Stocktake of the gender mainstreaming capacity of Pacific Island governments

- Samoa -

Stocktake of the gender mainstreaming capacity of Pacific Island governments
SAMOA

Secretariat of the Pacific Community,

Noumea, New Caledonia

2015

TABLE OF CONTENTS

Acknowledgements

Many people contributed to the oversight, research and writing of this report.

We wish to particularly acknowledge the Government of Samoa for its interest in taking part in the stocktake, and for the open and constructive participation of so many of its people in the planning, research and validation stages of the exercise. The openness of a government to institutional review and analysis, and its willingness to implement change based on that analysis, are critical first steps in improved governance and more effective sustainable development. This in turn benefits the country and its citizens. Similarly, we wish to acknowledge the members of civil society, donors and development partners based in Samoa who participated in interviews and focus group discussions. Their insights have added depth and important context to this exercise.

Our sincere thanks go to all of these people and agencies.

Secretariat of the Pacific Community

Foreword

The Samoan Government has committed to gender equality through the enactment of national legislation, through developing specific policies and through programme implementation. Samoa is a signatory to a range of international and regional commitments, such as the Convention on the Elimination of all forms of Discrimination against Women (CEDAW), the 1995 United Nations Beijing Platform for Action, the Commonwealth Plan of Action for Gender Equality, the Revised Pacific Platform on Advancement of Women and Gender Equality, and the Millennium Development Goals. These commitments are premised on the belief and understanding that gender equality goes hand-in-hand with sustainable national development.

The practical implementation of gender mainstreaming is integral to the achievement of these commitments. The Government of Samoa recognises that gender equality cannot be achieved by the Ministry for Women alone. This work is long term, and requires a 'whole of government' approach. It is a strategy that the Government of Samoa believes will make a difference, which is why we decided to undertake a stocktake of our government's capacity to mainstream gender.

This stocktake is not an evaluation of the government's work in addressing gender inequality or its specific efforts at mainstreaming. Rather, it analyses the extent to which there is an enabling environment for such mainstreaming to take place. It is equally important to note that this stocktake report is a snapshot in time, and the situation is constantly evolving.

We recognise the report's limitations, due to the relatively short time frame for undertaking the exercise, including the availability of respondents and the variation in their knowledge and seniority. Nonetheless, the stocktake provides valuable insight into the status of the current enabling environment for gender mainstreaming within the Government of Samoa. Facilitating and ensuring the sustainability of gender mainstreaming will require continued attention to the enabling environment, so that progress can be monitored, lessons that are learned can be integrated into long-term plans, and awareness can be raised about gender equality as a development consideration.

We also recognise the need for a more coordinated and strategic approach to addressing gender mainstreaming, not just by government but by all development partners collaborating with the Government of Samoa, whether in relation to health, technology, or transport and infrastructure programming.

I take this opportunity to call on donors and development partners to ensure that gender analysis is integrated in all projects and programming, and that they disseminate such analysis, and help to raise awareness about gender mainstreaming.

We hope you find this stocktake report an interesting and useful resource.

Soifua,

Hon. Tolofuaivalelei Falemoe Leiataua

Minister for Women, Community and Social Development

List of abbreviations

BPA	Beijing Platform for Action
CEDAW	*Convention on the Elimination of All Forms of Discrimination against Women*
CRPD	*Convention on the Rights of Persons with Disabilities*
CRC	*Convention on the Rights of the Child*
CBD	*Convention on Biodiversity*
CSO	civil society organisation
MDGs	Millennium Development Goals
MWSCD	Ministry of Women, Community and Social Development
NWM	national women's machinery
NGO	non-governmental organisation
PIFS	Pacific Islands Forum Secretariat
PSC/PSO	Public Service Commission/Public Service Office
RRRT	(Pacific) Regional Rights Resource Team
SDS	Strategy for the Development of Samoa (2012 – 2016)
SPC	Secretariat of the Pacific Community
UNCEDAW	*United Nations Convention on the Elimination of All Forms of Discrimination against Women*
UNDP	United Nations Development Programme
UNFCCC	*United Nations Framework Convention on Climate Change*
UNWomen	United Nations Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Report

INTRODUCTION

It is now widely recognized that development and governance processes will not be effective or sustainable until women and men participate in and benefit from such processes on a basis of both formal and substantive equality. While significant progress has been witnessed in many areas, challenges remain where women continue to be under-represented in governance and development processes, and experience discrimination and diminished opportunity in virtually all development sectors. Despite a wide range of commitments that Pacific Island governments have made to achieving equality between men and women, women's perspectives and contributions continue in many cases to be on the periphery of development and governance dialogue.

'Mainstreaming' a gender perspective across all development sectors and integrating gender equality into governance initiatives was universally recognised in 1995 at the Fourth World Conference on Women held in Beijing, China as a critical strategy for achieving government commitments to gender equality and sustainable development. The Beijing Platform for Action (BPA) states that:

> Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that, before decisions are taken, an analysis is made of the effects on women and men, respectively (UN Women 1995: para 202).

Gender mainstreaming was also recognized in the BPA as key to ensuring the enjoyment of human rights (ibid. para 229). The overarching objective of gender mainstreaming should thus be to ensure that all development processes proactively contribute to achieving gender equality.

Definition of gender mainstreaming

...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

(ECOSOC 1997)

The committee tasked with monitoring implementation of the *United Nations Convention on the Elimination of All forms of Discrimination against Women* (UNCEDAW), which is the principle international human rights treaty that defines and firmly embeds equality of women and men as a core element of the international legal order, and which has been ratified by 97 per cent of UN member countries, has explicitly called on States Parties to adopt a policy of gender mainstreaming as a strategy for achieving gender equality. For all Pacific Island countries and territories that have undergone an examination before the CEDAW Committee, the committee has either commended existing efforts at

gender mainstreaming (where such efforts were actively in place) or, more commonly, urged the State Party to develop or strengthen its gender mainstreaming policies and capacity where they were absent or insufficient (UNCEDAW 2007). Linked with this are the committee's recommendations to strengthen the government machinery for gender equality (national women's machinery – NWM) with adequate human, financial and technical resources and the authority and decision-making powers that are necessary for them to coordinate and work effectively for the promotion of gender equality and gender mainstreaming.

1. Objectives and methodology

While gender mainstreaming gained significant momentum in the Pacific in the lead up to and early years following the Beijing Conference, perceptions are that the momentum was not maintained and that national governments have limited capacity to systematically integrate gender perspectives, according to the provisions of CEDAW, into development processes. Without this capacity, Pacific Island countries and territories (PICTs) will not be able to achieve national, regional and international commitments to gender equality.

This stocktake was designed to determine the *extent to which capacity for effective gender mainstreaming exists in national governments, and to identify potential areas of strategic intervention to strengthen such capacity.*

It is an initiative of the Secretariat of the Pacific Community (SPC), in collaboration with national governments and with support from the Australian Government. It is being carried out in phases throughout the Pacific region in response to a call from Pacific Island ministers responsible for gender equality and the advancement of women. It is their hope that the stocktake will *provide guidance to strategically strengthen the institutional capacity of governments to mainstream gender and realize their international commitments to equality between women and men.*

The underlying premise of the stocktake is that national women's machineries (NWMs) are key catalysts for the mainstreaming of gender and women's human rights *but they are not the sole agency responsible for achieving it*. To be effective, NWMs need both strong internal capacity and a wider government structure that is supportive of gender equality and mainstreaming. That wider structure must include a strong legal and policy framework, supportive of gender equality and mainstreaming; genuine government commitment; a supportive organizational culture; clear accountability mechanisms; strong technical capacity; and adequate resources — in short, an enabling environment (see Box 1).

SPC's initiative is thus designed firstly to take stock of that enabling environment, and secondly to collaborate with national governments and other development partners in the design and implementation of concrete, evidence-based strategies for enhancing it.

The stocktake does not evaluate the work of government or specific efforts at mainstreaming; rather it simply *identifies* the degree to which there is an enabling environment for mainstreaming to take place.

The Samoa stocktake process involved desk research combined with in-country structured interviews and focus group discussions. The in-country research was undertaken in September 2013.[1]Semi-structured interviews and/or tailored discussions were conducted with 21 offices in a range of ministries and divisions of which 16 offices provided substantive sets of information that have been analyzed for the stocktake. These interviews covered both central and line ministries. Informants were senior government officials, including chief executive officers (CEOs), assistant CEOs or their representatives with direct responsibility for policy development and programme implementation in their respective ministries. In total, ten men and nineteen women were interviewed. In addition, focus group discussions were held with civil society and development partner representatives. Finally, in-depth discussions took place with staff of the Division for Women and the Division for Policy and Planning in the Ministry of Women, Community and Social Development about issues of gender mainstreaming in government and the divisions' technical capacity to promote it. Appendix 1contains a list of offices and organizations interviewed or consulted.

As with all research projects, the stocktake methodology has limitations. These include the rapid appraisal nature of the exercise, the dependence on national government selection processes for respondents and the variation in knowledge and seniority of respondents. In addition, not all respondents answered all questions. These factors can result in gaps of information in the stocktake. To compensate for and try to minimize these gaps, the draft report is circulated to government for review prior to finalization and formal discussion. The stocktake is a snapshot in time and information will inevitably evolve.

Despite the limitations, the stocktake provides valuable insight into the status of the current enabling environment for gender mainstreaming. Facilitating and ensuring sustainability of gender mainstreaming will require continued attention to the enabling environment so that progress can be monitored, lessons learned can be integrated into long term plans, and the general level of awareness about gender equality as a development consideration can be raised.

---

[1]Stocktake interviews in-country were carried out over ten days.

Box 1.

Enabling environment requirements for gender mainstreaming

1. **Political will**: Demonstrated political will means that action is taken on stated gender equality commitments and action is formalised within systems and mechanisms to ensure that mainstreaming is sustainable
2. **Organisational culture**: The extent to which the attitudes of staff and institutional systems, policies and structures support or marginalize gender equality as an issue
3. **Legal and policy framework**: The extent to which gender equality and mainstreaming commitments are in place by virtue of ratification of relevant international human rights treaties, existence of constitutional and legislative provisions, and existence of government policy mandates
4. **Technical capacity**: The extent of skills and experience that organizations can draw on to support gender and human rights mainstreaming initiatives across and within their operations and programmes
5. **Adequate resources**: The allocation and application of human and financial resources in relation to the scope of the task of mainstreaming
6. **Accountability and responsibility**: The ways in which action on commitments to gender mainstreaming can be traced and monitored within organizations, and the mechanisms through which individuals at different levels demonstrate gender equality related results

2. Country overview

a. Facts and Figures

Samoa	
Population[1]	187,820 (96,990 men; 90,830 women) (2011)
Land area[2]	2,821 km²
EEZ[3]	129,000 km²
Geography	Two main islands (Savaii and Upolu) characterised by a narrow coastal plain with volcanic, rocky, rugged mountains in the interior, and several smaller islands and uninhabited islets.
Political system	Parliamentary democracy with an national assembly comprising 49 members. The electoral system is a hybrid with a first-past-the-post system used in single member constituencies and a block vote used for six multi-members constituencies. Elections are held every five years.
Women's representation in Parliament[4]	Three (2014)
GDP per capita[5]	USD 3,584 (2012)
Main languages	Samoan (official), English
Life expectancy[6]	70.06 men / 75.97 women
Labour force participation[7]	65% men / 33% women (2006)
HumanDevelopment Index[8]	0.702 – ranked 96 out of 187 countries (2012)
Gender Development Index	n/a
Gender EmpowermentMeasure	n/a

Sources:
[1] Samoa Bureau of Statistics, 2011 Population and Housing Census http://www.sbs.gov.ws/
[2] CIA World Fact Book 2013 https://www.cia.gov/library/publications/the-world-factbook/geos/ws.html
[3] Ministry of Agriculture and Fisheries Samoa http://hdrstats.undp.org/en/countries/profiles/WSM.html
[4] Parliament of Samoa http://www.parliament.gov.ws/
[5] World Bank databank http://data.worldbank.org/indicator/NY.GDP.PCAP.CD
[6] CIA World Fact Book 2013 https://www.cia.gov/library/publications/the-world-factbook/geos/ws.html
[7] Pacific Islands Forum Secretariat, Pacific Region MDG Tracking Report
     http://www.forumsec.org/resources/uploads/attachments/documents/MDG%20Track%20Rpt%20web%2020122.pdf
[8] UNDP international human development indicators http://hdrstats.undp.org/en/countries/profiles/WSM.html

b. Key gender issues in the context of policy and legislation

This section identifies(examples of) the policy and legislative framework in place highlighted and prioritized through the *Strategy for the Development of Samoa 2012–2016*(SDS) and the *National Policy for Women of Samoa 2010–2015*.

