PROGRESSING GENDER EQUALITY IN THE PACIFIC (PGEP) PROJECT
MID-TERM EVALUATION REPORT

Prepared for: Australian Department of Foreign Affairs and Trade (DFAT), and Pacific Community (SPC)

Prepared by: Sarah Widmer and Emily Sharp

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CONTENTS

ACRONYMS

ADB	Asian Development Bank
BPA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CRGA	Committee of Representatives of Governments and Administrations
CROP	Council of Regional Organisations in the Pacific
CSO	Civil society organisation
CSW	Commission on the Status of Women
DFAT	Australian Department of Foreign Affairs and Trade
EU	European Union
FSM	Federated States of Micronesia
GAD	Gender and Development
GE	Gender equality
GFP	Gender focal point
GM	Gender mainstreaming
GS	Gender statistics
HIES	Household Income and Expenditure Survey
HoM	Head of Ministry
HR	Human resources
IPAM	Institute of Public Administration and Management (Solomon Islands)
IRIS	Integrated Reporting Information System (SPC)
MDG	Millennium Development Goal
MEF	Monitoring and Evaluation Framework
MEL	Monitoring, evaluation and learning
MFEM	Ministry of Finance and Economic Management (Cook Islands)
MOU	Memorandum of Understanding
MP	Member of Parliament
MPS	Ministry of Public Service (Solomon Islands)
NDP	National Development Plan
NSO	National statistics office
NWM	National women's machinery
ODE	Office of Development Effectiveness
Pacific Women	*Pacific Women Shaping Pacific Development*
PDNA	Post-disaster needs assessment
PEARL	Planning, evaluation, accountability, reflection & learning
PGEP	Progressing Gender Equality in the Pacific (SPC)
PIC	Pacific Island country

PICT	Pacific Island country and territory
PIFS	Pacific Island Forum Secretariat
PLGED	Pacific Leaders' Gender Equality Declaration
PNG	Papua New Guinea
PS	Permanent Secretary
PSC	Public Service Commission
RMI	Republic of Marshall Islands
RPPA	Revised Pacific Platform for Action on the Advancement of Women
RRRT	Regional Rights and Resource Team (SPC)
SDD	Statistics for Development Division (SPC)
SDP	Social Development Program (SPC)
SDG	Sustainable Development Goal
SIDS	Small Islands Developing States
SPC	Pacific Community
TA	Technical assistance
TC	Tropical cyclone
TYPSS	Ten-Year Pacific Statistics Strategy
USAID	US Agency for International Development
UNESCAP	UN Economic and Social Commission for Asia and the Pacific
UNFPA	UN Population Fund
VAW	Violence against women
WEE	Women's economic empowerment
WID	Women in Development
WUTMI	Women United Together Marshall Islands

"One thing I've found working with SPC, working with them, they take you on the journey. You are not at the beginning and the end, you know the story of the product. Review of the policy, they explain how things are and where things come from." (Country partner)

PROJECT OVERVIEW

Progressing Gender Equality in the Pacific (PGEP) is a five-year project working with the 14 Pacific Island countries (PICs) to strengthen governments' capacity to mainstream gender and to improve gender statistics to better monitor progress towards gender equality. It is funded through Pacific Women Shaping Pacific Development (*Pacific Women*) from the Australian Government and implemented by the Pacific Community (SPC). The PGEP project commenced in 2013 and will finish in 2018.

The project has two components: strengthening PICs' capacity to mainstream gender (Component 1); and monitoring progress towards achieving gender equality through collection, use and analysis of gender statistics (Component 2). It is working across the 14 PICs to varying degrees on each of these components. The short-term outcomes are:

- Building general awareness and attitudinal changes on gender equality among government personnel;
- Strengthening political will to achieving gender equality;
- Building technical capacity of governments to drive gender mainstreaming;
- Beginning to build an organisational culture that supports gender mainstreaming;
- Embedding gender in national development plans with clear strategies and adequate resourcing in place; and
- Contributing to a coordinated approach to gender mainstreaming efforts.

EVALUATION OVERVIEW

This is a formative mid-term evaluation of PGEP, commissioned by DFAT to gain a picture of progress during the first three years of the project (1 July 2013 – 30 June 2016). The evaluation explored questions related to relevance, effectiveness and efficiency of the project, with specific objectives to identify:

1. Extent of progress against the project's identified shorter-term project outcomes;
2. Effective approaches and strategies for contributing to improved PIC capacity to progress gender equality and empowerment of women through national and sector policies and strategies;
3. Effective strategies for contributing to the generation and use of greater knowledge and information about gender equality issues and women's contributions to social and economic development;
4. Success factors, what worked, what did not, in what context, and why;
5. Lessons learned for project improvement and for guiding strategic directions;
6. Barriers and challenges to progress; and
7. Recommendations for improvement and for future development of the project.

A number of evaluative activities were implemented to understand the relationship between country and organisational context, stakeholders, strategies, resources, and external factors. The data collection and analytical methodology used mixed-methods approaches, including document and literature review; stakeholder and activity mapping; key informant interviews with 31 SPC, PIC government and development partners; and three country case studies involving interviews with 55 stakeholders in Cook Islands, Marshall Islands and Solomon Islands.

OVERALL ASSESSMENT

At the midpoint, the project is achieving positive and demonstrable gains in gender mainstreaming and gender statistics in seven countries where PGEP has been invited as an active partner to complement countries' efforts and investments into gender mainstreaming; and in a further three countries where assistance has been more sporadic. However, there are more countries than a small team can practically assist, and the mode and approach needs to be refined for future implementation, in order to support sustained outcomes at the country and regional level.

PROGRESS WITH IMPLEMENTATION

The first two years focused primarily on foundational activities – in Component 1 this included the production of stocktake reports in 13 PICs, development of workplans, training and the review of gender policies. In Component 2, this included development of regional and national tools and guidelines around gender statistics, review of sex-disaggregated data, training, and production of gender statistic publications. Activities in Years 2 and 3 have diversified, including review of sectoral policies, development of gender mainstreaming tools, and other types of technical assistance in both gender mainstreaming and statistics (e.g. mentoring, coaching).

All 14 PICs have been involved in the project to varying extents, with three groupings of PICs, based on intensity of PGEP engagement:

- *Group 1: Countries with high engagement:* Solomon Islands and Cook Islands;
- *Group 2: Countries with moderate engagement:* Palau, Marshall Islands, Tonga, Tuvalu and FSM; and
- *Group 3: Countries with limited engagement:* Kiribati, Samoa, Fiji, Nauru, Vanuatu, Niue and PNG.

Most PICs have received support around both project components, indicating some level of inter-dependence and coordination between Components 1 and 2.

EFFICIENCY

All PICs interviewed provided overwhelmingly positive feedback about the type of assistance provided through PGEP. Comments centred on the level of the team's technical expertise in gender mainstreaming and gender statistics, as well as their 'partnership' approach to working with countries. However, with limited staff resources, there is a question as to whether the team is spending their time efficiently, on the right mix and type of activities. In particular:

- The project has multiple reporting and accountability systems, and there appears to be limited outcomes-based planning, learning and reflection, or use of the monitoring and evaluation framework;
- The PGEP team has spent considerable time and resources on the development and delivery of trainings – some of which are introductory and without consistent follow-up through provision of other technical assistance; and
- There is strong coordination between PIC government agencies, but limited coordination and communication with other SPC divisions and development partners.

RELEVANCE

The need for PGEP remains highly relevant:

- Regional declarations have identified institutional strengthening for gender mainstreaming as a key regional priority;
- The need for developments in gender statistics to inform evidence-based policy decision making, has been identified by Pacific leaders as a priority;

- SPC is seen as the logical and key organisation to deliver the project, with its strategic positioning in the region, its membership of 22 Pacific Islands countries and territories (PICTs) and its technical expertise. In most PICs, SPC is the sole organisation providing specific assistance on gender mainstreaming and gender statistics;
- Political will for gender equality has grown over recent years but the extent of it varies by country. In many instances, 'articulated' will of leaders or policies is yet to be implemented or demonstrated;
- Capacity in both gender mainstreaming and gender statistics is low across PICs and in need of further development. There are wider issues of limited capacity in PIC public sectors, especially Small Island Developing States, and previous examples of formative gender mainstreaming programs not being sustained, which increases the relevance (and complexity) of capacity building.

EFFECTIVENESS

A review of progress towards outcomes in the first three years indicates that progress has occurred towards all outcomes. 'Significant' progress has occurred around increasing awareness and attitudes in gender equality among government personnel, and 'limited' progress has occurred around the development of national development plans with gender-specific targets. For all other outcomes, progress towards the outcome has been 'moderate'. Progress is the result of contributions from PGEP, national efforts and leaders, and *Pacific Women* and other development programs.

Significant progress	Moderate progress	Moderate progress
Awareness & attitudinal changes built among govt personnel	Political will to achieving gender equality srengthened	Technical capacity of governments built
Moderate progress	Limited progress	Moderate progress
Organisational culture that supports gender mainstreaming built	Gender increasingly embedded in NDPs with clear strategies and resourcing in place	Coordinated approach to gender mainsteaming efforts achieved

The group of countries with significant PGEP engagement has shown the most significant progress, but these PICs are not yet at a stage where change is embedded or sustainable. The amount of progress reinforces evidence in the literature that multiple strategies for gender mainstreaming are more effective. Given how long SPC has worked with this first group of countries, it also highlights that change is a slow process.

In the group of countries with moderate PGEP engagement, changes are primarily seen around awareness and attitudinal changes, and to a lesser extent, political will, capacity and organisational culture. This suggests not only that awareness is the first outcome that is being achieved, but also that PGEP's activities have focused on this outcome for this group of countries.

