Our survey administration, including pilot testing, took place from July 2003 through September 2004. Our survey collection strategy for each country and program was based on logistics (e.g., contextual challenges), country visits, best practice methods of survey dissemination, relationships, events in each country, and our face-to-face access to the alumni of the various programs. Based on these factors, along with our discussion with staff from each of the leadership programs, we decided to use a two-pronged approach to survey dissemination. We contacted fellows via: (1) email, and (2) personal contact, as possible. Mail and phone had not proven to be the most effective option with the exception of calls conducted within country during site visits and those made by in country consultants (e.g., Pathfinder staff).

Fellows could respond online or by completing the survey which was attached as a word document. We used an on-line survey tool (Survey Monkey) to help with email and web-based survey dissemination. In the e-mail, we asked fellows to tell us if they preferred to receive the survey by another method (e.g., by mail or phone).

We contacted participants by using the database the Institute of International Education compiled of all program participants. This information was cross-referenced with information provided directly from the programs. If the contact information was incorrect, we made attempts to obtain information by contacting program directors and staff directly or others as relevant (e.g., in country contacts). The evaluation team made three attempts to contact all fellows requesting their participation in the survey process.

For all fellows, we utilized our working relationships/collaboration with Pathfinder offices and in country consultants to disseminate and collect surveys in person in our focus countries. This included utilizing relationships established by the

evaluation team during their visits to focus countries, and each evaluation team member's personal appeal to individuals they met to request their survey participation. When possible, we attended program sessions, alumni meetings, and conferences attended by fellows to collect and disseminate the surveys.

For the other countries, we made less intensive efforts to work with in-country Pathfinder staff, LDM coordinators, and relationships established by the evaluation team with select fellows (e.g., with Gates fellows in China, Indonesia and Uganda and a colleague of IFLPLP fellows in Madagascar) for survey dissemination and administration. The exception is the Philippines, Mexico and Pakistan in which we hired consultants to help us with survey work. We chose these three countries because of their high number of fellows.

Survey Response Rates

Based on logistical challenges and the complexity of the evaluation, our goal was to collect as many surveys as we could, based on the following minimum benchmarks:

- 50% return from locatable fellows within each focus country
- 50% return from locatable fellows in the LDM, IFPLP, and PLP programs

Because of the large number of GLP fellows and Gates fellows across many countries, and the limited availability of fellows' gatherings or in country consultants to aid survey efforts, our goals for GLP and Gates fellows were much more conservative:

- 25% return from locatable Gates fellows within each focus country
- 25% return from locatable GLP fellows within each focus country

At the time of data collection, the VLP was relatively new and the first cohort of fellows had not completed their program. Since the evaluation focuses on intermediate outcomes, we excluded VLP fellows from the survey process. We did, however, collect information from them through focus groups (see next section below).

Below we provide the response rates for each program and evaluation focus country. In total, we received 424 surveys from 967 locatable Fellows in one of the leadership programs for an overall response rate of 44%. Fellows were deemed locatable if they:

- had a working email address,
- were located in Ethiopia, Pakistan, Philippines, Nigeria, Mexico, or India, and/or
- participated in either the PLP or IFPLP-Latin America program.

Summary of Completed Surveys by Program

Program	Total # of Fellows	Total # of Locatable Fellows	Surveys Completed	% Of Surveys Completed by Locatable Fellows
PLP	33	33	28	86%
IFPLP	197	196	98	50%
LDM	258	250	164	66%
Gates Institute	155	92	41	45%
GLP	791	396	93	23%
TOTAL	1434	967	424	44%

The following chart shows the number of surveys we have received for each evaluation focus country.

COUNTRY	Total of Program Participants	Total Surveys Received	Total Percentage of Surveys Received
Ethiopia	60	40	67%
India	95	49	52%
Mexico	98	66	67%
Nigeria	82	58	71%
TOTAL	335	213	64%

Focus groups

As we referenced in our interim report, focus groups were originally included as a minor element of our data collection strategy. In the course of conducting the evaluation, focus groups emerged as a more significant component. Focus groups: (1) enabled us to gather more in-depth information about impact, and to benefit from interactive discussion among participants; (2) provided a targeted opportunity for disseminating and collecting surveys; (3) allowed us to engage program participants in the process of identifying and testing the validity of benchmarks for the summative evaluation; and (4) provided program participants with a networking and sharing opportunity.

We conducted more than a dozen focus groups with program staff or leadership participants. As mentioned above, we conducted focus groups with VLP fellows to gain some preliminary information about the implementation and impact of the program. This was done during our second in country visits in India, Nigeria and Ethiopia, three of the four countries where the VLP is located.² In these focus groups, VLP participants were asked about the impact of the leadership program on

² The other country is Sudan.

them and their organizations, changes in their work, challenges and needed supports, new and strengthened networks and collaborations, and ways to improve the program.

We also took advantage of a number of other gatherings to conduct focus groups. During the LDM in country coordinators annual meeting in August 2003, we conducted a focus group with participants to find out more about their in country experiences and reflections on the LDM program including program implementation, selection and matching processes, and cohort building activities. We also attended a number of meetings in which we were able to gather leadership participants to talk about their program experiences, including LDM in country gatherings in Ethiopia, India, Nigeria, and Mexico. Focus groups are listed in Attachment E.

Interviews

An in-person interview was conducted with key staff from each of one of the six leadership programs. In these interviews, we asked about recruitment and selection, program curriculum, follow-up activities, evaluation, and collaboration among programs. These interviews took place throughout the evaluation period.

Within each focus country, evaluation team members interviewed program participants, one to three peers and/or supervisors who work with each interviewed program participant; foundation and program staff located within focus countries, and key informants.