The SDS mentions gender in two contexts: Priority Area 2: Social Policies, and Key Outcome 8: Social Cohesion: 'Government will continue to promote good governance in local communities, strengthen community development, and social safety nets as well as mainstreaming gender and disability in policy development'[2] and 'disaggregating crime statistics by gender collected as a standard practice'[3] as one of the key indicators for measuring social cohesion.

These efforts will help clarify issues of law and justice and will support broader inclusion and participation of women, girls and disabled persons in decision-making at the national and community level.

The *National Policy for Women of Samoa2010–2015* identifies issues related to gender equality at all levels and attempts to encompass a number of key areas where Samoa is not yet in full compliance with international norms and standards of gender equality. It notes that, in the past, gender mainstreaming has been weak and has been constrained by lack of technical and financial resources. The UN CEDAW Committee, in their 2012 Concluding Comments, also raised this constraint as a concern.[4]

The policy for women is comprehensive and reflects the fact that gender mainstreaming needs to be considered not just in community development and social cohesion, but in relation to all sectors – economic, social, infrastructure and environmental – addressed under the SDS. The areas covered by the policy include: a) mechanisms to promote the advancement of women; b) women's legal and human rights; c) women's access to health services; and d) economic empowerment of women.

The policy also stresses that gender issues must be harmonized with the regional priorities of the *Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005–2015* and linked/integrated with the objectives of the SDS. The policy for women focuses on gender equality and the advancement of women, noting in the preamble – Message from the Minister– that, despite the fact that Samoan culture values the role of women, in relation to men '...women lag behind in critical areas of employment, income, education, representation in policy and high level decision making and business management and ownership.'[5]The statement clarifies government recognition of gender inequality in Samoa and rationalizes the focus of the policy as empowerment. This policy of empowerment is designed to ensure that the vision of the SDS – Improved Quality of Life for All – can be achieved in an equitable way. It reflects the context

---

[2] SDS 2012-2016, page 14

[3] SDS 2012 – 2016 page 13

[4] http://www2.ohchr.org/english/bodies/cedaw/cedaws52.htm

[5] National Policy for Women of Samoa 2010–2015 p 8

of eliminating all forms of discrimination against women in Samoa, in all areas and in different circumstances as appropriate, in accordance with the Constitution of Samoa and regional and international instruments which Samoa is a party to.[6] The policy also begins to gradually call attention to ending harmful stereotypes and traditions that have been highlighted as a serious area of concern by the UN CEDAW Committee.

It must be noted that, regardless of their focus on women's empowerment, all the objectives of the policy support gender equality. These objectives are articulated in five priority outcomes:

- Developing institutional mechanisms for the advancement of women

This policy outcome area seeks to strengthen the enabling environment for gender mainstreaming. It identifies the need to improve the evidence base, ensure that data collection is more comprehensive and that all government data related to people is disaggregated by sex. It also notes the need for more research on gender relations in Samoa and the need to comply with international norms and standards for gender equality, particularly CEDAW. The policy also identifies the need for high quality gender analysis and revision (rationalized through monitoring and evaluation) of policies and plans to ensure that they respond to both women's and men's needs and support equality of outcomes for both sexes. To do this, the policy recognizes that government officials currently face difficulty in undertaking gender mainstreaming and that concerted effort and investment is required to increase and improve technical skill levels.

- Reducing violence against women

Victims of violence are inhibited from exercising their human rights and benefiting from development. Samoa has a high rate of domestic violence that negatively affects community cohesion, the physical and mental health of women and children, and the social and economic development of Samoa. Violence against women is an indicator of gender inequality, among other things, and it results in high health costs for the country, lost working days, and under-performance of children in school. The *National Policy for Women of Samoa 2010–2015* identifies a number of policy objectives, including improved protection legislation; increased inter-agency collaboration for service provision; instituting a culture of zero tolerance for all forms of sexual and domestic violence; and more support for victims, including counseling and legal services. These objectives are aligned with the Concluding Comments and recommendations of the UN CEDAW Committee.

- Improving women's health

In addition to health issues related to violence against women, reduction of obesity and related non-communicable diseases (NCDs) is an issue for Samoa. Women are more likely to be overweight or obese than men and the prevalence of diabetes among women in Samoa has quadrupled since 1978. In addition, women are vulnerable to specific forms of cancer – particularly breast and cervical cancer.

---

[6] National Policy for Women of Samoa 2010 – 2015

The policy concentrates on: a) health promotion for women to address NCDs, and b) increased collaboration with health service providers to address women's vulnerability to cancers and the debilitating effects of violence.

- Fostering sustainable economic development for women

The policy cites evidence from *Samoa Demographic and Health Survey 2009* to stress that women make a significant contribution to the country's socio-economic development. It also stresses the need for government to foster and support women's participation and to ensure equality of treatment with men. Accessibility and transport issues, particularly, constrain rural women's participation in the economy. This is further complicated by negative stereotypes, women's multiple roles in the family and community, and unequal sharing of responsibilities for raising children and managing households. The policy notes that transport difficulties, time requirements and financial costs constrain women's full participation in economic, social and cultural spheres of life in Samoa. It also notes that, currently, women have less access to vocational training opportunities and small business support programmes and that opportunities are seldom offered in a way that is sustainable and in line with women's actual needs.

The policy objectives are: to provide improved small and micro-business support, to stimulate gender responsive research and development in small business technologies, and to foster collaboration across sectors. The policy also identifies a need to increase women's participation in the formal sector and to improve the accuracy of calculating women's contributions to the informal economy.

- Increasing participation of women in public life

Women's participation in public decision-making is low in Samoa and women are poorly represented in parliament, on boards of state-owned enterprises, in leadership at the village level and at senior levels in churches and the private sector. At the community level, due to traditional stereotypes and cultural attitudes, women lack confidence and self-esteem to assume decision-making responsibilities, and community attitudes may constrain women from participating.

The national women's policy has five objectives linked to increasing women's participation in decision-making in the public sphere. These are: (i) improving the enabling environment for women's leadership; (ii) identification and removal of obstacles; (iii) creating a database of women leaders; (iv) advocating for equal representation of women on public bodies; and (v) fostering promotion of women to more senior positions at all levels, including in families and households.

1. National women's machineries

This section describes the policy context and current organization of the Ministry for Women, Community and Social Development, which is the office responsible for the promotion of gender equality and mainstreaming in Samoa.

a. Policy frameworks and the structure of national women's machineries

Government commitment to gender equality

Samoa ratified the *Convention on the Elimination of All forms of Discrimination against Women* in 1992 and periodic reports that reflect the status of implementation were submitted in 2003 and 2009. In 1990, the country ratified the *Convention on the Rights of the Child* and in 2005 it submitted one report; the next report is in progress. In addition, Samoa is party to the *International Covenant on Civil and Political Rights*, which has a specific article on the gender equality applications of the agreement. Through these ratifications, Samoa committed itself to become a duty bearer for the human rights of women and girls. In 2011, Samoa submitted a Universal Periodic Report on human rights, which received a number of comments from UN committees on the need to more fully ensure women's and girl's human rights. Samoa signed up to the Millennium Development Goals in September 2000 and has reported twice (2004 and 2010), when it noted the need: 'to enhance progress towards specific targets under Goals 1 and 3 where progress appears to be slowing down'.[7] These comments reinforce current policy initiatives, legislative reviews and analyses, and demonstrate that Samoa is taking its commitments on gender equality seriously.

Government policies and plans

Government ministries align their internal policy frameworks and priorities to the national policy and planning framework, which requires that the *Strategy for the Development of Samoa 2012–2016*(SDS)informs the direction of sector plans, corporate plans and annual management plans, in addition to influencing budget considerations where and when necessary.

The Ministry of Women, Community and Social Development currently draws its policy direction and focus from the SDS in documents such as its *Community Sector Plan 2010–2015,* its *Corporate/Strategic Plan 2012–2016* and its annual management plans. Complementing these higher level mechanisms are its national policies for women, children, persons with disabilities and youth, which all exist as separate documents. Direction and advice on gender equality and mainstreaming are particularly emphasized in the national policy for women (its key priorities are outlined above in Section Two).

As government continues to exercise a 'whole of government' approach, where it looks to amplify results and minimize resource pressures, key policy initiatives that are inclusive of gender equality and violence elimination efforts are now

---

[7] Millenium Development Goals, Second Progress Report 2010 Samoa pg 3.

gradually being introduced and addressed at the sector-wide level. The *Samoa Education Sector Plan: July 2013–June 2018*(available online[8]) is a major milestone, providing the short-, medium- and long-term strategic direction of the education sector, focusing on improved access, equity for all and the provision of high quality education opportunities. The *2013 Samoa Education Statistical Digest* reflects sex and gender disaggregated data and analysis in terms of school enrolment.[9]

Not all sector plans are complete as yet but of those that were available for review –*Community Sector Plan 2010–2015* and *Trade, Commerce and Manufacturing Sector Plan 2012–2016*–it was noted that gender is referenced as a development consideration and is identified down to the level of actions. It is, however, not fully integrated as a cross-cutting issue in the above-mentioned trade plan.

This presents an ongoing challenge for Ministry of Women, Community and Social Development (MWCSD), particularly as its areas of work are also influenced by other sectors. Some examples are policies linked to CRC norms and standards in education (Ministry of Education, Sports and Culture); policies on sexual and reproductive health issues linked to MDG5 and the International Conference on Population and Development (Ministry of Health (MOH); health promotion policies for women (MOH); law and justice policies related to victims and survivors of sexual and gender-based violence (Ministry of Justice, Courts and Administration) and planning commitments integrated into the trade, water and agriculture sector plans (Ministry of Foreign Affairs & Trade, Samoa Water Authority , Ministry of Agriculture & Fisheries), all of which have a bearing on the MWCSD.

The Ministry of Finance (MOF), in coordinating sector planning across government, advocates for the mainstreaming of gender, disability and climate change across sector plans. While the process for monitoring and building accountability to these mainstreaming objectives needs to be clarified, their existence presents an opportunity to strongly promote gender mainstreaming across government. It is therefore envisioned that engaging the Sector Coordination Forum (managed by the Division for Aid Coordination of the MOF) will serve as a mechanism to assist gender-mainstreaming efforts, in light of the MOF's role to direct/advise on sector planning prioritization, in addition to categorizing Ministries into relevant sectors as required and/or as necessary.