The group of countries with limited PGEP engagement is made up of two type of countries – those with some capacity in gender mainstreaming and already engaged with other development partners; and those with limited will for gender mainstreaming. As a result, outcomes for this group are variable or unknown (given PGEP's limited engagement). Limited progress has been demonstrated for some of these countries, putting into question the impact of PGEP's sporadic involvement with this group of PICs.

EFFECTIVE STRATEGIES AND APPROACHES: COMPONENT 1 AND 2

The specific strategies and overarching approaches seen to be the most effective and highest priority for PICs are:

- **Project-based technical assistance** – This has occurred more in gender statistics than gender mainstreaming on projects such as Household Income and Expenditure Surveys and post-disaster needs assessments. It has enabled on-the-job learning and coordination;
- **A coordinated approach to gender mainstreaming and statistics** – Using PGEP's position and ability to meet with central agencies and line ministries as a way to support coordination between women's divisions and these agencies; and also between women's divisions and statistics offices;
- **Work with a diverse range of partners** – Specifically government central agencies and SPC divisions, as a way to amplify outcomes, and enhance political will, organisational culture and accountability mechanisms for gender mainstreaming;
- **Identifying and building on existing opportunities across government –** to increase ownership and relevance of gender mainstreaming for PIC partners;
- **Production of genders statistic publications** – Produced through PGEP, these have provided a snapshot of key gender indicators for PICs, but more could be done in supporting their use in a policy setting; and
- **Long-term, on-the-job assistance –** Providing month-long mentoring (rather than 1-2 weeks), which is based on supporting government partners to build capability around their existing work.

Government partners in half of PICs are at a stage where they are seeking support from PGEP in applying their skills. In particular, government partners have requested assistance around: implementation of gender policies; tailored, 'how to' assistance in applying gender mainstreaming in sectoral policies and programs; analysis and dissemination in gender statistics; advocacy and communication with gender statistics publications; tools to manage information on gender mainstreaming and gender statistics; and tools framed in a pitch and language that is accessible and appropriate for different audiences (including outer islands/provinces of PICs).

ENABLERS AND BARRIERS

A number of enablers and barriers affected both program implementation and outcomes. These are identified in the following table.

ENABLER	PGEP-SPECIFIC	OTHER
PGEP partnership approach	X	
Technical ability of PGEP	X	
PGEP as a regional activity	X	
PGEP as situated in SPC	X	X
Complementary in-country gender equality efforts/ resources through Pacific Women	X	X
PGEP positioning in SPC as an organisation		
Development on other gender issues		X
Gender champions across government		X
Willing/capable in-country staff		X

BARRIER	PGEP-SPECIFIC	OTHER
Limited PGEP human resources	X	
Not enough time spent in each PIC (as is requested)	X	
Not enough technical assistance on analysis of gender statistics and application of gender mainstreaming in practice	X	
Lack of coordination between development partners, or government agencies	X	X
Limited attention/support to gender mainstreaming within SPC divisions	X	X
Lack of country ownership of gender policies	X	X
Lack of engagement on gender mainstreaming across government agencies		X
Unsupportive Heads of Ministries		X
NWMs seen as peripheral and with low resources/capacity		X
Not enough support in capacity building to NSOs		X
Staff turnover in PIC governments		X
Limited public service capacity and reform		X
Lack of accountability in public sectors		X
Discriminatory cultural attitudes		X

LESSONS LEARNED AND RECOMMENDATIONS

A comprehensive, strategic, practical and coordinated focus in this next stage of PGEP implementation is critical to help embed progress and overcome the global challenges surrounding gender mainstreaming. This includes careful consideration of what activities have the most value, how the team spends its time given its skills, and how it can maximise its effectiveness with limited resources. It also includes leveraging its position in SPC and *Pacific Women* and with its national government counterparts. Six overlapping themes frame recommendations for project improvement:

1. **Strengthen country prioritisation and strategic planning**

   Recommendation 1.1: PGEP to work more intensively with a smaller number of countries for the duration of the project, namely those in Groups 1 and 2, and supporting Group 3 PICs through South-South exchange, regional efforts or coordinated efforts with other development partners.

   Recommendation 1.2: PGEP to develop strategic priorities specific to each group of countries, and updated country workplans with clear links between planned activities and strategic priorities, as well as between country-level indicators and program-level results.

2. **Reframe the approach to technical assistance in PICs**

   Recommendation 2.1: PGEP to shift its modes of technical assistance towards on-the-job mentoring, extended in-country visits, and a modular approach to training that is complemented by other activities. For PICs in Groups 1 and 2, the focus of training should shift to gender statistics analysis, and application of gender mainstreaming in programs.

   Recommendation 2.2: PGEP to develop and disseminate simple, sector-specific guidelines to support the application of gender mainstreaming across sectors.

   Recommendation 2.3: PGEP to develop gender mainstreaming activities based on the specific priorities and entry points within each PIC, and to tailor workplans towards PIC-led activities. Workplans must be based around the strategic priorities described in Recommendation 1.2.

   Recommendation 2.4: Where possible, PGEP to identify a small number of local gender and statistics practitioners across the region, work with DFAT and other partners in developing a shared approach to

building their capacity, and reframe technical assistance to incorporate their involvement in introductory activities.

3. **Increase the focus on mainstreaming within SPC**

   Recommendation 3.1: SPC to complete its rapid review of gender mainstreaming efforts across divisions to identify entry points for greater coordination.

   Recommendation 3.2: SPC to provide adequate resourcing to support 'people-centred' mainstreaming within SPC divisions.

4. **Improve coordination and communication with other development partners**

   Recommendation 4.1: DFAT (primarily through Pacific Women*), PGEP and UN Women to strengthen regional and national planning and coordination.*

   Recommendation 4.2: PGEP to develop a regional online platform for sharing learning and lessons between PICs.

5. **Build South-South learning and exchange**

   Recommendation 5.1: PGEP to identify sector-specific gender specialists for South-South exchanges on sector-based gender mainstreaming, and other opportunities for South-South exchanges on gender statistics analysis.

   Recommendation 5.2: PGEP to reframe regional trainings so they are part of a strategy supporting South-South exchange.

6. **Strengthen and align monitoring, learning and reporting processes**

   Recommendation 6.1: PGEP to review monitoring, reporting and learning processes, and align the revised monitoring and evaluation framework with SPC results framework and PEARL policy.

   Recommendation 6.2: DFAT (through the Pacific Women *program) to take a participatory approach with PGEP to develop guidelines for the end-of-project evaluation.*

SECTION 1: INTRODUCTION

Progressing Gender Equality in the Pacific (PGEP) is a five-year project working with the 14 Pacific Island countries (PICs)[1] to strengthen governments' capacity to mainstream gender and to improve gender statistics to better monitor progress towards gender equality. It is funded through Pacific Women Shaping Pacific Development (*Pacific Women*) from the Australian Government and implemented by the Pacific Community (SPC). Though the project has roots in formative SPC work, the PGEP project commenced in 2013 and will finish in 2018. The budget for the project is AUD $3,817,332 over five years. The project is currently in Year 4 of implementation.

1.1 EVALUATION OVERVIEW

DFAT commissioned a mid-term evaluation to gain a picture of progress during the first three years of the project (1 July 2013 – 30 June 2016). This formative evaluation was focused on understanding the model of implementation, including establishing the extent of progress, effective approaches, and transferable lessons for what works in engaging effectively with PIC governments. The specific objectives of the evaluation were to identify:

1. Extent of progress against the project's identified shorter-term project outcomes;
2. Effective approaches and strategies for contributing to improved PIC capacity to progress gender equality and empowerment of women through national and sector policies and strategies;
3. Effective strategies for contributing to the generation and use of greater knowledge and information about gender equality issues and women's contributions to social and economic development;
4. Success factors, what worked, what did not, in what context, and why;
5. Lessons learned for project improvement and for guiding strategic directions;
6. Barriers and challenges to progress; and
7. Recommendations for improvement and for future development of the project.

Included in these objectives was a consideration of the project's modality, the Monitoring and Evaluation Framework (MEF) and underlying assumptions, and the significance of findings for SPC's organisational priorities.

The evaluation was conducted by an external evaluator and an SPC internal evaluator. It was managed by the *Pacific Women* Support Unit, with support from Cardno Emerging Markets, final approval from Australian Department of Foreign Affairs and Trade (DFAT), and oversight by an Evaluation Steering Committee.

1.2 EVALUATION METHODOLOGY

The evaluation explored questions related to relevance, effectiveness and efficiency of the project:

- **Relevance: To what extent was the project able to demonstrate progress toward and effective strategies for:**
    - Increasing governments' willingness to take measures to promote gender equality and mainstream gender;
    - Increasing governments' capacity to produce, maintain and use sex-disaggregated data and gender statistics;
    - Improving the capacity of governments to introduce policies and other gender reforms through technical assistance; and

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[1] Cook Islands, Fiji, Federated States of Micronesia (FSM), Kiribati, Nauru, Niue, Palau, Papua New Guinea (PNG), Republic of the Marshall Islands (RMI), Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.

- Alignment with and progressing SPC's organisational strategic goals and objectives?
- **Effectiveness: To what extent was the project able to demonstrate progress toward and effective strategies for:**
  - Building awareness and attitudinal changes of government personnel of the importance of gender equality;
  - Strengthening political will in order to achieve gender equality;
  - Building the gender mainstreaming and reporting capacity of governments;
  - Building an organisational culture in governments that supports gender mainstreaming; and
  - Embedding gender in national development plans with clear strategies and adequate resourcing in place?
- **Efficiency: To what extent was the project able to:**
  - Improve accountability of governments for gender mainstreaming;
  - Achieve a coordinated approach to gender mainstreaming efforts by governments; and
  - Work in alignment with other gender mainstreaming initiatives operating in the Pacific?