Prior to focus country visits, each member of the evaluation team developed a sampling strategy based on an assessment of whom they have talked with to date, the opportunities that emerged, and a thorough review of the potential candidates based on the IIE database. We also took into account a number of other considerations such as opportunities to interview program participants face-to-face at the meetings we attended and travel distance and logistical challenges related to the locations of potential interviewees.

For program participant interviews, we utilized the following selection criteria to ensure a good representation:

- Each of the programs represented in a country;
- Representatives from different sectors (e.g., NGO, government, and academic);
- Gender;
- Emerging and established leaders; and
- Diversity of location, including both urban and more rural (based on feasibility around travel logistics).

In a few instances, there were multiple individuals within an organization who had participated in various leadership programs. This offered a unique opportunity to interview more than one fellow within an organization to learn about the

contributions and synergies that occurred by having multiple individuals within one agency attend leadership programs.

Program participants were asked about the impact of participation on their leadership and career development, mentoring, organizational changes, networking and collaboration and potential system levels indicators of FP/RH work.

For each program participant whom we interviewed, where possible, we chose one person from the participant's organization, and one person external to the organization with whom the program participant had collaborated. We asked these individuals about the fellow, how they knew them and in what context, and the ways in which they thought the fellow had been impacted by their program participation.

We conducted interviews (via phone and in person) with country program coordinators for LDM, VLP, and GLP as well as members of the Packard Technical Support Teams. We asked these individuals about their perspective on the programs and country context, and the challenges and opportunities of building in country leadership capacity. We asked key informants the same type of questions. We define key informants as individuals within the focus country who can comment on FP/RH efforts in the country, the history and context in which this work is taking place, and the Packard/Gates Leadership programs.

Participant observation

We sought, wherever possible, and within the financial constraints of this project, to take advantage of gatherings of program participants to both observe program activities in action as well as utilize the opportunity for survey and focus group administration. In our focus countries, participant observation included such activities as attending convenings of LDM fellows and leadership trainings sponsored by the Gates Institute. Other activities in which we were able to participate included fellows' convenings such as the PLP annual alumni meeting in Mexico in Ethiopia, the Latin American IFPLP annual meeting in Nicaragua, and the cross-program convening in Ethiopia (July 2004). Other related activities included attendance at the Asian Reproductive Health Conference in Bangkok in October 2003.

Review of program-related materials

To learn more about each of the leadership programs we asked for relevant program materials to review. These included program descriptions and plans, copies of training curriculum, and foundation and evaluation reports. Within focus countries, we also gathered materials that included documents that gave us a better idea of the context in which FP/RH work takes place. Types of program documents included: copies of FP/RH policies and implementation plans, the results of national FP/RH surveys and descriptions of other FP/RH work taking place within country.

Analyses

All survey data was entered into SPSS for data analysis. For quantitative data, we ran frequencies and means for the aggregate data as well as for each program and focus country. We also conducted bivariate analyses to assess differences among programs and countries. In some cases, we looked at additional differences such as reported success of leveraging funds as a result of program participation based on years of experience in the FP/RH field.

We analyzed qualitative data from the surveys, focus groups, and interviews in a number of ways. For each focus country, we identified key themes that emerged. We did the same for programs. This usually took place in an iterative process. For example, during our first site visits to focus countries we collected and analyzed an initial set of data which then informed our data collection efforts during our second trip. We also came together as an evaluation team a number of times during the evaluation, to discuss our analyses to date and come to group consensus about findings within our focus countries as well as the other countries in which program participants reside and work. Since these methods were based on self-report, when assessing impact, we looked for more than one source of information (e.g., from the fellow as well as a collaborator).

Below we summarize the demographics of the survey respondents:

- 47% under 40 years old, 53% over 40 years old
- 90% are ages 30 years or above
- 55% female, 45% male
- 98% have college experience or greater, 68% of these have a masters degree or above (17% MDs)
- 55% have worked in the field between 3-10 years, 41% have worked in the field 11 years or more
- 53% of fellows are focusing on either the national or international level with their work focus
- 49% work in NGOs, with 26% in MOH or other government agencies.

System Level Data and Benchmarks

We tested the system level outcomes that were identified in Attachment B with leadership program participants, and with key informants we interviewed. We wanted to better understand how change in reproductive health access and quality is occurring over time within country contexts, and what benchmarks might best indicate positive change. In addition, we paid close attention to capturing how contextual factors influence which indicators are most appropriate to track in which countries. We have included much of our learning about systems level benchmarks in our summative evaluation document.

Program assessments

During our evaluation, we focused on assessing each of the six leadership programs. Our assessment included an analysis of each program's recruitment and selection process, program design, post fellowship activities, internal evaluation, peer learning supports, and alignment of program activities with desired outcomes. Upon completion of our initial assessments, we prepared program memos about each of the six leadership programs. These memos were intended to accomplish the following:

- Provide the leadership programs and the Gates and Packard Foundations with an external assessment of the program;
- Provide an independent assessment of the internal evaluation findings of each program, reinforce the lessons that have been learned through these processes, and identify additional program enhancements suggested by the external review process;
- Provide some initial findings about intermediate term program impacts;
- Assess and strengthen the learning strategies of the internal evaluation process;
- Analyze the alignment of program activities and anticipated outcomes; and
- Offer perspectives from the broader field of leadership development and facilitate the exchange of lessons among the six leadership programs; and
- Deepen our collective understanding of benchmarks for measuring family planning/reproductive health (FP/RH) progress in the summative evaluation.

Attachments E through I

If you are interested in any of these attachments please contact Claire Reinelt at 510-238-9080 or by email (Claire at [leadershiplearning.org](mailto:Claire@leadershiplearning.org)).