Cross-sector links and engagement thus far encourage inter-agency collaboration and information-sharing on particular areas of focus. In the instance of MWSCD, it increasingly becomes involved in various sectors where it is called on for training or meetings to provide technical support in social development initiatives or as the community liaison agency.

---

[8]http://www.mof.gov.ws/Portals/195/EPPD/Education%20Sector%20Plan%202013_2018.pdf

[9] Quoted in *Samoa Education Sector Plan (July 2013–June 2018)*

Budget support

Table 1. Budget Information: Ministry for Women, Community and Social Development

	2012 /2013	**2014 /2015**
MWCSD allocation (2% of overall national government expenditure)	**WST 10,790, 395 million**	**WST 9,230,335 million**

Table 2: Budget information for the Division for Women (MWCSD)

APPROVED BUDGET FOR ADVANCEMENT OF WOMEN'S SERVICES (WST)				
OUTPUT 3	2010/11	2011/12	2012/13	2013/14
	1,204,091	1,098,393	1,089,410	1,164,327
APPROVED BUDGET FOR PROTECTION OF CHILDREN SERVICES (WST)				
OUTPUT 4	2010/11	2011/12	2012/13	2013/14
	288,277	53,578	275,335	304,053

Mandates and structure: The Division for Women and the Ministry of Women, Community and Social Development (MWCSD)

The current structure and composition of the MWCSD are products of the ongoing public sector reforms through a major government institutional realignment that took place in 2004; the previous Ministry for Women Affairs was merged with the Ministry of Internal Affairs, the Government Printing Office and Youth Division of the former Ministry for Youth, Sports and Culture.[10] The MWCSD has six major substantive divisions (the Division for Women, the Division for Youth, the Division for Internal Affairs, the Division for Printing, the Division for Corporate Services, and the Division for Research, Policy, Planning and Information Processing). In addition, there is the Office of the CEO and the Division for Welfare and Social Services, which have been approved in principle but are not yet set up. (See organizational chart in Appendix 3, noting that a new structure is under development in response to the current and emerging needs of the ministry.)

---

[10] Government of Samoa. 2008. *Corporate Plan 2008–2012*

The core responsibilities of the ministry are guided by the *Ministry of Women Affairs Act 1990;* the *Internal Affairs Act 1995;*the *Village Fono Act 1990* and the *Ministry for Youth, Sports and Culture Act 1993-1994,* in addition to CRC, the Commonwealth Youth Plan and CEDAW.

As the responsible division for gender mainstreaming, the Division for Women is particularly guided by five overarching functions. They are listed below.

i.   Identification of policy issues relating to the advancement of women and the protection of children, including discriminatory practices against women and girls
ii. Coordination, implementation, monitoring and evaluation of programmes for the advancement of women in line with the *National Plan of Action for the Advancement of Women in Samoa 2008–2012*
iii. Coordination, implementation, monitoring and evaluation of programmes for the advancement of women in line with the *National Plan of Action for Children in Samoa 2008–2012*
iv. Coordination, monitoring and support for the government women representatives, in line with their performance management system
v.   Coordination, monitoring and reporting of the Government of Samoa's implementation of CEDAW and CRC, in line with its reporting obligations with the two conventions

Each of the above five functions is complementary to the policy outcomes of the national policy for women. As a whole they demonstrate that the Division for Women has a clear mandate for gender mainstreaming, both as an advocate and catalyst for women empowerment. It also has a role to coordinate information about gender mainstreaming across the whole of government.

The authority of the MWCSD to influence mainstreaming efforts across government is further supported through a variety of mechanisms including: Cabinet directives; sectoral collaboration; memoranda of understanding between ministries (eg :MoU between MWCSD and the Ministry of Health on health promotion and well-being of general populations, including health issues such as NCDs and HIV/AIDS); approximately 20 pieces of legislation that direct coordinating functions; and through corporate and sector plans relevant to each government agency, where coordination is stipulated and gender is shown to be a development issue. These mechanisms hold considerable potential to support and promote mainstreaming, assuming there is clear mapping of layers of authority, resources, time requirements and costs of coordination.

One of the main coordinating mechanisms of the MWCSD is the village women's focal points, namely the village women representatives, who have specific terms of reference to focus on the coordination of village-based programmes under the auspices of the Division for Women but in collaboration with other ministries for programme implementation (e.g. birth registrations with the Bureau of Statistics). The village women representatives are in high demand to work with line ministries, implementing programmes at the village level. While this reflects stronger recognition across government for the coordinating role of village women representatives, it sometimes creates unrealistic time demands, not just

for the village women representatives but also for ministry staff tasked with the coordination at national level.

One mechanism that has been used in other countries to facilitate mainstreaming is a system of gender focal points within each government agency. In Samoa, the establishment of the CEDAW Partnership Committee has played a similar function. It has provided cross-sector links in the work on the advancement of women, and it brought together both government and non-government organizations working towards the advancement of women in their own areas. Established in 2002, the overall goal for the establishment of the CEDAW Partnership Committee was to strengthen the coordination and the implementation of the convention at all levels, and it was part of the national focal points' strategy to apply a multi-sector approach to the work on CEDAW.[11]

Prior to the establishment of the CEDAW Partnership Committee, a Women's Advisory Committee (WAC) was set up by law and was mandated by the *Ministry of Women Affairs Act 1990* to provide policy advice on matters of concern and interest to women. To date, WAC continues to provide this function, while the CEDAW Partnership Committee is the working group that deals with implementation issues. To date, there are no officially designated gender focal points hired across Ministries to specifically analyze gender issues or tasked to facilitate gender mainstreaming across government. Ministries have identified representatives to participate in CEDAW and CRC meetings but there has been considerable inconsistency in the appropriateness of the divisions representatives work under, which affects the committee's ability to effectively perform its functions as the technical working group for CEDAW. A major criterion for membership is that a member organization must have cross-cutting and relevant core functions that address the obligations under the articles of CEDAW. Terms of reference stipulate that membership is by organization rather than on an individual basis to ensure continuity and sustainability. This does not, however, seem to have been totally effective due to inconsistent and relevant representation to the meetings. The work of the CEDAW Partnership Committee and the Women's Advisory Committee[12] provide entry points for enhancing cross-sector work on gender equality and setting up official gender focal points at ministry level. To effectively establish a network of focal points, the MWCSD would need additional support for capacity development as it would be the secretariat to facilitate and connect the role of the focal points to the various CEDAW reporting requirements. It would also require some support for the designated focal points, e.g. ongoing training and capacity building on gender mainstreaming.

---

[11] Samoa CEDAW Partnership Terms of Reference, MWCSD.

[12] The Women's Advisory Committee (WAC) is authorized under the *Ministry of Women Affairs Act 1990* to provide policy and monitoring support to the work on the advancement of women. The following is the composition of WAC: Chairperson, Minister for Women; Secretary, CEO MWCSD. Representatives include Associate Ministers for Women; CEO MOH; CEO Ministry of Education, Sports and Culture; ACEO – MOF Division for Economic Aid and Coordination; a representative from the Women's Sporting Body; President of Women In Business Inc; President of the National Council for People with Disabilities (NGO); a youth representative from the Samoa National Youth Council (NGO); three civil society members; and a representative of the Samoa Women's Development Committee.

An assistant chief executive officer(ACEO) oversees 13 staff heads in the Division for Women, which has a wide range of responsibilities, including the empowerment, coordination and monitoring of 192 village women representatives; community development and child protection; working with donors and civil society organizations; and doing the administrative work of the division. Furthermore, it works closely with the Division for Research, Policy, Planning and Information Processing to systematically mainstream gender in ministry policies and plans.

Workload Staff in the Women's Division perceive that their work loads are heavy and that the scope of services expected from the division is sometimes not fully delivered due to: a) a shortage of technical skills amongst staff; and b) time constraints to fully meet all expectations. It was noted that consistency of monitoring and evaluation is a current area of weakness. In addition to the work mandated specifically by the national policy for women, the Division for Women, through its government women representative network, has responsibilities in the context of community development, including research, and assisting women's organizations with preparation and submission of funding proposals. These major responsibilities have the potential to shift the ministry's capacity and focus away from gender mainstreaming and its main policy obligations. This highlights a need for improved work planning and human resource time budgeting. The MWCSD organizational restructuring process (planned for 2014 as part of its institutional strengthening programme) and the development of new MWCSD legislation present an opportunity to revisit current structures and realign them with primary mandates and functions of ministries and their divisions.

The UN CEDAW Committee noted a concern about MWCSD's capacity to function as a mechanism for the advancement of women. The committee noted that the ministry has many large responsibilities related to gender equality, yet only about 20% of its staff deal with gender issues and only 10% of its budget was allocated to this work.

This organizational structure facilitates attention to programmes and day-to-day business of government and ensures the ACEO is fully apprised of all activities managed through the Division.

Other government machinery

In addition to coordinating the Public Administration Sector, the Public Service Commission (PSC) hosts a CEO forum to discuss development issues and governmental processes. This forum is an opportunity to promote awareness and understanding of the links between gender mainstreaming and development effectiveness across the whole of government. MWCSD could provide technical support to this type of discussion, following emerging models from other Pacific countries to increase gender mainstreaming-related accountability of senior management, support training, and establish networks of facilitators or focal points for gender mainstreaming in each ministry.

The Sector Coordination Forum mentioned above and coordinated under the auspices of the Ministry of Finance are other elements of government machinery that have the potential to mainstream gender across the work of government. Particularly promising is the fact that there is central government oversight of

the sector planning process and therefore an opportunity for 'whole of government' responsibility to the gender equality and human rights obligations of Samoa.

The MWCSD, including the Division for Women, has a mandate to interact with sectors in a coordination role, but during the stocktake it was emphasized that oversight responsibility for gender mainstreaming needs strengthening to ensure it is clearly articulated and coordinated. The Sector Coordination Forum could ensure application, adherence to and reporting on guidelines if they were provided by the MWCSD and endorsed by the forum. The recently established Community Development Sector Unit under the MWCSD also has the responsibility to articulate integration of gender within the government-wide Sector Coordination Forum.

Civil society and the private sector

There is an active civil society in Samoa with an umbrella group for all NGOs, as well as networks of community and church groups. Civil society organisations support government and assist with implementation of initiatives. They also function to generate demand for services and fulfillment of women's human rights. NGOs have participated in national and international gender equality processes, including the preparation of the State report and the shadow report, which were presented to the CEDAW committee in 2009.

During the stocktake field work, civil society organizations contributed to the analysis of Samoa's enabling environment for gender mainstreaming. They met with the stocktake team to discuss constraints to and supports for gender mainstreaming, and to identify strategic actions to improve gender-mainstreaming efforts by government. These findings have been incorporated into the report and they are also presented in Appendix 2.

b. Analysis of supports and constraints for national women's machinery

Mandate

As detailed above, the mandate of the MWCSD and the Division for Women has a strong focus on empowerment of women. This aims to make up for historical discrimination and bias in government systems that have resulted in women being left behind in the development process. The MWCSD mandate to implement and monitor the national policy for women in Samoa is specifically assigned to the Division for Women and the function of mainstreaming gender across government is shared with all other divisions, including the Division for Research, Policy, Planning and Information Processing. The Community Development Sector Unit, under the MWCSD, is also tasked with the responsibility to ensure gender mainstreaming and links in the sector implementation plan. The approval of the MWCSD's *Strategic Plan 2013–2017,* the gender component of the *Community Sector Plan 2010–2015,* and the development of MWCSD legislation provides the necessary prerequisites to strengthening the MWCSD's legal framework. This will improve the visibility of gender mainstreaming across all divisions and will set milestones for gender across all divisions. The ministry is also responsible for four other mandates: a) internal affairs and village governance; b) youth development; c) child

protection; and d) government printing. It also has divisions responsible for corporate services administration and information technology.