The project is trying to address the long-standing social issue of gender inequality in the context of often bureaucratic and unwieldy government machineries, with limited exposure to good governance practices. As with other projects addressing social problems, the experience of positive outcomes may be slow, difficult to articulate, and certainly difficult to attribute to one factor, such as the project. In addition, implementation will be shaped by unique country contexts, successes and barriers.

In order to produce an evaluation that provided a rigorous and substantiated picture of project implementation to date from both country and regional perspectives, a number of evaluative activities were implemented. These were focused on understanding the relationship between country and organisational context, stakeholders, strategies, resources, and external factors.

The data collection and analytical methodology used a mixed-methods approach in a series of five iterative phases that built upon each other through inter-related processes and products.

1. **Phase One: Scoping and testing** gained a detailed picture of project implementation and generated a rigorous evaluation framework through a PGEP team workshop and survey, review of over 75 project documents, literature scan, activity mapping, and stakeholder mapping;
2. **Phase Two: Informing** broadened the enquiry through key informant interviews with 31 stakeholders comprising:
   - **SPC partners** (PGEP team, SPC senior management, and other SPC divisions)
   - **PIC government partners** (national women's machineries[2], national statistics offices, other government agencies, and Parliamentarians);
   - **Development partners** (DFAT, United Nations, civil society organisations, and consultants);
3. **Phase Three: Deep diving** conducted three country case studies involving interviews with 55 stakeholders in **Cook Islands, Marshall Islands and Solomon Islands.** Countries were purposely selected to obtain a spread of: PICs that have all been actively involved in PGEP and have made both significant progress and faced challenges; PICs of varying size; PICs where both project components have been implemented; and PICs comprising a spread across Melanesia, Micronesia and Polynesia;
4. **Phase Four: Sense making** included inductive approaches to understand patterns, emerging themes and learnings from data produced in Phases One – Three. It also included an assessment of outcomes and indicators against the MEF based on the above data sources; and

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[2] The central policy-coordinating unit for gender inside government. Usually a women's division or ministry.

5. **Phase Five: Testing emerging findings** by deductively analysing findings with the original program theory and other additional data, and developing an evaluation report.

The approaches – empowerment methodology and constant comparative analysis – were encompassed within the evaluation methodology to enable cognisance of the factors affecting project implementation and adhere to ethical principles of participation, inclusion and transparency. This included analysis and reflection at the end of each phase and case study; and ongoing updates and engagement with the Steering Committee and PGEP team to share learnings. It also emphasised obtaining perspectives of PIC governments, which were PGEP's primary partners, to inform project progress.

Appendix 1 provides a summary of these evaluation approaches and methods, Appendices 6 and 7 provide further assessments of case studies, outcomes and indicators, and Table 1 details key informants interviewed across nine PICs[3].

Limited data was available at the country level, including access to draft, revised or current national developments plans and detailed budgets. Where these were available on the web, these were included in the analysis. There was also a lack of monitoring and reporting against country workplans and the MEF.

Table 1. Number and type of stakeholders interviewed

TYPE OF STAKEHOLDER	NUMBER (%) INTERVIEWED
National women's machineries (NWMs)	13 (15%)
National statistics offices (NSOs)	11 (13%)
Other government agencies	22 (26%)
Parliamentarians	2 (2%)
Civil society organisations (CSOs)	7 (9%)
Development partners (e.g. DFAT, UN Women)	11 (13%)
SPC partners	7 (8%)
Gender experts	7 (8%)
PGEP team	4 (5%)
TOTAL	**85 (100%)**

1.3 REPORT OVERVIEW

This report, which contains five sections, is largely shaped around the evaluation objectives and questions:

1. *Introduction* provides an overview of the project and the purpose of the evaluation;
2. *Background* details the genesis and components of the project;
3. *Findings 1* assesses progress with implementation, including factors related to efficiency;
4. *Findings 2* reflects on the project's relevance, and assesses progress towards short-term outcomes, including effective strategies, barriers and enablers; and
5. *Lessons learned and recommendations* reflects on lessons learned, and makes recommendations for project improvement.

Seven appendices contain additional details relating to the evaluation methodology and key informants, as well as document, case study, indicator and outcome assessments.

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[3] Fiji, Kiribati, Samoa, Palau, Tonga, Tuvalu, Cook Islands, Marshall Islands, Solomon Islands.

SECTION 2: BACKGROUND

This section describes the genesis of PGEP and provides an overview of its purpose, components and accountability requirements.

2.1 PGEP GENESIS

Over 20 years ago, the Beijing Platform for Action made a historic call to governments to lift their policies, practices and programs for women. 'Gender mainstreaming', as it has become called, developed over ensuing years; it focused on developing a process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels (UN Office of the Special Adviser on Gender Issues and Advancement of Women, 2001). Over the decades, gender mainstreaming has carried some successes and many challenges, as it has come up against shifting ideologies about developmental approaches to gender equality, discriminatory cultural norms, poor governance and accountability structures, and limited public sector capacity, to name a few (Faisal, 2011).

Twenty years later, gender mainstreaming still remains a priority for many parts of the world, including the Pacific region. In the Pacific, while there was initial momentum on gender mainstreaming following the Beijing Platform for Action, there remained a concern that Pacific Island governments do not have the capacity around either production of gender statistics or the integration of gender perspectives into policies and programs. The 2005 Revised Pacific Platform for Action (RPPA), and later the 2012 Pacific Leaders Gender Equality Declaration (PLGED) reaffirmed institutional strengthening as an ongoing regional priority.

SPC was identified as the ideal agency to lead this work because of its governance structure of 22 countries and territories, its level of technical expertise in the area, and its mandate to support capacity building in PIC governments. SPC's support to some PIC governments in gender mainstreaming commenced in 2005, including the production of six country stocktakes of PIC capacity in gender mainstreaming. After a renewed call for gender mainstreaming at the 2013 Triennial Conference in Cook Islands, SPC received project funding from DFAT to expand its technical assistance to all 14 PICs. The PGEP project, as it became called, was seen as a valuable regional activity for creating an enabling environment to complement the PLGED and *Pacific Women* program priorities, by supporting gender-responsive policies, programs and practices. Support to PICs around gender statistics was introduced as a component of PGEP, in order to help strengthen evidence-based policy decision-making and monitoring of gender equality efforts.

2.2 PGEP OVERVIEW

PGEP focuses on strengthening the capacity of PIC governments to take gender perspectives into account and effectively address gender issues across sectors. It is working to achieve two high-level outcomes:

1. Improved PICs' capacity to progress gender equality and the empowerment of women through national and sector policies and strategies; and

2. More knowledge and information about gender equality issues and women's contribution to social and economic development in PICs generated and made available to governments, civil society and development partners for monitoring progress towards gender equality and informing policy.

The project has two components, which align with these outcomes: strengthening PICs' capacity to mainstream gender (Component 1); and monitoring progress towards achieving gender equality through collection, use and analysis of gender statistics (Component 2). It is working across the 14 PICs to varying degrees on both of these components. Seven staff members are involved in project delivery, but only four are working directly with PICs – three resources dedicated to work on gender mainstreaming and one on work related to gender statistics. Of the seven staff, three staff are employed by the project on a full-time basis (one gender statistics adviser, one gender research officer, and one project assistant), and three staff are employed on a part-time basis (two

gender advisers[4] and one administrator). The project is situated within the Social Development Program (SDP) of SPC.

THEORY OF CHANGE

The program theory for this initiative is that the provision of technical support, information and knowledge around both gender data/statistics, and around incorporating a gender perspective to PIC governments' work, will increase PICs' capacity to gender mainstream their policies, programs and systems. The program logic for the project, shown in Figure 1, identifies the *short-term outcomes*, which this evaluation is assessing progress towards:

- Building general awareness and attitudinal changes on gender equality among government personnel;
- Strengthening political will to achieving gender equality;
- Building technical capacity of governments to drive gender mainstreaming;
- Beginning to build an organisational culture that supports gender mainstreaming;
- Embedding gender in national development plans (NDPs) with clear strategies and adequate resourcing in place; and
- Contributing to a coordinated approach to gender mainstreaming efforts.

The *assumptions* behind this initiative, derived from the program theory, are that:

- Countries are willing to take measures to promote gender equality and mainstream gender;
- Stakeholders recognise the role of NWMs to inform, advise and coordinate across sector initiatives;
- Countries have a commitment to produce, maintain and use sex-disaggregated data and statistics;
- NWMs are willing and committed;
- Technical assistance will lead to increased capacity of governments to introduce policies and other gender reforms; and
- Policies and gender reforms are implemented to promote gender equality.

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[4] One adviser is an SPC/DFAT co-funded position, which works half time on PGEP and half time on the *Pacific Women* program.

Figure 1. Program logic for the project

Contributing Factors:
● Coordinated program with partners ● Political context and commitment and social and cultural context ● Regional and country commitment to gender equality ● Evolving social norms ● Ongoing public sector reform process

Goal

Improved capacity of PICTs to address gender equality issues through national and sectoral policies and strategies

Outcomes

Longer term (5 years +)
- Organisational culture that supports gender mainstreaming developed and sustained
- Improved resourcing for gender mainstreaming
- Accountability processes in place
- Equitable distribution of resources
- Gender responsive work environments in place
- Increased socio-economic well-being of women
- Contribution to gender equality in society

Medium term (4–5 years)
- Increased ownership and leadership for change within governments
- Organisational culture supporting gender mainstreaming further built and consolidated by governments
- Gender embedded in national development plans with clear strategies and adequate resourcing in place
- Improved accountability for gender mainstreaming

Short term (1–3 years)
- General awareness and attitudinal changes by government personnel that support gender equality built
- Strengthened political will to achieving gender equality
- Technical capacity of governments built
- Organisational culture that supports gender mainstreaming begins to be built in governments
- Gender increasingly embedded in national development plans with clear strategies and adequate resourcing in place
- Contribution made to achieving a co-ordinated approach to gender mainstreaming efforts across the program

Outputs
- Gender stock take reports completed and endorsed by governments in 8 countries
- Work Plans developed and endorsed for 14 countries
- Policy briefs on gender mainstreaming developed
- Guidelines on gender mainstreaming developed
- National gender equality policies reviewed
- Technical assistance and training delivered including on gender statistics
- Gender statistics generated and regularly updated in 12 countries
- Gender profiles developed
- User friendly tools for data collection developed
- Regional atlas produced

Inputs
- ❑ Five year program funded by:
  - DFAT ($AUD 3.8m)
  - SPC in-kind contribution (personnel) & technical expertise, knowledge of the region and gender issues and the network and the reach of SPC

External and Environmental Influences and Constraints:
●Resistance towards gender equality and women's human rights ● Reluctance to pursue gender mainstreaming by governments including within national women's machineries ● Limited resources allocated to national women's machineries ● Organisational culture in government prevents cross-sector collaboration and sharing of information ● Statistical data is not generated, relevant and/or timely ● Ambitious scope of program ● Political changes in governments including funders ● Natural disasters

To achieve the short-term outcomes, a number of activities have been implemented, some foundational, some related to Component 1 and some related to Component 2 (Table 2).

Table 2. Type of activities implemented through PGEP

ACTIVITY	DESCRIPTION
Foundational activities	
Gender stocktakes	'Stocktakes' of the remaining seven PICs were conducted, to identify a 'baseline' and determine the existing capacity of national governments to systematically integrate gender into multi-sectoral developmental processes.
Workplans	Once the stocktakes were endorsed by the government, its recommendations shaped the development of workplans and memorandum of understanding (MOUs) with each country's NWM, and often involving the NSO and other government departments. The workplans constitute a strategic approach agreed by the partner(s) to progress gender mainstreaming and are aligned with the national gender policy.
Component 1: Gender mainstreaming	
National gender equality policies	Developed or reviewed, upon request, to review the priorities for progressing gender equality in the country. Support from PGEP in this area has included co-facilitating consultations, drafting the policy and advising on implementation, once the policy was endorsed by government.
Gender mainstreaming training	National and regional trainings are conducted in gender mainstreaming, gender analysis and communication for primarily government officials.
Gender mainstreaming guidelines or tools	Developed to systematise the adoption of a gender mainstreaming approach in policy, programs and reporting processes by the countries.
Sectoral policies	Reviewed, upon request, for input on how to integrate a gender-responsive approach. Development of policy briefs were noted as a key output but these have not yet become a big feature of PGEP.
Other forms of technical assistance	Provided, such as mentoring of gender officers, developing gender libraries, and advising on women's economic empowerment (WEE).
Component 2: Gender statistics	
Gender statistics collection	Technical assistance is provided to the NSO and other government agencies (e.g. Health, Police, Education) to improve the collection and use of sex-disaggregated data and other gender statistics.
Gender profiles and other publications	Survey datasets are made available to PGEP for gender analysis and publication. Publications have included a series called, *Gender Equality: Where Do We Stand?,* as well as other publications on post-disaster needs assessments (PDNAs) and the Household Income and Expenditure surveys (HIES).
Gender statistics training	Delivered at national and regional levels for statistics officers, gender officers and other government officials.
Gender statistics tools	Developed, including core gender indicators, national and regional statistics publications, and templates to guide NWMs in monitoring gender policies.
Other forms of technical assistance	Provided, including project-based technical assistance, and supporting gender statistics officers to engage in regional and international bodies.

Through its annual reports and interviews, the PGEP team articulated a number of approaches that they have applied to the project:

- **Respond to country calls for assistance** – Aside from the stocktakes, which were conducted in 13 PICs, PGEP has taken the approach that it will work in countries that have requested assistance from SPC. This means that the project team has worked at different levels in each country based on the level of need or willingness.
- **Work primarily, but not solely, with the NWM and NSO** – The primary partners in each country are the NWM and NSO, to build their capacity and coordination as leading agencies on gender mainstreaming and gender statistics, respectively. In some countries, PGEP is also working with line ministries and central agencies.
- **Coordinated approach between partners** – PGEP prioritises strengthening coordination between the NWM, NSO and other agencies. The PGEP team includes NWMs in its work with central agencies and invites multiple agencies to gender mainstreaming trainings. For the gender statistics component, the team works jointly with the NWM and NSO, so the NSO can increase capacity in gender statistics collection, compilation and analysis, and the NWM can increase capacity in the use of gender statistics for policy, planning and monitoring.
- **Participatory and inclusive approach** – The project has taken time to build partnerships with agencies in each country. Processes like the stocktake and policy review have included time and resources for consultation, as a means to get buy in, support coordination, and identify country priorities. In addition, PGEP has not relied heavily on consultants in order to build trust and continuity.
- **Working 'with' countries, not 'for' countries** – The project takes an empowerment approach, supporting NWMs and NSOs to participate actively in any activities. SPC does not fund projects and makes it clear it is not a donor.

INTERNAL AND REGIONAL GENDER MAINSTREAMING EFFORTS

In addition to providing country-specific support, the SDP gender team has also undertaken a range of regional and internal SPC activities around gender mainstreaming. While most of these are not funded under PGEP (but under the division's core funding), they complement the work of the project.

REGIONAL ACTIVITIES

SPC plays an important role in strengthening the coordination of regional initiatives and capacities of Council of Regional Organisations in the Pacific (CROP) agencies to mainstream gender across their programs. SPC is able to leverage its regional position to share learning across the Pacific Island countries and territories (PICTs), and to act an intermediary for international obligations by providing contextualisation for the Pacific and capacity development, especially for Small Island Developing States (SIDS). SPC co-chairs the CROP gender working group, which has the mandate to support regional coordination of CROP agencies and development partners on work for promoting gender equality. SPC has also provided technical support to the Pacific Island Forum Secretariat (PIFS) in preparing reports on the PLGED.

Key pieces of work that the SDP's gender team has undertaken to assist with gender mainstreaming in the region and amplify work to the international area includes: hosting the Triennial Conference of Pacific Women in 2013; reviewing and revising the Pacific Platform for Action, the compilation and launch of the Beijing + 20 review of progress in implementing the Beijing Platform for Action in PICTs; the harmonisation of gender indicators and reporting; and annual technical assistance to PICTs during the negotiations of the agreed conclusions at the UN Commission on the Status of Women and regional meeting on gender issues and gender statistics at UNESCAP.

INTERNAL GENDER MAINSTREAMING

The SDP's gender team supports SPC divisions and corporate with their efforts to mainstream gender in sectoral work and within SPC systems and processes. Key collaborations have included the Aquaculture Program within SPC, Fisheries Division, the US Agency for International Development (USAID) climate change program, and the Global Climate Change Adaptation project funded by the European Union (EU). A post-workshop evaluation was conducted with just under half of the 23 participants of a 'gender mainstreaming in aquaculture' workshop to see how their work practices had changed due to the training. Ninety percent had taught another colleague skills learned at the workshop and had analysed the participation of men and women in their activities. SDP has also contributed to a gender brief presented at the regional transport meeting in 2015, prepared a session on gender mainstreaming for the regional conference of women in maritime transport in April 2016, and facilitated a training on the introduction to gender mainstreaming for the country project managers of the Ridge to Reef project.

MONITORING AND EVALUATION REQUIREMENTS

Under the contract with DFAT, the team is required to report annually on progress against a series of outputs. The team was also required to develop a MEF, which was developed at the end of Year 2 of the project (Table 1, Appendix 1). The mid-term evaluation forms part of the contract, as does an end-of-project evaluation.

In addition to these requirements, the team is required to report annually on a calendar cycle to SPC on performance to be provided to the Committee of Representative of Governments and Administration (CRGA). In January of each year, the team is also required to update their annual workplan, which is entered into the SPC corporate output and activity database, Integrated Reporting Information System (IRIS).

This and the next section build the story of progress from the activity level through to outcomes and higher order results. This section reviews progress with implementation of PGEP to date. First, it presents an assessment of PICs' 'baseline' capacity, when PGEP commenced. Second, it provides an overview of the activities that have been implemented in the first three years, and third it assesses implementation from an efficiency perspective. The section that follows (Section 4) assesses the project's relevance, its progress towards the short-term outcomes, and the effectiveness of specific activities and approaches.

The assessments in these sections have drawn on and refer to a range of data sources and methods (discussed further in Appendix 1), and seek to triangulate findings where possible:

- **Mapping of project activities by type, country and year;**
- **Review of project documentation** (including PGEP annual reports, trip reports, training reports, country workplans, and gender mainstreaming/gender statistics tools);
- **Workshop and survey with the PGEP team;**
- **Review of IRIS**;
- **Analysis of financial data using SPC financial software, Pro Navision**;
- **Meta-analysis of the stocktake reports;**
- **Literature and document scan on gender mainstreaming** (including regional frameworks and reports on the Triennial Conference, RPPA, Beijing+15 and 20, and national development and sectoral policies and plans); and
- **Key informant interviews** (including country case studies in Cook Islands, Marshall Islands and Solomon Islands).

Initial assessments show that activity implementation has varied across countries, with three distinct groupings of PICs based on the amount of PGEP engagement (significant, moderate and limited). When relevant, the assessment of progress with implementation has been disaggregated by these groups so as not to skew aggregated results and to provide a greater contextual understanding of achievements.