Collaboration within the ministry – particularly between the Division for Women and the Division for Research, Policy, Planning and Information Processing – supports the mandate for gender mainstreaming. At the same time, there is inevitably competition for resources among the six divisions, which is often aggravated by competing priorities. Some interview respondents indicated that staff tend to work in separate pillars of the ministry without active information and skill sharing. The MWCSD's six-monthly monitoring and evaluation process, in addition to weekly executive management meetings, are the two main strategic mechanisms in place to help facilitate better integration across the work of the divisions. Mainstreaming gender within the ministry is still a challenge and, ideally, once the gender responsive monitoring and evaluation framework is complete, it will support improved understanding and more gender responsive work within the ministry while concurrently providing lessons learned for mainstreaming through the sector coordination process.

Location within government

Despite the fact that MWCSD is a line ministry, management and staff feel that existing legislation and government structures give them the authority to guide work across government for the advancement of women. The MWCSD's current divisions, especially the Division for Internal Affairs – which is directly responsible for village governance and leadership – and the Division for Youth, have mandates that can also foster gender mainstreaming in concert with their own priorities.

As noted above, to support the ministry and its divisions to be fully effective in gender mainstreaming across the whole of government will require a clear-cut sector-planning mechanism to make gender a cross-cutting requirement in all accountability frameworks and ensure that there is enforcement of gender requirements. Aligned with this is the need for investment of adequate resources to support implementation of gender targets across sectors.

Resources and capacity

The four men and ten women working in the Division for Women are very stretched to address the division's core mandate, to mobilize, monitor and report on donor resources, and to support their civil society partners. All of these demands reduce their capacity to promote, catalyze and monitor gender mainstreaming in collaboration with other ministries. Internal collaboration within the ministry supports some mainstreaming into youth programmes but there is still more capacity development required to strengthen this work and fully integrate gender issues into the work of internal affairs and village governance.

The interaction between the Division for Women and the Division for Research, Policy, Planning and Information Processing has been positive and the development of a monitoring and evaluation framework will help clarify the specific focus of staff work. The Community Development Steering Committee is also set up to support cross-sector work on gender. Clarifications of priorities, work plans, monitoring and evaluation frameworks, and a planned approach to

human resources and professional development of staff will further support the ministry to mainstream gender, internally and across government.

Technical capacity

Levels of technical capacity for gender analysis, gender responsive planning, data collection, research and M&E in MWCSD are varied. This can be partially attributed to the fact that divisions have their own very substantive issues to manage and that there has been little concerted and coordinated effort to build staff technical capacity for gender analysis and gender planning. The MWCSD Workforce Plan (p 6) identifies a number of related constraints, including 'high staff turnover; limited financial resources and limited professional development opportunities available and tailored towards the varying competencies required for the work of the Ministry'.

A number of staff in the ministry have attended short-term training related to gender awareness, gender planning and gender responsive budgeting and/or have participated in meetings where there have been sessions on gender issues within other substantive areas. This skill-building has been supplemented by learning on the job in the context of the ministry's work but has primarily been applied within each person's area of work, and there has been a lack of sharing of learning among colleagues. The MWCSD Workforce Plan stipulates that staff who attend training should return to work and provide presentations on what they have learned to their colleagues. There needs to be a re-enforcement mechanism as part of human resource management to ensure that staff do pass on this learning in practical terms.

Strengthening technical capacity and translating it to support gender mainstreaming will require targeted capacity planning to identify priorities for mainstreaming, identify a cadre of MWCSD staff who will share these responsibilities and work as a team. The Workforce Plan does this to some extent and should be reinforced to ensure implementation.

Building a team of qualified staff who can do gender analysis and gender responsive planning should ideally be done in collaboration with sector coordination offices and selected staff from key line and central ministries. Capacity building focused solely on training is not generally effective to support ongoing mainstreaming efforts. A process of ongoing coaching and mentoring – through intermittent technical assistance, in-house specialist staff with specialized monitoring and evaluation technical skills – is generally considered to be a more effective and sustained approach. This is identified as a desired approach in the MWCSD workforce plan and could be supplemented further through inter-ministry exchanges, secondments and professional development courses.

Reporting mechanisms

Within the Division for Women there are a number of reporting mechanisms used to track progress against the MWCSD mandate for women's empowerment. These include reports provided by the 192 village women representatives, programme reports to development partners, and reports against work plans. The division has regular meetings to discuss work planning and achievements, and there is a system of performance management based on the Government of

Samoa Performance Management Outcomes Framework. There are different levels of reporting, which means that reporting at the activity level uses a simpler format that staff have to later translate into the ministry reporting framework.

As noted earlier the Division for Research, Policy, Planning & Information Processing is leading the development of the gender responsive monitoring and evaluation framework that will support staff to report against gender-related indicators and will promote consistent use of sex-disaggregated data across all ministry divisions. The framework is intended to support evaluation of progress, both in terms of organizational capacity and in programming. An internal Monitoring and Evaluation Committee, comprised of senior representatives from each division mobilised under the Division for Research, Policy Planning and Information Processing,is jointly developing a gender checklists with the Division for Women, a monitoring tool that is oriented to their specific mandates and which functions as a checkpoint to ensure activities are gender responsive and that gender indicators are achieved.

Every six months, all ministry divisions come together to report to each other and senior management and annual reports go from the ministry to government. In addition, ministries use a social sector template to report to the Cabinet Development Committee.

The current reporting systems in the Division for Women are time intensive, especially when international reporting is required at the same time. The challenges faced by staff include capturing sex disaggregated and current, credible data on key indicators pertaining to Samoa. Limited information technology infrastructure and current technical capacity of staff to support comprehensive analysis sometimes results in insufficient information provided to satisfy reporting obligations at the international level

The CEDAW, CRC, UPR and MDG reporting processes are the only national reporting mechanisms to monitor gender mainstreaming across government; and coordinated reporting on potentially complementary gender initiatives is weak. There are many reporting processes on activities and programmes but, as with reporting internally to the ministry, drawing conclusions about mainstreaming effectiveness from these processes would be very time-consuming and methodologically onerous. The development of the gender management system, which includes a monitoring and evaluation framework, will hopefully assist with gender reporting requirements.

It is therefore complex for the MWCSD to build an evidence base on gender, development processes and development results. It is also challenging to report accurately and directly against higher-level commitments, especially regional and international commitments.

Sex disaggregated data

The lack of sex-disaggregated data in some of the key gender areas for Samoa is a significant constraint to effective gender mainstreaming. The national policy on women and the concluding comments from the UN CEDAW report both identify weaknesses related to lack of data and gender analysis of data. During the stocktake process, the Bureau of Statistics stated that they need to be requested

to provide specific analysis and that they have human resource constraints that require them to prioritize requests. This issue, combined with the shortage of sex-disaggregated data generally, will be a priority challenge for Samoa as it moves forward with gender mainstreaming. There is a need for more technical support to all ministries to assist them to identify and collect relevant data in sex-disaggregated formats. This data must in turn be linked to gender responsive development indicators and coordinated, comprehensive planning linked to the national policy for women.

Work has started in this area. For example, the *2013 Samoa Education Statistical Digest,* and the Police Domestic Violence Unit, which, with the assistance of UN-Women, has compiled sex-disaggregated data on domestic violence and sexual abuse. These data can be used by multiple agencies to support improved service provision.

SPC has been working in the region to support countries to align their data with a core minimum set of gender indicators. This can guide reporting and information collection, and support central and line ministries to streamline their work and meet objectives for gender mainstreaming.

The role of civil society

Civil society plays an integral role and provides support for the work of MWCSD. Community groups, churches and NGOs engage with and monitor many issues of relevance and are contributing to CEDAW compliance via shadow reporting. Many leaders in civil society are advocating for issues that are high on the agenda of the Division for Women. Many groups work cross-sectorally and their input can provide valuable support to consultation and analysis of the effectiveness and efficiency of government services. At the village level, civil society groups can provide critical support to village gender focal points to advocate for issues and support programme implementation.

While the MWCSD works effectively with civil society at the national and village level, there is scope for more involvement of all groups and the private sector in implementing gender mainstreaming through sector plans as well as MWCSD initiatives.

The role of development partners

Development partners – including donors, the UN, regional agencies and regional and international NGOs – have supported gender mainstreaming within the MWCSD and across other sectors. During the stocktake, the team met with development partners to discuss constraints and supports to mainstreaming. Supports were noted in terms of recent legislative and policy changes, coordinated approaches to ending violence against women, and the climate of collaboration among the MWCSD, development partners and civil society. On the constraint side they noted in particular that information management and reporting are areas where problems often arise. Lack of coordinated information sharing by all parties has undermined efforts to track mainstreaming initiatives, and collection and collation of data that could potentially contribute to an evidence base on gender mainstreaming has been a challenge. Linked to the above discussion on sex-disaggregated data, there is scope for increased collaboration on consistent frameworks to guide reporting and information

collection. Therefore, support to strengthen evidence-based sex disaggregated data is recommended and the MWCSD's efforts in developing its monitoring and evaluation framework as part of the gender management system. The framework will provide the 'how to' guidance and identification of relevant indicators for gender equality issues. Technical and financial support is needed to ensure the framework is user-friendly, efficient and comprehensive.

During the stocktake, and also linked to the above points on data and evidence, donor partners stressed that targeted gender awareness, analysis and mainstreaming are required across government to support and ensure understanding about links between ministry and divisional mandates and gender equality and mainstreaming. Lack of awareness is in large part due to an absence of gender responsive data and analysis. Developing evidence and making the links between ministry mandates, gender equality and positive development results is an area where investment on the part of donor partners to assist the NWM would be of practical use. To facilitate this, donors need to ensure that their own gender policies are implemented across sectors. Doing so will support collection and analysis of sex-disaggregated data from a gender equality perspective. In many cases this is not done because development partners do not themselves have effective accountability mechanisms for gender mainstreaming– or if they do have them they are not consistently enforced.

Donors expressed support for gender mainstreaming and in Samoa it seems there is willingness to assist with related analysis, research, programmes and technical assistance. To ensure alignment of donor and government priorities for gender, the government has recognized that harmonization of work among development partners – including harmonization of reporting requirements,– would reduce time spent on administrative requirements and improve gender-related results.

2. Enabling environment overview

This overview of Samoa's enabling environment for gender mainstreaming looks at the factors required to successfully integrate gender equality considerations into the work of government. An explanation of these categories has been provided above in Box 1 and definitions are restated at the beginning of each section below. Of the factors that enable gender mainstreaming, political will and organizational culture are less tangible and more difficult to measure but they can have significant influence on how government staff behave, make decisions and whether they are aware and supportive of gender mainstreaming. Other factors that contribute to the enabling environment – including legal frameworks, technical capacity, financial resources and accountability mechanisms – are more concrete, but understanding of those issues varies, depending on individual's background and position in government. However, for these factors, defined targets can be set and tracked to measure progress toward international norms and standards. Some of the global targets for gender equality may be over-ambitious, given the current capacities and limited resources available, and there is a need for priority setting to ensure effective progression of initiatives. Each of the enabling environment factors cuts across

and influences the others and shapes the way a government approaches its duty to fulfill women's and men's human rights and thereby promote gender equality.