3.1 BASELINE ASSESSMENT OF PICS' GENDER MAINSTREAMING CAPACITY

Stocktake assessments were the first PGEP activities conducted, in seven of the project countries where one had not yet been conducted by SPC before PGEP commencement.[5] Capacity was assessed against six domains: legal/policy frameworks, political will, organisational culture, accountability mechanisms, technical capacity, and resourcing.

A meta-analysis of the stocktake reports conducted as part of the evaluation identified that across the PICs, some progress had already been made by PICs in gender integration within legal and policy frameworks, and to a varying degree within the areas of political will and organisational culture. The greatest gaps identified were in the areas of technical capacity, accountability mechanisms, and resourcing. Table 3 (and Appendix 5) provides further detail on themes from the meta-analysis, and provides an overall baseline of PICs' capacity.

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[5] The first round of stocktakes was conducted in 2010 by SPC, with support from Asian Development Bank (ADB), in Cook Islands, FSM, PNG, Marshall Islands, Solomon Islands and Tonga. The second round of stocktakes, conducted through PGEP, was in Fiji, Kiribati, Nauru, Niue, Palau, Samoa and Tuvalu. Palau has done the gender stocktake with their own resources using the methodology developed by SPC; PGEP's inputs was in reviewing and publishing the report. Vanuatu opted not to undertake one since ADB had already conducted a similar gender assessment. Governments in all PICs aside from Fiji have endorsed their reports.

Table 3. Themes from meta-analysis of stocktake reports

GENDER MAINSTREAMING (GM) DOMAIN	THEMES
National women's machineries	• All NWMs were small and peripheral with little resourcing other than for salaries. NWMs were seen to lack expertise or clarity of roles, even when a gender policy was focused on GM. No budget for GM sat in departments outside of the NWMs (except Samoa and in some instances within Health or Police for VAW-related services). • Even when countries have had gender focal points (only a few have them), they were seen to be under-resourced, and without clear roles. • There were mixed reports of coordination with the NWMs across government.
Legal and policy framework[6]	• Almost all countries were signatories to CEDAW (aside from Tonga and Palau), PLGED and other international and regional instruments that promote gender equality and GM (• Most countries had a gender equality policy and some other policies protecting women's rights, particularly around family protection/domestic violence. Gender equality policies varied as to whether they focused on GM or on traditional aspects of Women in Development (WID). • Some countries had legislation in place around maternity leave, and around family protection/domestic violence.
Political will[7]	• Political will and organisational culture were the enabling factors that were the most mixed (within and across countries) as to how much they supported GM. • There was generally low awareness of what GM was, often mistaken as being about gender balance in the workplace or programs targeting men and women. However, there was generally high interest in GM from respondents. • Socio-cultural perceptions and dynamics around gender seemed to be strong factors contributing to the lack of awareness and progress around GM. • Most countries that had legal/policy frameworks in place struggled with implementation of the policies. Some had action plans in place but even these were difficult to implement because of lack of resources/staffing/time. • Some countries had strategic plans or NDPs that mentioned gender but rarely were apparent in specific strategies or indicators, other than in Health and Education.
Organisational culture[8]	• Virtually no countries had gender analysis in planning or tools to guide staff on how to integrate gender into their work. • Some countries had equal opportunity policies or gender balances in the workplace. Gender balances were less apparent at senior/executive levels. • Few, if any, countries had gender-sensitive human resource policies in place. • The existence and use of sex-disaggregated data varied – most countries had data in some sectors but it was rarely used to inform planning. Most also lacked the capacity to analyse. • Most countries had one or two 'champions' for gender equality in government.
Accountability and responsibility[9]	• Virtually no countries had solid accountability mechanisms in place to support GM. • Only the job descriptions for the NWM or gender focal points mentioned gender, aside from some instances of Police officials working in VAW.

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[6] Defined as 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.

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

[8] Defined as the extent to which the attitudes of staff and institutional systems, policies and structures support or marginalise gender equality as an issue.

[9] Defined as the ways in which action on commitments to gender mainstreaming can be traced and monitored within organisations, and the mechanisms through which individuals at different levels demonstrate GE-related results.

Technical capacity[10]	• All countries reported having low technical capacity, even the countries whose government personnel had received training on gender and development. • There were particular limitations in conducting gender analysis in planning and policies.
Adequate resources[11]	• All (except Samoa) had insufficient financing for GM or gender equality, with budgets for the NWM far under 1% of the national budget and no other budget for GM.

Source: Stocktake meta-analysis

The stocktake assessments not only provided a baseline of PICs' capacity; they were also an important way to obtain engagement among key government partners, and identify priority activities for SPC and PIC governments. The six domains of the stocktakes were used as the basis to shape activities in the workplans and MOUs, which were developed after each PIC had endorsed their stocktakes.

3.2 IMPLEMENTATION OF ACTIVITIES AND OUTPUTS

THE FIRST TWO YEARS OF IMPLEMENTATION WERE FOUNDATIONAL

In its annual report to *Pacific Women*, the PGEP team described that the first two years of implementation were mostly foundational; and the project started supporting PICs on implementation of gender mainstreaming approaches over the 2015/2016 year. The exception to this was Cook Islands and Solomon Islands, where the SDP gender team was already working when the PGEP project commenced.

This finding is generally reflected in the activity mapping, summarised in Figure 2, which records the main project activities conducted in each PIC by type and year. Activities types are based on those described on page 17. The mapping illustrates that Year 1, in particular, was foundational and that activities have diversified over the second two years. During the first three years, training in both gender mainstreaming and gender statistics were the most common activities implemented through PGEP.

Figure 2. Type of PGEP activities implemented by financial year

Activity type	YEAR 1 (2013/14)	YEAR 2 (2014/15)	YEAR 3 (2015/16)
Stocktake			
MOU			
Training			
Gender policy			
Sector policies			
GM tools			
Other GM TA			
GM mentoring			
GS mentoring			
GS publications			
Sex-dis data			
GS tools			
Other GS TA			
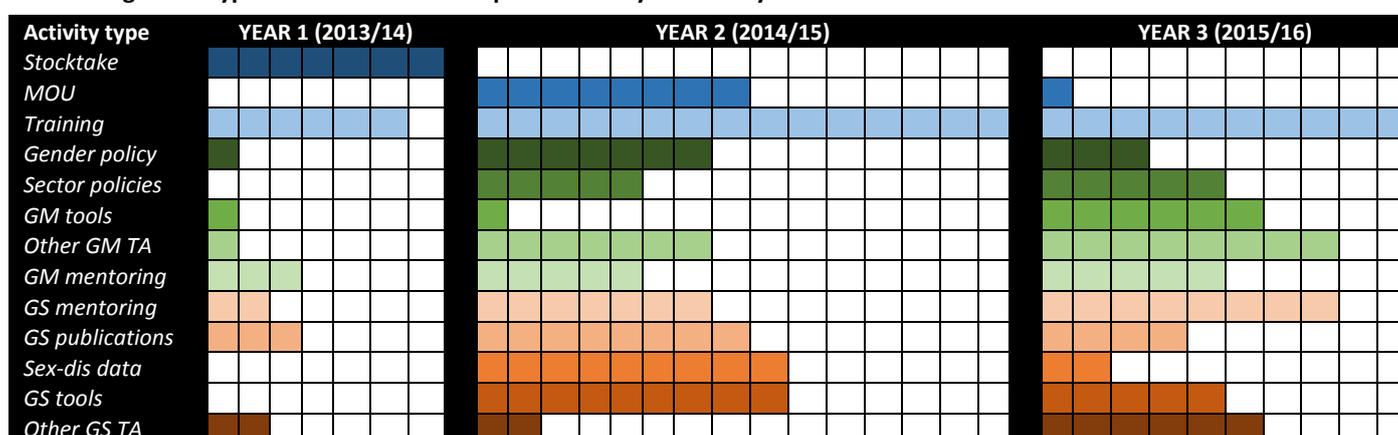
Key: Each box=1 item (e.g.one training, one policy, one tool etc). Source: activity mapping.

Year 1 was mostly focused on conducting the stocktakes. The team reported that while these were completed relatively quickly, they often took time (up to one year) to be endorsed by governments. Within the gender statistics component of the project, work commenced on gender statistics collection and analysis to produce

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[10] Defined as the extent of skills and experience that organisations can draw on to support gender and human rights mainstreaming initiatives across and within their operations and programs.
[11] Defined as the allocation and application of human and financial resources in relation to the scope of the task of mainstreaming.

the *Where Do We Stand?* publications. Training in both gender mainstreaming and gender statistics commenced, as did mentoring of both women's division and statistics office staff.

In Year 2, activities diversified considerably. With the completion of the stocktakes, a number of MOUs and workplans were developed and endorsed, and gender policies were reviewed and developed. As with the stocktake reports, most of these MOUs and policies took time to be endorsed by governments. Some sectoral policies were also reviewed, the number of trainings increased and were delivered to a greater number of countries, as did mentoring to both women's divisions and statistics offices. Tools were developed for gender statistics, and a number of gender statistics publications were completed. Templates for harmonised reporting on gender equality and for a gender mainstreaming handbook were produced. A women's economic empowerment conceptual framework was also produced to guide internal reflection on the specificities for the Pacific region and the development of appropriate indicators.

In Year 3, gender mainstreaming and gender statistics training continued, both gender and other sectoral policies were reviewed or developed, gender mainstreaming tools continued to be developed for PICs (including customised templates for reporting and a gender mainstreaming handbook), and a range of additional gender mainstreaming and gender statistics technical assistance was provided. Mentoring in gender mainstreaming continued to occur, and it increased in gender statistics. The production of gender statistics tools and gender statistics publications also continued, but was less than in Year 2. PGEP also started diversifying its partnerships, establishing relationships with public services, planning and finances, and other sectoral ministries.