The sections below look first at the perceptual issues related to political will and organizational culture and then at the more tangible aspects of Samoa's enabling environment for gender mainstreaming. It is interesting to note constraints in ratings between categories that are perception-based and those that examine more tangible factors.

a. Perceptions about political will

Demonstrated political will means that action is taken on stated gender equality commitments and action is formalized within systems and mechanisms to ensure that mainstreaming is sustainable.

> **Perceived level of political will for gender mainstreaming among government respondents:**
>
> High/medium high 68%
>
> Moderate 19%
>
> Low 13%

When asked to rate the levels of political will for gender mainstreaming in government, a majority of respondents, 68%, felt that it was high or medium high; 19% felt commitment was moderate; and 13% felt it was low.

Those interviewed provided examples for their ratings. Those offices working on or undergoing legislative review and reform felt there is considerable support from senior political levels for compliance with CEDAW and particularly for elimination of discrimination based on sex. A number of respondents reported that their senior officials are committed to ensuring that women in the public service have a level playing field for advancement and remuneration. Others cited the recent constitutional amendment to allocate 10% of seats in parliament for women.

Respondents indicating a moderate level of political will and commitment felt that, while there is visible commitment, there is also considerable rhetoric and that political statements and policy commitments are often not reflected in work on the ground. Others noted that gender mainstreaming and promoting gender equality as a responsibility and duty of government has only recently been given a profile as an area of work, and that the actual extent of political commitment will not be adequately reflected until there is evidence of improvement in gender equality indicators.

Those who indicated that there are low levels of political will for gender mainstreaming noted that, in some instances, statements in support of political will cannot be implemented because there are many individuals in the public service who do not seem to know anything about gender and so statements

cannot be implemented. This is also related to the concept of organizational culture and levels of technical capacity.

Issues of political will and organizational culture have been highlighted by the UN CEDAW Committee as an area for improvement in Samoa. The committee noted that harmful stereotypes exist in Samoa and constrain development processes. The committee also noted widespread lack of awareness about human rights related to gender equality. This lack of awareness can negatively influence organizational culture and inhibit integration of gender responsive approaches into government programmes and services.

b. Perceptions about organizational culture of government

The extent to which the attitudes of staff and institutional systems, policies and structures support or marginalize gender equality as an issue

Responses on amount of attention given to gender as a development issue in respondent's ministry or division

High 44%

Medium 44%

Low 12%

When asked about whether there was an organizational culture in their division or ministry that supports gender mainstreaming, and how much attention was paid to gender issues, 44% of those responding reported that attitudes to gender equality are positive and that there is a high level of attention paid to gender issues; 44% said attention to gender issues was moderate and 12% indicated it was low.

Those indicating a high level of attention to gender issues noted that they consider staff balance between men and women to be a major indicator of organizational culture and in some cases this was the sole rationale they provided for their rating. Discussion clarified the fact that having relatively equal numbers of women and men working at similar levels is part of gender mainstreaming, but that it cannot automatically be assumed that women know how to do gender mainstreaming or that they will when it is not prioritized by government.

When asked if their offices have any specific programmes to actively promote and encourage women to move into more senior positions, all respondents said they did not. It was noted that hiring in the public service is strictly on merit. There is, however, a network of women in national leadership that: a) supports women as they move into leadership positions; and b) champions women as advocates for positive change in Samoa. There has been some attempt to have more women on the boards of state-owned enterprises but currently most boards have a majority of male board members.

The Ministry of Health has pointed out that the nursing workforce would benefit from having more male nurses and they have a marketing strategy that is aimed

at attracting more men into the profession. In the area of education, the balance between male and female teachers at primary level is heavily female. In other countries in the region this has been noted to have a negative effect on boys' school attendance and performance – because they lack role models among their teachers. Currently, the Ministry of Education is promoting teaching as a profession through awareness and media programmes, but there is no specific emphasis on attracting men to teach at the primary level.

In some cases, lower levels of attention to gender issues and ratings of 'moderate' were attributed to the fact that offices or ministries have other stated priorities and there has been no analysis of how gender equality fits with those. For others, moderate ratings were linked to the fact that, while there is not a lot of attention to gender equality issues in policy or programmes, there are champions who are trying to raise awareness and ensure that women's needs and priorities are balanced with those of men – examples were given of using specific techniques to collect women's feedback at the village level in natural resource management. Juxtaposed against this was feedback from central ministries personnel who felt that existing policies have the scope to direct gender responsive planning but that ministries are not doing it, due to lack of capacity, or heavy workloads, or ignorance of what it is. This range of perspectives may indicate a lack of information-sharing between levels of government and weak information management systems that would clarify exactly what is being done.

Some respondents said that gender is not being addressed in their ministries because people do not know what it refers to and do not have the skills to do gender analysis or support gender responsive planning – three respondents said they felt it would be easy to increase the amount of attention to gender equality in programming if staff were trained to understand it and incorporate it in planning. The respondents from at least two ministries felt there is active opposition to gender-related planning and programming in their offices and that this undermines the potential to address women's and men's needs in an equal way.

There was consistent interest when respondents were engaged on how gender equality relates to men. To date, most work on gender in Samoa has focused on women's empowerment, and respondents said that men need to be able to understand more about the impacts of gender equality for themselves, as well as for families, communities and traditions. Some respondents noted that it will be easier for men to engage with mainstreaming initiatives if they understand equality as a broader development concept.

Five ministries specifically identified champions for gender mainstreaming. These champions included the prime minister, senior managers in their offices, and colleagues who actively promote issues related to gender equality – either because of their interactions with MWCSD or out of personal interest. In addition, respondents noted that staff working on issues of domestic violence – in health, the police and social services – also function as champions of women's rights and gender equality.

Part of the discussion of organizational culture is to consider the extent to which gender equality and gender mainstreaming come up as topics of discussion in

inter-ministerial meetings and meetings with donors. Not all respondents were in a position to discuss this topic but eleven respondents noted that they had either participated in meetings with MWCSD (usually on either social sector planning or CEDAW) and/or had had meetings with donors where gender has been raised as an issue relevant to the work of their ministry or office. Other respondents noted that there may be gender issues under discussion but not in the context of their particular sections or divisions.

The Ministry of Finance and Planning noted that all donors expect them – as a central ministry working with the whole of government – to mainstream gender. This reflects political will on the part of government and also shows that donors and regional agencies such as the UN and SPC have their own gender policies and raise issues according to their analysis of issues. However, the fact that the high-level requirement to mainstream gender does not seem to 'trickle down' to donor-funded consultants, ministries or sectors themselves is indicative of constraints within both development partners' and government's systems. Weaknesses may stem from lack of investment in technical capacity, poor information-sharing, lack of accountability mechanisms – including gender mainstreaming indicators – and weaknesses in planning systems.

Table 2. Staffing balance in divisions and ministries/ offices interviewed[13]

Post	Position or majority of positions filled by women	Balance staffing between men and women	Position or majority of positions filled by men
Highest post	6 ministries /offices	1 vacant position	9 ministries /offices
2nd highest level posts	7 ministries /offices	1 ministry /office	8 ministries /offices
3rd highest level posts	11 ministries /offices	2 ministries /offices	3 ministries /offices

c. Legal and policy framework

The extent to which gender equality and mainstreaming commitments are in place by virtue of ratification of relevant international human rights treaties, existence of constitutional and legislative provisions, and existence of government policy mandates

Guiding international conventions and agreements

Samoa has signed international conventions, as well as global and regional agreements that require and guide government to integrate gender into its work in order to ensure that development results are achieved and that those results benefit all Samoan citizens. Table 3 provides an overview of the main agreements Samoa is a party to and more detail is provided on CEDAW in the section on constitutional and legal frameworks.

---

[13] Table shows the number of Ministries or offices interviewed who provided information. As an example, the table shows that out of 16 ministries or offices, in 6 offices the senior position is held by a woman; in 9 offices the senior position is held by a man; and in one office the CEO position is vacant.

Table 3. International conventions relevant to gender mainstreaming in Samoa

Commitment	Ratification/ signing date	Gender-related Guidance on Convention
Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)	1992	All articles related to gender equality and non-discrimination
Convention on the Rights of the Child	1994	Addresses gender equality directly and addresses issues of non-discrimination
International Covenant of Civil and Political Rights	2008	General Comment 28 on Article 3 of the Covenant articulates specific interpretations on gender equality in the context of the Covenant[14]
Convention on Biodiversity	1994	Provides interpretation of gender issues, gender strategies and action plans related to the convention
Framework Convention on Climate Change	1994	Provides interpretation of gender issues, gender strategies and action plans related to the convention
Convention on Desertification	1998	Convention body and UN orgs have produced fact sheets and guides on gender issues related to desertification

Millennium Development Goals

Samoa's progress on achieving the MDGs is mixed. The 2013 MDG Tracking Report prepared by the Pacific Islands Forum Secretariat (PIFS) indicates that, while Samoa shows progress in many areas, a number of inter-related indicators that affect gender equality are off target or showing only partial progress.[15]

Poverty issues reported by PIFS include increasing levels of hardship will affect female headed households more, particularly those responsible for children, the elderly and/or disabled family members. Inflation has remained high in Samoa since 2012, which will affect food security – particularly in urban areas – and child nutrition. Poverty, unemployment and hardship increase stress and risks of crime and domestic violence against women and children.

There is gender parity at primary levels but there are concerns about boys staying in the education system, and completion rates at secondary and tertiary level are lower for boys. The report also cites concern over the 'reverse gender gap' due to higher risk of male unemployment.

There is mixed progress on MDG 5 and sexual and reproductive health issues remain problematic in Samoa. There is a high unmet need for family planning and low use of contraception – which also puts women and adolescent girls at risk of sexually transmitted infections (STIs). The prevalence of STIs is high in Samoa. The small population base at the village level makes it difficult to address confidentiality issues and this may be connected to increasing rates of teen pregnancy.

---

[14] http://www.wunrn.com/news/2006/03_19_06/032006_un_human.htm

[15] http://www.forumsec.org.fj/pages.cfm/strategic-partnerships-coordination/pacific-principles-on-aid-effectiveness/cairns-compact-1.html?printerfriendly=true

The UN CEDAW Committee's concluding comments to Samoa raise concerns about these issues, particularly: a) the insufficiency of sex education programmes for teens and not paying adequate attention to prevention of STIs; and b) the fact that 46% of women have limited access to high quality sexual and reproductive health care and are unable to gain access to some birth control methods without the consent of a parent or partner. (CEDAW Concluding Comments p 9).

Of additional concern is the low rate of women's participation in parliament and in other decision-making forums, although the constitutional amendment related to reserved seats is noted as a significant step towards improving women's participation in political governance. It was noted by staff that the 10% target is a starting point that needs to be understood in the context of a national assessment of how to generate incremental progress without creating a backlash. The MDG report notes that social stigma and biased attitudes linked to custom inhibit women from participating in politics. The survey of women *matai* and leadership, which is currently in progress, will provide a roadmap to some strategic interventions on how this can be addressed.

Regional agreements

There are a number of regional agreements on gender equality that Samoa has signed in recent years that reflect regional commitment to international norms and standards. The regional agreements reinforce the relevance of gender issues for Pacific states such as Samoa and support analysis and action on Pacific development priorities in the context of gender issues. In 2012, as presented in Appendix 4, Forum leaders made a comprehensive agreement to: 'commit with renewed energy to implement the gender equality actions of the

- Convention for the Elimination of All Forms of Discrimination against Women (CEDAW),
- Millennium Development Goals (MDGs),
- Revised Pacific Platform for Action on Advancement of Women and Gender Equality (2005 to 2015);
- Pacific Plan;
- 42nd Pacific Island Forum commitment to increase the representation of women in legislatures and decision making; and the
- 40th Pacific Island Forum commitment to eradicate sexual and gender based violence.'[16]

---

[16]http://www.pina.com.fj/?p=pacnews&m=read&o=4535371750416152240ff11f10ecf5.
The full text is provided in Appendix 4.

Constitution and legal framework

The constitution and laws of Samoa were analyzed for CEDAW compliance in a 2007 report produced through the collaboration of UNDP and UN Women with a number of Pacific development partners. The report identifies 113 compliance indicators and analyses country compliance against those. At the time the report was written, Samoa had'...achieved full compliance with 40 indicators of 113, partial compliance with 23 indicators and no compliance in relation to the remaining 50 indicators'.[17]

With support from UN Women, the Samoa Law Reform Commission has started the process of conducting an update of the CEDAW compliance review; this will support ongoing initiatives and provide evidence for further required changes.

The 2007 report also notes that the Samoa constitution meets international norms and standards to guarantee the rights and freedoms of its citizens in most areas required by CEDAW. It guarantees men and women equality before the law and it has anti-discrimination provisions prohibiting discrimination based on sex.

Since that time and as the CEDAW Committee's Concluding Comments point out, Samoa has revised or adopted seven pieces of legislation and five gender-responsive policies. It established the Samoa Law Reform Committee in 2008. It should also be noted that in 2013 Samoa integrated an office of Human Rights into the Ombudsman's office, partially in response to the CEDAW Committee comments.

There is still more to be done, however, to address UN CEDAW Committee concerns that there is little awareness of CEDAW among decision-makers, the judiciary and stakeholders. The committee also expressed concern that, to date, Samoa had not fully domesticated the convention as part of national law and that the constitution does not contain a definition of discrimination against women. Examples of discriminatory laws that remain in force include the *Land and Titles Act 1981,* as well as laws on abortion and minimum age of marriage.[18]

Since 2007, there has been some policy development to address these issues but there are still outstanding areas for constitutional change and legislative revision to ensure that Samoa is aligned with CEDAW and CRC.

While the UN CEDAW Committee noted a lack of awareness among decision-makers and the judiciary, the Attorney General's office informed the stocktake that public prosecutors had started citing CEDAW in their arguments to the court when defending women's rights.

Recent constitutional and legislative reforms are a step toward meeting international norms and standards for gender equality. There has been a constitutional amendment to guarantee that 10% of seats in parliament are reserved for women. This is a temporary special measure designed to alleviate historical bias at the national political level. Legislative reform of labour laws

---

[17] UNDP, UN-Women. Translating CEDAW into Law: CEDAW Legislative Compliance in Nine Pacific Countries. p 299. 2007.
[18] UNHCHR ibid.

now ensures that discrimination based on sex is illegal and that job security cannot be compromised by a woman's pregnancies.

The new *Family Safety Act 2013* provides women with protection against domestic violence and sexual abuse. The act sets precedents for protection of women and children against physical and psychological abuse and identifies measures that can be used by police and other support services to assist victims. This legislation supports the Ministry of Police Domestic Violence Unit and the Samoa Victim Support Unit to provide comprehensive services. The legislation also facilitates coordination between ministries, including MWCSD and the ministries of health, education and police – allowing them to provide consistent information about women's and children's human rights.

d. Technical capacity

The extent of skills and experience that organizations can draw on to support gender and human rights mainstreaming initiatives across and within their operations and programmes

> How would you describe the technical ability of your staff to do gender mainstreaming?
>
> High 19%
>
> Medium 31%
>
> Low 50%

Government staff participating in the stocktake rated technical capacity to do gender mainstreaming as relatively low. Only three ministries felt they had a high level of capacity, five reported medium levels of technical capacity and eight said they thought capacity in their offices was low to medium-low. Those citing low to medium levels indicated that there was a specific need for technical support and skill building before they could take on gender mainstreaming in a consistent and effective manner.

More than one ministry reported high capacity in their ministry based on what the respondent felt was inherent recognition of gender equality in Samoan culture, but it was not clear how they interpreted these values in relation to international norms and standards of gender equality in the context of development. Another respondent felt that women working in government in Samoa are not actively promoting gender mainstreaming because they do not see the relevance in a cultural context, where women have many opportunities to be equal with men. These observations are interesting and provide insight into the need for: a) awareness on gender mainstreaming as an approach to make the development process more effective; and b) the need to interpret and articulate gender equality in the context of Samoan culture and development.

To date, few ministries and offices have received any in-depth training on gender issues. For example, while some staff in the Law Reform Commission have participated in multi-week courses provided by the SPC's Regional Rights Resource Team and have had training on the *Convention on the Rights of Persons with Disabilities,* most other staff have been exposed to gender issues only in the

context of workshop presentations or training linked to development partners' agendas. Examples include training from ILO on gender and employment and gender in occupational health and safety. Some respondents also reported training from partners working on climate change, statistics and other development topics. Individuals said that, while these short sessions do raise awareness, they are inadequate to support application of gender mainstreaming as an integrated part of programming unless development partners assist with planning frameworks, indicator development and reporting requirements.

Respondents were asked if their ministries had employed staff or consultants because of their expertise on gender. Only one ministry was aware of this having been done. Respondents were also asked what, in their experience, were the most effective methods for developing capacity and ensuring adoption of new ways of working, such as integrating gender into analysis, planning and programme delivery. Many respondents indicated that a combination of approaches works best. Suggestions included having a series of in-house training sessions tailored to the context of a ministry's work, providing secondments to overseas ministries working on gender issues, identifying colleagues or bringing in volunteers or consultants who can act as coaches and mentors for on-the-job learning, and in-depth courses with reputable regional agencies.

e. Adequacy of financing for gender mainstreaming

The allocation and application of human and financial resources in relation to the scope of the task of mainstreaming

> Are government and development partners financing gender equality adequately?
>
> Yes – 25%
>
> No – 44%
>
> Don't know – 31%

Responses on the adequacy of funding for gender mainstreaming and the promotion of gender equality varied; nearly one third of respondents said they did not know if it was adequate and could not respond to the question. The majority of respondents, 44%, said there is not yet adequate investment in mainstreaming.

Twenty five percent said there is adequate investment. Rationale included the fact that government is currently funding the MWCSD to deliver services in the field. In addition, the Ministry of Finance noted that there are funds available if people want to access them for gender mainstreaming – that is, adequacy of funding is not the constraint; rather, it is that the ministries need more knowledge and capacity to plan and submit proposals to access funds.

Other respondents felt that, while government is 'not doing too badly' on gender equality, there is still a need to promote and invest in gender equality through increased programming linked to the national women's policy. Additionally, respondents reported that, while donors are willing to fund gender-related

programmes, government itself is not investing enough in the skill base of staff to mainstream gender and to advocate for gender mainstreaming and equality at all levels of development and across all sectors. Sector ministries also noted that proposals linked to gender mainstreaming are difficult to rationalize if they do not see clear links between the work that they do and gender equality. Some felt that if there were more clearly articulated priorities for gender in national and sector plans, they would be more aware and motivated to request funding to integrate gender issues into programmes in a visible way.

f. Accountability mechanisms

The ways in which action on commitments to gender mainstreaming can be traced and monitored within organizations, and the mechanisms through which individuals at different levels demonstrate gender equality related results

> ToRs or gender focal point in ministry
>
> Only one of the ministries interviewed had an identified gender focal point. One ministry identified staff positions that include responsibilities for gender mainstreaming.
>
> (excluding MWCSD).

One type of accountability mechanism to facilitate gender mainstreaming across government is to have a system of gender focal points who are responsible, for example, for liaising with national women's machineries, integrating gender priorities into the work of their offices, and helping other staff do gender analysis of their work. In Samoa there was only one ministry, the Ministry of Finance, with a specified gender focal point in the Aid Coordination Division. However, that person is a focal point for donors and does not have gender issues or gender mainstreaming in their terms of reference. The Ministry of Police was the only agency that confirmed having staff with specific terms of reference to integrate gender issues into their work – those staff work in the Domestic Violence Unit.

People interviewed for the stocktake were asked if there are specific constraints to integrating responsibility for gender into staff positions in their ministries or divisions. Most responded that lack of funding and low technical capacity are the main constraints, some cited workloads being too demanding, and others said there is a lack of clarity about how gender is a priority in relation to their mandates.

A second type of accountability mechanism that can support gender mainstreaming includes tracking and analyzing sex-disaggregated data and reporting specifically on gender issues. Of the 15offices that responded to the question 'Does your ministry/division collect data?' 14 said they always collect data and one said they sometimes collect data. Of this same group, only one office said their data were always sex-disaggregated, 13 said their data were sometimes disaggregated; one said they were never disaggregated.

Without consistent sex-disaggregated data collection, it is very difficult to create an evidence base about gender issues and report progress on gender equality

and human rights. Some ministries, of course, collect mainly technical data that does not relate to people, but many said they collect information about households, communities and groups, such as youth and children, without specifying the differences between men and women, girls and boys.

As noted in the previous section, there are regional and international initiatives and regional technical assistance available to support governments to improve collection of sex disaggregated data and make use of gender indicators for analyzing statistics to 'tell a gender story' about access and control of resources and about development results. This can support countries to report on CEDAW as well as improve development planning and service delivery.

A third type of accountability mechanism related to gender mainstreaming is centralized planning and proposal application systems that incorporate analysis of the gender implications of specific programmes and projects. The Ministry of Finance Planning Division noted that investment projects over WST100,000 need to meet criteria related to gender if they have a social dimension and that these must be clarified before projects go to the Cabinet Development Committee (CDC) for approval. However, in a recent scan of CDC proposals that was undertaken for the stocktake desk review, gender issues were not visible. This may indicate that most socially-oriented projects are smaller scale and that major projects are more technical or infrastructure related. Regardless, having criteria to address gender implications of development projects is very positive, and identifying an approach to ensure that gender issues at all levels are transparent is a strategic way to support gender mainstreaming.

Finally, planning, monitoring and evaluation frameworks that include gender indicators function as accountability mechanisms. As noted earlier, the MWCSD is developing a monitoring and evaluation framework for its own use, and it can potentially be adapted for other sectors and ministries.

3. Analysis of supports and constraints for gender mainstreaming across the whole of government

Reviewing the information collected in the stocktake, a number of specific supports to gender mainstreaming stand out. There are also some significant constraints that need to be reduced for mainstreaming to be an effective development approach in Samoa.

a. Supports

There are a number of existing supports for gender mainstreaming in Samoa that can be built on and enhanced to increase and improve government efforts at mainstreaming. The following list represents mechanisms in place identified during the stocktake desk review and fieldwork.

- National reports and research on gender equality and responses and reports from international and regional bodies such as the UN CEDAW Committee, SPC, PIFS and regional UN agencies
- Recent and ongoing work to establish and support the Law Reform Commission, the Office of the Human Rights Commission and similar mandates in other arms of government, to revise and adopt legislation

that supports gender equality

- The existence of lessons learned on gender programming from a range of ministries and donors
- The existence of the sector coordination process to coordinate and integrate the work of government
- The network of women's leaders in the public service
- Networks of civil society organizations
- Supportive development partners
- Openness to the concept of gender mainstreaming among most staff in government agencies and state-owned enterprises
- The existence of the village women representatives system
- A committed ministry responsible for gender equality and women's empowerment
- The ways in which Samoan culture values women and girls sets a precedent for gender equality and provides a starting point for gender mainstreaming

b. Constraints

There are also some significant constraints that need to be reduced or removed if Samoa is to take advantage of the support factors listed above. These constraints exist at different levels but all of them can have a negative impact on the government's efforts to mainstream gender. These constraints are listed below.