Section 4 reflects more on the effectiveness of these specific activities.

NWMS AND NSOS ARE PGEP'S PRIMARY PARTNERS BUT THIS IS DIVERSIFYING

When the team is in country, they meet and work with a range of relevant stakeholders. The team has reported that their primary stakeholders in all PICs are NWMs, in eight PICs are NSOs, and to a lesser extent, other government agencies and CSOs (Figure 3). In four and five PICs, respectively, the team works closely with the central planning office and Public Service Commission. In only two PICs has the team noted that DFAT (through *Pacific Women*) or other development partners are primary stakeholders.


Figure 3. Primary stakeholders engaged (by number of PICs)
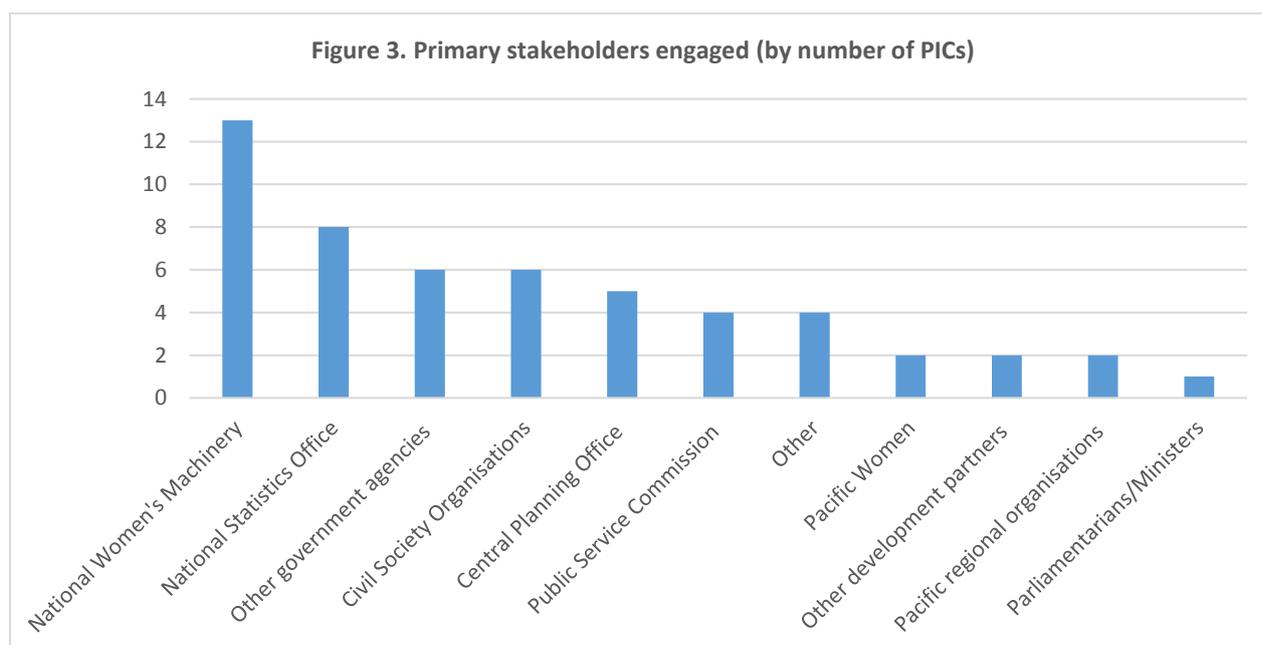
Source: PGEP team survey

INTENSITY OF IMPLEMENTATION BY COUNTRY FALLS INTO THREE GROUPS

While PGEP has implemented activities in each of the 14 PICs, the intensity and type of engagement has varied (Figure 4). The PICs receiving assistance from PGEP fall into three groups:

- *Group 1: Countries with high engagement:* Solomon Islands and Cook Islands;
- *Group 2: Countries with moderate engagement:* Palau, Marshall Islands, Tonga, Tuvalu and FSM; and
- *Group 3: Countries with limited engagement:* Kiribati, Samoa, Fiji, Nauru, Vanuatu, Niue and PNG.

Figure 4. Spread of activities by country and project component
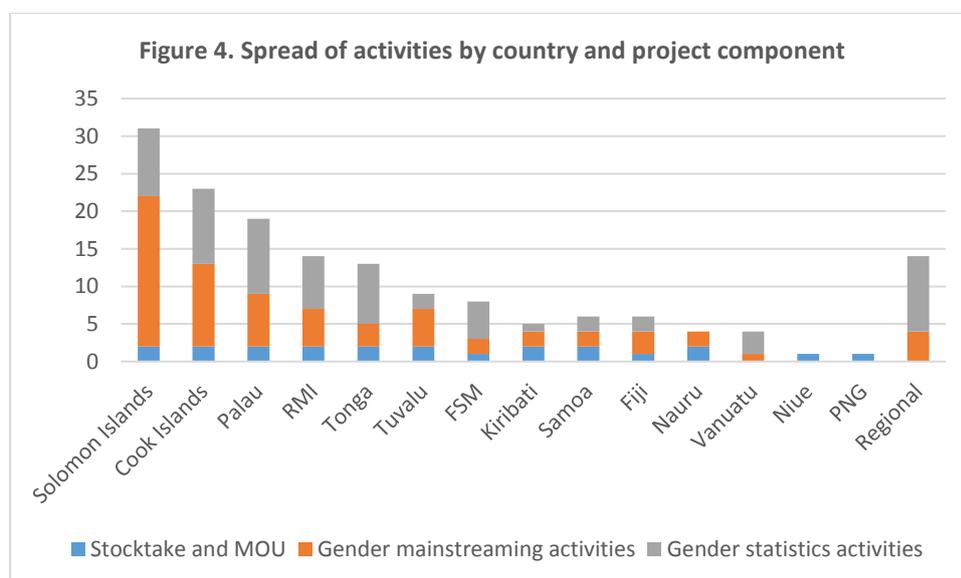
Source: activity mapping

As noted in Section 2, the project team's approach is to work in countries that have requested assistance. This has meant that PICs in Group 1 have made more requests, and assistance has tended to be continuous over the three years. This is likely influenced by SDP team's work with these countries preceding PGEP.

In Group 2, PICs with moderate engagement, contact with the women's division or statistics office has been somewhat intermittent, although becoming more regular. To date, offices have usually approached PGEP for support on specific pieces of work (e.g. Tropical Cyclone Pam assessment in Tuvalu, development of gender policies in the Northern PICs, and development of a gender mainstreaming handbook in Tonga). Gender mainstreaming and gender statistics trainings have also occurred in each of these PICs.

In Group 3, where PICs have had limited PGEP engagement, support provided by PGEP has been minimal. The PGEP team explains that this group is made of countries that are already receiving assistance from other development partners (Fiji, Kiribati, PNG, Samoa and Vanuatu), or PICs in which there is limited capacity to absorb additional technical support or readiness for gender mainstreaming (Nauru and Niue). However the team stated that it remains willing to work with any of these countries, and provides intermittent support as needed.

The varying types of assistance provided to these groups is illustrated in Figure 5. Diverse types of assistance are being provided across Groups 1 and 2, although PGEP has not yet reviewed sectoral policies in any of the Group 2 countries. In addition, more gender statistics activities have been implemented in Group 2, and more gender mainstreaming activities in Group 1. The activities in Group 3 are more limited, having focused on the stocktake, MOU/workplan and training to date, with the exception of Samoa that received assistance in gender statistics. All Group 3 countries have also been involved in regional trainings. Please note that the number of PICs in each group is different.

Figure 5. Type of activities implemented by group of PICs

	GROUP 1 (N=2)		GROUP 2 (N=5)		GROUP 3 (N=7)
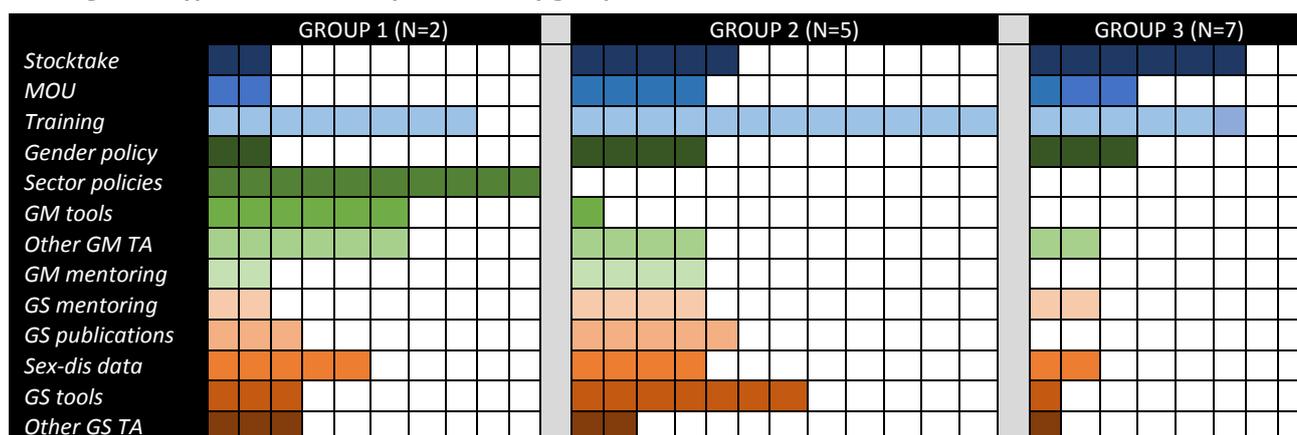
Source: activity mapping

THE TWO COMPONENTS OF THE PROJECT HAVE BEEN IMPLEMENTATED IN TANDEM

It appears, based on PGEP team reports and on the activity mapping in Figure 4, that the two components of the project have been implemented in tandem. Figure 4 highlights that countries have generally received equal amounts of assistance around the gender mainstreaming and gender statistics components of the project, rather than some countries receiving assistance in gender mainstreaming and others in gender statistics. This reflects the PGEP team's comments (and findings in Section 4) that they adopt a coordinated approach with each other and with key partners in country.