- Lack of awareness and acceptance about what gender equality means and the common misperception that it is only about women
- Ministries and state-owned enterprises not undertaking gender analysis of their mandates and therefore not fully integrating gender considerations into planning, programming and monitoring
- Low technical and resource capacity in government to do gender mainstreaming, analysis, gender responsive planning and programming
- Limited professional development opportunities related to gender mainstreaming
- Existing heavy workloads in ministries make staff wary of taking on new tasks such as gender mainstreaming
- The large number of government plans, processes and structures, making it difficult to develop a clear roadmap or theory of change for gender mainstreaming
- Weak or undefined accountability mechanisms within ministries and at the sector coordination level
- The lack of sex-disaggregated data and related lack of gender analysis of government data in relevant areas
- The lack of cross-sector funding for gender mainstreaming programmes
- Cultural biases, harmful stereotypes and traditions that restrict women's freedoms and rights, including, for example, marginalization of women in decision making processes – particularly at the village level
- Lack of analysis comparing Samoan culture with international norms and standards of gender equality

c. Additional factors affecting the enabling environment for gender mainstreaming in Samoa

A combination of factors related to the strength of Samoan culture and the variability of how culture and traditions are incorporated into government policy and programmes – by individuals or groups of staff – influences gender mainstreaming. For example, Samoa's chiefly system has an effect on organizational culture of government and decision-making, which may not always align with human rights principles. This will need to be considered and fully rationalized in government's approach to gender mainstreaming. Building acceptance of gender mainstreaming among civil society – including churches – will be critical to mainstreaming at the local level. Very simply, gender mainstreaming must be understood as a tool or process to ensure that both men and women, including young women and boys, fully benefit from any planned activity, policy or programme that the government undertakes. Quite often, various government divisions consider this during community and national level consultations. However, these consultations and integrated approaches are not captured or documented in any systematic way.

The emphasis on women's empowerment in Samoa's policy language – and in the name of the responsible ministry – reinforces misperceptions that gender equality is only about women. Creating more understanding and awareness about gender relations and how gender equality provides development benefits for women, men and families will be critical to building acceptance of mainstreaming. This needs to be done in the context of gender analysis of each government ministry's mandate so that government staff are more aware and more able to articulate gender issues.

4. Recommended strategic approaches for gender mainstreaming

a. Political will and organizational culture

Preliminary findings indicate that political will for gender mainstreaming in Samoa is relatively high. The government has been responsive to international guidance and has undertaken legislative and policy reform, as well as adopting a constitutional amendment for temporary special measures to create reserved seats for women in parliament. There is, however, a considerable amount of rhetoric that has yet to be demonstrated as true commitment through investment in gender mainstreaming and professional development of government staff.

Organizational culture of government is both a constraint and a support to gender mainstreaming. There is considerable organizational inertia preventing effective mainstreaming and some of this is linked to the complexity of harmonising cultural and international norms around the concept of equality as a general principle.

At the national level, organizational culture of government is influenced by the changing demographics of the public service. More women are holding senior posts and becoming managers, which demonstrate the abilities of both men and women to be leaders and decision-makers. However, organizational culture is

also strongly influenced by traditional norms and there is still a lack of awareness about how to do gender analysis and integrate concepts of gender equality into ministry mandates – especially where those require close interaction with local level decision-making bodies. Developing the rationale to clarify how gender equality improves the quality of life for everyone, protects community stability, and increases the life chances of children has to be done in a way that will build alliances with traditional leaders and support them to become gender equality advocates.

Strategic approaches to strengthen political will and enhance organisational culture relate to building awareness in government and communities, andcan include actions such as those in the list of proposals below.

- MWCSD clarifies priority actions and seeks technical assistance to work – for example – with parliamentarians, Sector wide approach through the different sector units of Government and state-owned enterprise boards to identify additional methods of supporting gender mainstreaming in government .
- MWCSD in close collaboration with PSC and development partners identifies prioritized action(s) and mechanism(s) to increase accountability for gender mainstreaming, building on good practice from the region.
- Awareness campaigns are undertaken, including with churches and communities, using existing evidence from within Samoa and other countries about how diversity and equality are linked to improved development outcomes.

b. Legal and constitutional frameworks

Strategic steps to strengthen legal and constitutional frameworks are clearly outlined in the CEDAW Concluding Comments and Samoa is in the process of undertaking many of these recommendations. The CEDAW compliance review is key to this process and needs continued support. Strategies are listed below.

- Continue provides funding and technical assistance to the Law Reform Commission and the Attorney General's Office to review Samoa's constitution and legislative framework for compliance with CEDAW.
- Media programmes and broad-based public awareness campaigns about legislative reform linked to CEDAW compliance are supported and, wherever possible, legislative compliance issues are interpreted in the context of Samoan culture.
- Support from regional or development partners is obtained to compile and publish a resource tool of case laws and decisions made by judges in compliance with CEDAW, CRC and other international human rights conventions.

c. Technical capacity

At present there is limited technical capacity for gender analysis, gender responsive planning, project management, implementation and monitoring and evaluation, and the concept of gender mainstreaming is not widely understood.

Initial strategies to build capacity for gender mainstreaming overlap with strengthening political will and organizational culture and also include the strategies listed below.

- MWCSD and development partners provide technical assistance to work with line ministries to analyze their mandates from a gender perspective. Analysis to be done with a targeted group of staff who can then act as gender focal points to the MWCSD.
- MWCSD and relevant development partners work with PSC to bring gender mainstreaming into discussion with the CEO forum on a regular basis. Discussions can include feasibility assessment, planning recommendations and links to sector coordination mechanisms, provision of tailored gender analysis, and training workshops for all CEOs.
- MWCSD integrates specific gender mainstreaming capacity building criteria into its workforce plan and develops a system for in-house coaching and mentoring of staff in all divisions. Development partners can be approached for technical assistance through intermittent technical support and/or provision of international staff or volunteers experienced in gender mainstreaming.
- MWCSD profiles its capacity development plan to other ministries and seeks support from development partners to expand training, coaching and mentoring opportunities across government.

d. Financing

Financing of gender mainstreaming was mentioned as a constraint by government staff interviewed during the stocktake and also by civil society. However, the Ministry of Finance and development partners noted that there is funding available and that donors want to support gender responsive initiatives.

Recommended initial action to address this issue include the strategies listed below.

- MWCSD works with the Ministry of Finance to support new proposals for gender mainstreaming initiatives and to ensure that the criteria for clarifying gender implications are clear and enforced in line with CDC guidance.
- Raise awareness of funding availability for gender responsive initiatives and clarify the criteria for accessing funds at different funding thresholds.
- Support applicants to ensure new gender funding requests align with sector priorities for cross-sector priorities, and identify specific progress and impact indicators to be incorporated into initiatives.
- MWCSD integrates gender mainstreaming budgets more fully across its divisions and defines costing processes as a model for replication in other government agencies.

e. Accountability mechanisms

Accountability mechanisms for gender mainstreaming are generally weak or non-existent at a government-wide level and this was highlighted by a number of ministries interviewed for the stocktake as well as by civil society and development partners. Holding the whole of government accountable for its duty

to promote gender equality is complex and requires political will and commitment, as well as the applied authority of senior government officials and politicians.

Recommended strategic actions are listed below.

- The Bureau of Statistics and MWCSD seek technical assistance on a standardized collection of sex-disaggregated statistics and adoption of a core minimum set of gender indicators.

- MWCSD works with the Sector Coordination Forum and individual sector coordination groups to support gender mainstreaming across sectors. MWCSD works with development partners to ensure funding and technical assistance for detailed planning and coordination guidance to the Sector Coordination Forum.

- MWCSD completes the gender responsive monitoring and evaluation framework and after one year of implementation undertakes an assessment to highlight lessons learned and develop guidance on adapting the framework for other ministries, sectors and the national government.

Appendix 1: Ministries and organizations consulted

1. Government ministries, offices and state-owned enterprises

1. Ministry of Agriculture and Fisheries
2. Ministry of Commerce Industry and Labour
3. Ministry of Education Sports and Culture (included CEO)
4. Ministry of Finance and Planning
5. Ministry of Foreign Affairs and Trade
6. Ministry of Health
7. Ministry of Natural Resources and Environment (included CEO)
8. Office of the Ombudsman
9. Ministry of Police
10. Ministry of the Prime Minister and Cabinet (included CEO)
11. Ministry of Women, Community and Social Development (included CEO)
12. Ministry of Works, Transport and Infrastructure
13. Office of the Attorney General
14. Public Service Commission
15. Samoa Bureau of Statistics
16. Samoa Chamber of Commerce (included CEO)
17. Samoa Housing Corporation
18. Samoa Law Reform Commission
19. Samoa National Provident Fund
20. Samoa Tourism Authority (included CEO)
21. Social Sector Coordinator

2. Development partners
Group meeting
- New Zealand High Commission
- UN Women
- Civil Society Support Program (CSSP)
- Adventist Direct Relief Assistance (ADRA)

Individual meeting
- University of the South Pacific

3. NGOs
Group meeting
- Nuanua o le Alofa (disability focal point organization)
- Goshen Trust (domestic violence prevention organization)
- Samoa Umbrella of Non Government Organization (SUNGO)
- Samoa Red Cross

Appendix 2: Civil society recommendations to support increased gender equality in Samoa

Summary of civil society consultation on gender mainstreaming

The stocktake team met with civil society organisations to discuss gender mainstreaming issues, including what supports and barriers exist to government efforts to mainstream gender across all areas of work. The following points summarize the discussion and analysis of the group.

Supports to gender mainstreaming in Samoa

- International affiliations to organizations and commitments (e.g. CEDAW) that support gender equality
- Law reforms in progress
- Focal points in villages: at the community level the government has in place women traditional focal points
- There is a disability focal point in the MWCSD and it is now easier to get disability on government agenda.
- There are existing international and regional commitments to measure progress against.
- There is a national gender equality policy + country plan

Actions to strengthen supports

- Disability focal points and DPOs need to be included in all government consultations on gender.
- Need a way to strengthen information dissemination to the outer communities.
- Need to encourage MPs and senior government officials to champion gender equality.
- Need to get 'senior government officials' to do advocacy and awareness in the community – so that they also feel the issue is important to warrant a senior government visit.
- Decisions are mostly made by men in the community (women also *influence* a lot of the decision making) – need to be aware of this and strategize around this. Work through the wives of the chiefs in the village.

Barriers to gender mainstreaming in Samoa

- Lack of accountability
- Follow-through and consistency – making sure that the support is given
- Consistency in the language used and (awareness)
- Capacity and skills (lack of understanding on the issue)
- Negative behaviour (VAW) is normalized
- Financial resources are very limited
- Lack of understanding by men (senior). Men dominate decision making in the village *fonos*. Women are represented but do not necessarily talk because of tradition.

<u>Actions to reduce barriers</u>

- Need to work more strategically with men in the communities. Need to look at the impact of workshops in the community.
- Need to devise innovative strategies to work with men– so that they are comfortable and do not feel threatened by the concept of gender equality.
- Need to change approach to gender equality – need to utilize the *matai* system to suit your issue and make discussions *meaningful* for community.
- Advocacy is needed on gender issues because of underlying issues such as violence and inequality. Civil society plays a big role in this area for government. Red Cross in particular looks at banishment issues within community.
- Need better communication strategies for advocacy. Need to ensure community understands the language used in advocacy. Also need to communicate 'service issues' provided to different communities.
- Need to be agents of change.
- Utilise the village councils, particularly the wives of the chiefs.