The evaluation notes that while the two components of the project are different and could be implemented separately, the fact that PGEP has taken a coordinated approach is promising; it builds the foundations for using the gender statistics data produced by NSOs and other agencies. It also strengthens the relationship between NWMs and NSOs for collaborative efforts on the Convention on Elimination of all Forms of Discrimination against Women (CEDAW), Sustainable Development Goals (SDGs) and other regional/international reporting.

REGIONAL ACTIVITIES HAVE SUPPORTED COUNTRY IMPLEMENTATION

Figure 4 above illustrates that a number of regional activities have accompanied support to PICs. These have included five regional workshops:

- One around the stocktakes (Year 1)
- Two in gender statistics (Years 1 and 2)
- One around gender mainstreaming and climate change (Year 2), and
- One on communicating about gender equality through the media (Year 3).

A total of 158 people (76% women) attended these regional trainings. They were implemented with other development partners, including the Asian Development Bank (ADB), and Diverse Voices and Action for Equality (a Fijian CSO). They included participation by all 14 PICs, including those with limited PGEP engagement. The team described that regional trainings have focused on skills building, as well as supporting regional networking, and in the case of gender statistics, identifying PICs' priorities for PGEP technical assistance during the year.

Other regional assistance comprised the development of regional tools and templates, and regional gender statistics publications. Examples include a policy brief on gender mainstreaming for Public Service Commissioners, a framework to guide the development of regional gender statistics based on a UN minimum set of gender indicators, and a 'Guide to Gender Statistics and Presentation'.

These regional activities have complemented the work in each PIC. For example, the gender statistics publications are a way of creating consistency (against regional and international standards) in the gender statistics collected within each PIC. The regional trainings have been seen as a way to support South-South exchange.

## EXPENDITURE SHOWS HIGH REGIONAL COSTS AND GENDER MAINSTREAMING COSTS

A high-level review of financial expenditures during the first three years of implementation reinforces the amount of attention that has gone into regional activities. Across each year, just over one third of expenditure has been directed to regional activities (Figure 6). The increasing staff/operating expenditures between Years 1 and 2 were due to the recruitment of the gender research officer and statistics adviser.

Figure 6: Proportion of PGEP expenditure by major cost centre, 2013/14-2015/16
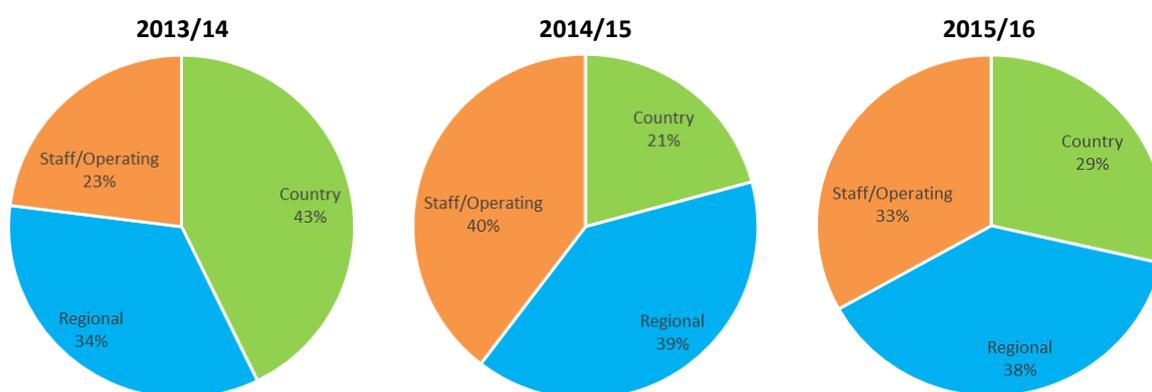
Source: financial analysis

Expenditures by component of the project (Figure 7) illustrate that gender mainstreaming activities have roughly compromised two-thirds of country expenditures and gender statistics activities comprised one-third of expenditures (gender mainstreaming activities exclude the stocktakes, but include the MOUs/workplans).
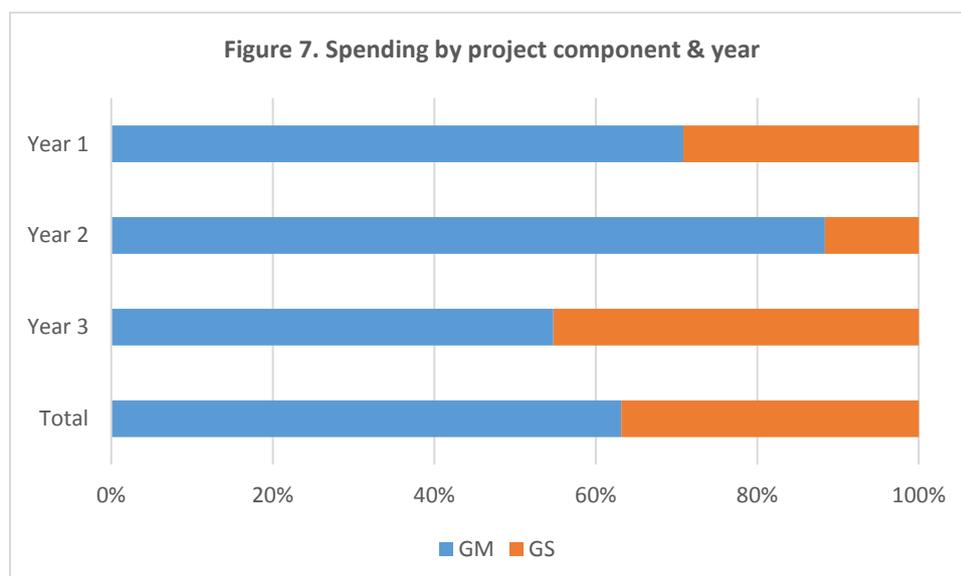

Source: financial analysis

Expenditure by country is somewhat higher in Group 1 and Group 2 countries, but this is not consistent. Over the first three years of the project, the countries with the greatest project expenditures were Solomon Islands, RMI, Palau and Tuvalu. Figure 8 illustrates that in 2013/14, the countries with greatest expenditure were Tuvalu,

Solomon Islands, RMI and Samoa; in 2014/15 the countries were Kiribati, Cook Islands, Tuvalu and Nauru; and in 2015/16 were Solomon Islands, RMI, Palau, and Tuvalu.

Figure 8: PGEP expenditure by country, 2013-2015

Country	2013 Expenditure	2014 Expenditure	2015 Expenditure
Solomon Is.	▮▮▮▮▮▮	▮	▮▮▮▮▮▮▮▮▮▮
Cook Is.	▮	▮▮▮	▮▮▮
Palau		▮▮▮	▮▮▮▮
RMI	▮▮▮▮▮	▮▮	▮▮▮▮
Tonga		▮	▮
Tuvalu	▮▮▮▮▮	▮▮▮	▮▮▮
FSM	▮	▮	▮▮
Kiribati	▮	▮▮▮▮▮	▮
Samoa	▮▮	▮	▮▮▮
Fiji	▮	▮	▮
Nauru	▮	▮▮▮	▮
Vanuatu		▮	▮
Niue	▮	▮	▮

Source: financial analysis

When the costs of the stocktake are excluded from expenditures, the countries with the greatest expenditure more closely follows Group 1 and 2 countries, with the exception of Kiribati, due to consultant costs. These trends should be interpreted with caution because it includes travel costs, which varies across the region.

COUNTRY WORKPLANS GUIDE COUNTRY ACTIVITIES

Workplans developed with nine of the countries[12] provide a detailed source of data on the type of activities implemented or planned through PGEP. For most PICs, the workplans are framed under the same six domains as the stocktakes, and these domains roughly align with the project's short-term outcomes (described on page 15). Most activities in the workplans are framed as SPC-led (e.g. 'SPC will provide technical assistance on the revision of national and sectoral policies', 'SPC will develop gender mainstreaming guidelines'). Every year, the team reviews the workplan with the NWM and NSO in each PIC, and selects activities to work on for the year. The workplans have been developed in a participatory way with the NWM/NSO, and though they follow the same formula (i.e. there is a menu from which countries can select and develop activities), there is some flexibility with the process, which allows for some degree of country-led planning and ownership to take place.

The evaluation notes that from a monitoring perspective, as the workplans form the MOUs, they provide projected commitments and targets against which to monitor implementation. However, there has not been a practice within the PGEP team to report at the country level against the targets within the workplans. As a result it is difficult to determine the main strategy and whether PICs are 'on track'. It is also difficult to determine the PIC-led aspects of the project. While the case studies showed that there are PIC-led activities through PGEP, the framing of these activities could be strengthened. This is discussed more below.

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[12] Solomon Islands, Cook Islands, RMI, Palau, Tonga, Tuvalu, Kiribati, Samoa, Nauru.

While Section 4 looks at progress towards short-term outcomes in detail, this section outlines *intended outcomes* based on the range of activities and outputs implemented. Each type of activity within the project is intended to contribute to various short-term project outcomes:[13]

- **Training –** Most of the training delivered in gender mainstreaming, gender analysis and gender statistics has been delivered at an introductory level and focused on the outcome, *building awareness and changing attitudes.* Trainings are also intended to identify entry points for mainstreaming gender;
- **Review of gender policies and sectoral policies** focuses on *increasing political will*;
- **Mentoring and other technical assistance in gender mainstreaming and gender statistics** has worked to *build technical capacity*;
- **Development of gender statistics publications** – The process employed to develop these publications has focused on *building technical capacity;*
- **Review of sex-disaggregated data** has focused on achieving *improvements in organisational culture;*
- **Development of gender mainstreaming/gender statistics tools** has also focused on *improvements in organisational culture;* and
- **Review of NDPs** has focused on *gender-responsive NDPs*.