Appendix 3: Ministry of Women Community and Social Development organizational structure

MWCSD ORGANISATION STRUCTURE

```
                    HONOURABLE MINISTER
                 for WOMEN COMMUNITY AND SOCIAL
                        DEVELOPMENT
                              |
                              |·············· ASSOCIATE
                              |               MINISTERS (2)
                              |
                    CHIEF EXECUTIVE OFFICER
                              |
    ┌────────┬────────┬───────┼────────┬────────────┬────────────┐
    │        │        │       │        │            │            │
DIVISION  DIVISION DIVISION DIVISION DIVISION    DIVISION     DIVISION
FOR       FOR      FOR      FOR      FOR RESEARCH FOR          FOR
INTERNAL  WOMEN    YOUTH    PRINTING POLICY       CORPORATE    WELFARE &
AFFAIRS                              PLANNING &   SERVICES     SOCIAL
                                     INFORMATION               SERVICES
                                     PROCESSING
```
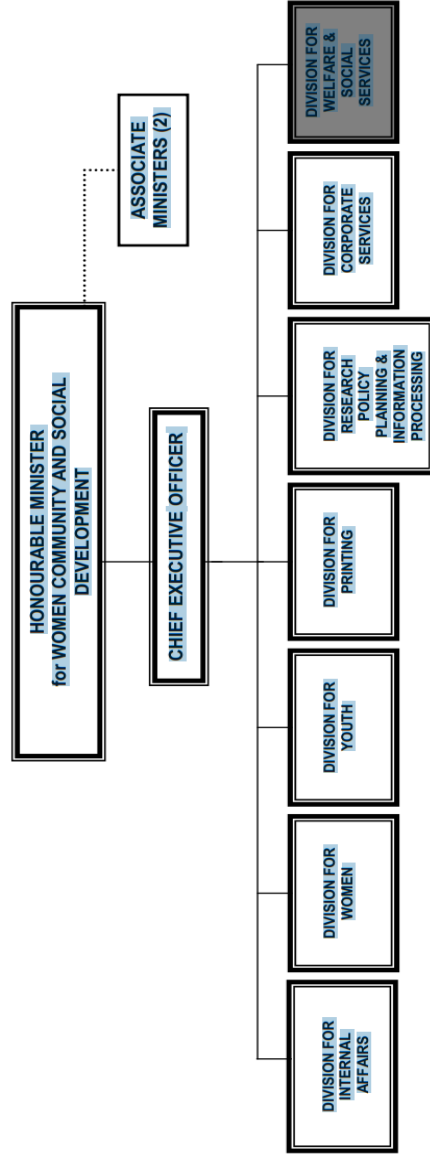
Appendix 4: News Release - Pacific Leaders Gender Equality Declaration 2012

The Leaders of the Pacific Islands Forum met from 27 to 30 August 2012 in Rarotonga and brought new determination and invigorated commitment to efforts to lift the status of women in the Pacific and empower them to be active participants in economic, political and social life.

Leaders expressed their deep concern that despite gains in girls' education and some positive initiatives to address violence against women, overall progress in the region towards gender equality is slow. In particular Leaders are concerned that women's representation in Pacific legislature remains the lowest in the world; violence against women is unacceptably high; and that women's economic opportunities remain limited.

Leaders understand that gender inequality is imposing a high personal, social and economic cost on Pacific people and nations, and that improved gender equality will make a significant contribution to creating a prosperous, stable and secure Pacific for all current and future generations.

To realize this goal, Leaders commit with renewed energy to implement the gender equality actions of the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW), the Millennium Development Goals (MDGs), the Revised Pacific Platform for Action on Advancement of Women and Gender Equality (2005 to 2015); the Pacific Plan; the 42nd Pacific Island Forum commitment to increase the representation of women in legislatures and decision making; and the 40th Pacific Island Forum commitment to eradicate sexual and gender based violence.

To progress these commitments, Leaders commit to implement specific national policy actions to progress gender equality in the areas of gender responsive government programs and policies, decision making, economic empowerment, ending violence against women, and health and education:

Gender Responsive Government Programs and Policies

- Incorporate articles from the Convention for the Elimination of all forms of Discrimination against Women (CEDAW) into legislative and statutory reforms and policy initiatives across government;

- Support the production and use of sex disaggregated data and gender analysis to inform government policies and programs;

- Strengthen consultative mechanisms with civil society groups, including women's advocacy groups, on key budget and policy issues of national and sub-national governments.

Decision Making

- Adopt measures, including temporary special measures (such as legislation to establish reserved seats for women and political party reforms), to accelerate women's full and equal participation in governance reform at all levels and women's leadership in all decision making.

- Advocate for increased representation of women in private sector and local level governance boards and committees (e.g. school boards and produce market committees).

Economic empowerment

• Remove barriers to women's employment and participation in the formal and informal sectors, including in relation to legislation that directly or indirectly limits women's access to employment opportunities or contributes to discriminatory pay and conditions for women.

• Implement equal employment opportunity and gender equality measures in public sector employment, including State Owned Enterprises and statutory boards, to increase the proportion of women employed, including in senior positions, and advocate for a similar approach in private sector agencies;

• Improve the facilities and governance of local produce markets, including fair and transparent local regulation and taxation policies, so that market operations increase profitability and efficiency and encourage women's safe, fair and equal participation in local economies.

•Target support to women entrepreneurs in the formal and informal sectors, for example financial services, information and training, and review legislation that limits women's access to finance, assets, land and productive resources.

Ending violence against women

•Implement progressively a package of essential services (protection, health, counselling, legal) for women and girls who are survivors of violence.

• Enact and implement legislation regarding sexual and gender based violence to protect women from violence and impose appropriate penalties for perpetrators of violence.

Health and Education

• Ensure reproductive health (including family planning) education, awareness and service programs receive adequate funding support;

• Encourage gender parity in informal, primary, secondary and tertiary education and training opportunities.
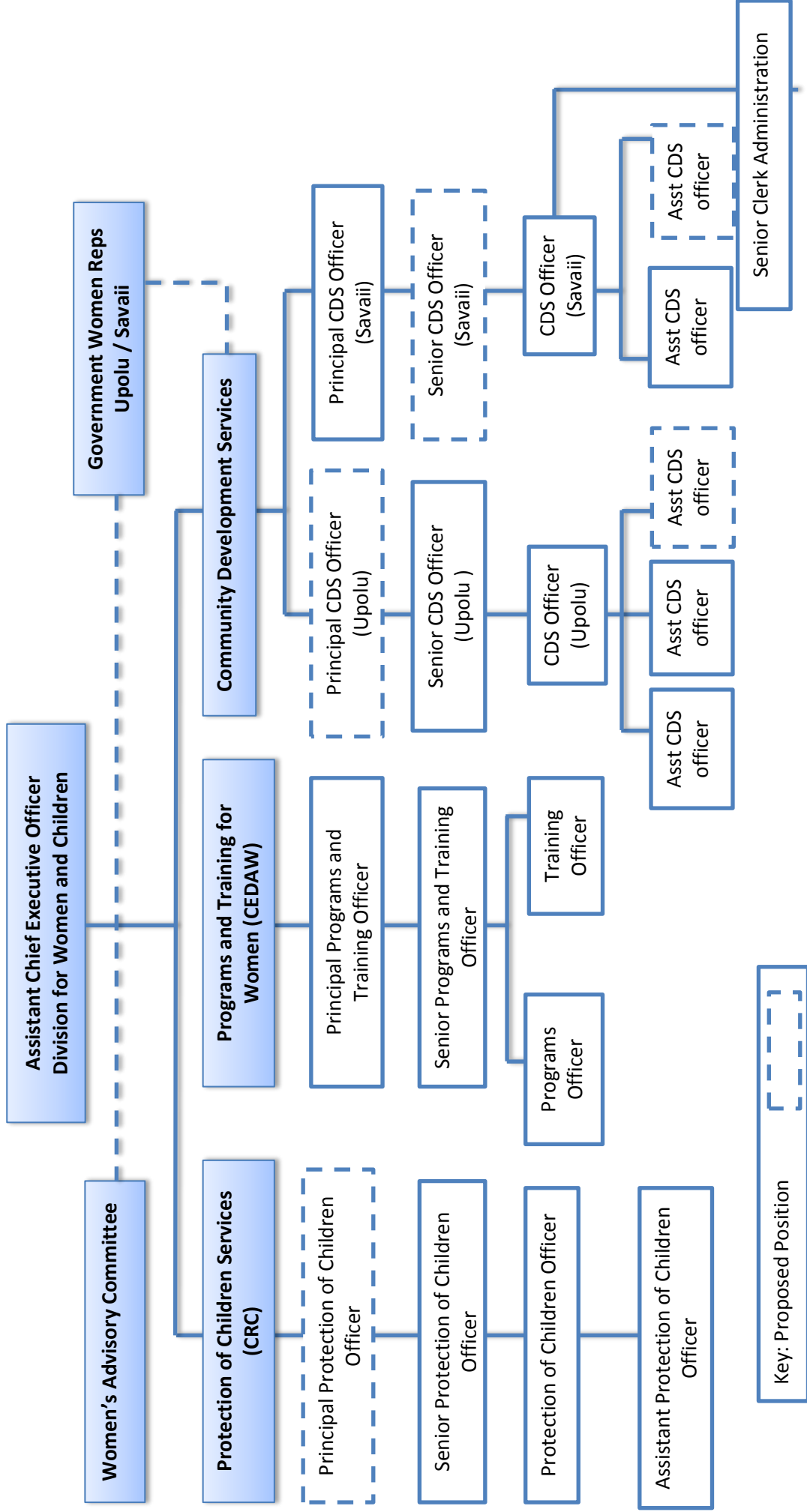
Leaders called on Development Partners to work in a coordinated, consultative and harmonised way to support national led efforts to address gender inequality across the region in line with the Paris Declaration on Aid Effectiveness and Cairns Compact on Strengthening Development Coordination in the Pacific. Leaders also requested Development Partners to increase financial and technical support to gender equality and women's empowerment programs, and to adopt strategies within their programs to provide employment and consultation opportunities for women in the planning and delivery of development assistance to the region.

Leaders agreed that progress on the economic, political and social positions of women should be reported on at each Forum Leaders meeting. They directed the Forum Secretariat, with the support of the Secretariat of the Pacific Community and Development Partners, to develop, as part of the Pacific Plan performance monitoring framework and annual report to Leaders on country progress in implementing the above commitments and moving towards achieving greater gender equality.

SOURCE: PIFS/PACNEWSBy Online Editor

1:13 pm GMT+12, 01/09/2012, Cook Islands

Appendix 5: Division for Women organizational chart

Assistant Chief Executive Officer Division for Women and Children

Women's Advisory Committee

Government Women Reps Upolu / Savaii

Protection of Children Services (CRC)

- Principal Protection of Children Officer
- Senior Protection of Children Officer
- Protection of Children Officer
- Assistant Protection of Children Officer

Programs and Training for Women (CEDAW)

- Principal Programs and Training Officer
- Senior Programs and Training Officer
  - Training Officer
  - Programs Officer

Community Development Services

- Principal CDS Officer (Upolu)
  - Senior CDS Officer (Upolu)
    - CDS Officer (Upolu)
      - Asst CDS officer
      - Asst CDS officer
      - Asst CDS officer
- Principal CDS Officer (Savaii)
  - Senior CDS Officer (Savaii)
    - CDS Officer (Savaii)
      - Asst CDS officer
      - Asst CDS officer
      - Senior Clerk Administration

Key: Proposed Position

48

CONTACT DETAILS
Secretariat of the Pacific Community