Looking at the activities implemented against its corresponding intended outcome, the greatest number of activities implemented during the first three years have focused on the intended outcomes of: increasing awareness and attitudinal changes, increasing technical capacity, and improving organisational culture around gender mainstreaming (Table 4). This reflects PGEP's description of its foundational work to date, where the team has focused considerable attention on building awareness and attitudes on gender mainstreaming, as well as building capacity in both NWMs and NSOs, and developing tools and gender statistics for agencies.

Interestingly, relatively little work has been undertaken in the area of building political will, outside of reviewing and developing gender policies. Only one activity has been implemented around the NDPs. The limited number of PICs where PGEP has closely engaged with central agencies and line ministries reflects the finding that limited activities have focused on achieving political will at a country level. (However, there is a peer accountability component of being involved in regional meetings and reporting, which highlight how PICs compare.)

Table 4. Number of activities implemented by corresponding intended short-term outcome

PGEP INTENDED SHORT-TERM OUTCOMES	CORRESPONDING ACTIVITIES	NUMBER ACTIVITIES IMPLEMENTED
Awareness and attitudinal changes that support gender equality	• Training	31
Strengthened political will to achieving gender equality	• Develop/review gender policy • Review of other policies	19
Technical capacity of governments built	• GM mentoring • Other GM TA • GS mentoring • Other GS TA • GS publications	51
Organisational culture that supports gender mainstreaming begins to be built	• GM tools • Review of sex-disaggregated data • GS tools	33
Gender embedded in NDPs	• Review of NDP	1
Coordinated approach to gender mainstreaming	Indirectly approached through most activities	

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[13] The stocktake and workplans are not included as they are foundational activities. This mapping is based on criteria described in the stocktake around each corresponding outcome.

For the country case studies, it was possible to assess each PIC's progress with activities against projected outcomes. Figure 9 illustrates the type of activities implemented, and not yet implemented (but planned), from the workplans in each of the three case study countries. The country case studies make up the two countries from Group 1, and one country from Group 2.

Figure 9. Number activities implemented or planned by corresponding outcome (Country case studies)

OUTCOME	COOK ISLANDS	SOLOMON ISLANDS	RMI
General awareness and attitudinal changes	▇ (1 blue) / ▇▇ (2 green)	▇ (1 blue) / ▇▇ (2 green)	▇ (1 blue) / ▇ (1 green)
Strengthened political will	▇▇▇ (3 blue) / ▇▇▇ (3 green)	▇▇▇▇ (4 blue) / ▇ (1 green)	▇ (1 blue) / ▇▇▇ (3 green)
Increased technical capacity	▇▇▇▇ (4 blue) / ▇▇▇▇▇ (5 green)	▇▇▇ (3 blue) / ▇▇ (2 green)	▇▇▇▇ (4 blue) / ▇▇ (2 green)
Organisational culture	▇▇▇▇ (4 blue) / ▇▇ (2 green)	▇▇ (2 blue) / ▇▇ (2 green)	▇ (1 blue) / ▇▇▇▇ (4 green)
Gender embedded in NDPs	— / ▇ (1 green)	— / —	— / —
Coordinated approach	— / —	— / ▇ (1 green)	— / —

▢ = one activity implemented from the workplans
▢ = one activity planned but not yet implemented from the workplan
Source: activity mapping and IRIS

Figure 9 illustrates that for the two countries in Group 1, most activities have been implemented in the areas of strengthened political will, technical capacity and organisational culture. In contrast, in Marshall Islands (in Group 2), PGEP has implemented fewer activities in general and mostly in the area of technical capacity, rather than political will or organisational culture. Overall, this reflects the trend that PGEP's attention has focused on awareness and attitudinal changes, increasing technical capacity and strengthening organisational culture. As both time and capacity have progressed for the PICs in Group 1, the type of activities and agencies engaged is diversifying and increasingly focusing on other outcome areas, such as political will. *The evaluation notes that a similar approach should apply to PICs in Group 2 during the next stage of the project.*

Please note that this analysis does not give consideration to PICs' progress towards each outcome, outside of PGEP. Marshall Islands, which has just elected the Pacific region's first female President, is an example of a PIC demonstrating increasing political will, independently of PGEP. Overall progress towards short-term outcomes is explored further in the next section.

3.3 EFFICIENCY

The literature on gender mainstreaming argues that it is difficult to make changes with gender mainstreaming, but the best impact occurs when efforts are coherent, synergistic and cut across sectors (Cohen et al, 2013). With only four staff members having the responsibility of supporting gender mainstreaming and gender statistics across 14 PICs, in order to maximise effectiveness, it is critical that the team plan activities carefully, leverage off existing opportunities in country, and coordinate with other partners as much as possible. This section examines these aspects of implementation.

PLANNING AND PRIORITISATION IS CRITICAL

The PGEP team has inarguably delivered a considerable amount of technical assistance with their available resources. The analysis of program implementation above suggests that the team has managed to implement a range of activities across all 14 PICs. It has also held five regional trainings, developed regional tools, and for three of the team members who are core funded, implemented other gender-related activities outside of (but related to) PGEP. Most PIC partners described how PGEP has made themselves available both in and out of country, and are responsive to emails, Skyping and other means of contact. The PGEP team also explained that they try to spend as long as possible in country to make trips effective, and they base themselves in the NSO/NWM, sitting alongside officials to mentor them and answer queries.

In spite of what they have delivered, there is a question as to whether the team has spent their time efficiently, with the right mix and type of activities. This is partly due to large workloads with their existing resources. Five government partners remarked on how busy the team is and so have not had as much time to support them as PICs would like. Fourteen informants said they would gain from having more time sitting alongside PGEP undertaking practical and project work so they can answer their day-to-day questions. As part of this, some junior staff do not appear to have had the confidence to approach PGEP directly with questions, unless PGEP is sitting alongside them and asking if they need support. And informants from all PICs commented they would like to receive additional support from PGEP on gender mainstreaming and gender statistics activities.

Part of the issue is also due to the modes of technical assistance delivered, in particular the approach to training. As described in Section 3.2, training has been the most common activity implemented by the team. The team explained that delivery of training is a key strategy to raise awareness, gauge interest and capacity among PIC partners, and inform subsequent activities. Training has also been a way to support NWMs, some of whom have the capacity to deliver trainings, but may not have sufficient influence to ensure attendance from senior officials across government. While this approach was clear in some PICs, the evaluation did not find sufficient evidence that trainings are *consistently* followed up with other activities, including monitoring to gauge the effectiveness of the training in raising awareness and interest. The evaluation also found inconsistent follow up with attendees from regional trainings, particularly attendees from PICs where there has been limited engagement. Finally, the evaluation did not find evidence that the regional training on gender and the media was well integrated with other PGEP gender mainstreaming activities.

The time and costs associated with trainings questions the efficient use of resources for the specific approaches employed. Some senior officials also emphasised that they prefer on-the-job modes of technical assistance to training because of how frequently staff are taken away from existing work with trainings.

Another issue is that some of the examples of tools and guidance PGEP is assisting NWMs and NSOs to develop are not technically related to gender mainstreaming or gender statistics, but more about basic document management, project management or computer (Microsoft Office) skills. These types of capacity development activities end up with a high unit cost when delivered by the PGEP team, even though they are highly valued by partners and reflect PGEP's facilitative approach.

Key informants provided suggestions of how to strengthen the comprehensiveness and impact of technical assistance. Four individuals recommended that PGEP should focus on supporting just a few countries rather than spreading themselves so thin. Others described that the original intention of PGEP was to build and draw on a pool of consultants to increase assistance to countries, and recommended that this happen. Two individuals recommended that a few key focal points across the Pacific be selected and receive intense support and networking, multiple times a year, through both in-country and regional support. And 10 informants noted that while PGEP spends at least two weeks in country and sits alongside staff, they would like the team to spend longer in country to enable change, commenting that productivity is highest when PGEP is in country.

You have people coming in to provide assistance, but it's almost one off. You don't hear from them [consultants in general] and there's not good communication with emails. You need someone here long-term, being a technical adviser and helping them as they go. Or them being here for longer than one week. One week of training is not enough to comprehend what that document means or what they do after that. I'd like to see a bit more support and longer-term visits … for that kind of stuff. (PIC partner)

In the Pacific, people think about technical capacity development as training… you need to do coaching and mentoring to follow up the training, and you don't need training to do coaching or mentoring. It has nothing to do with the topics or recipient's education. Only if you work on something together, or co-do a project, having people in place who are in country who have the time and are paid and are held responsible – there are all these factors. (Gender expert)

Given the challenges associated with building systems for gender mainstreaming and capacity in gender statistics, *the evaluation notes that it is important that PGEP determine how to provide a comprehensive and coordinated set of activities to PICs, where possible. With limited resources, this requires greater prioritisation of PICs to receive comprehensive assistance.* The three groups of PICs described above provide a guide for both planning and prioritisation, and the rationale for this is discussed more in the next sections.

Moreover, the evaluation notes that PGEP could benefit from considering how to draw on local expertise to effectively expand the pool of available resources to the team. One solution proposed by PIC partners was that locally qualified consultants – be it a CSO, NWM or other local specialist – could deliver some of PGEP's introductory trainings and technical assistance, as a way to free the team's time to focus on more specialised activities. The evaluators met highly qualified and experienced individuals as part of country case studies who may be suitable for this role.

Finally, the evaluation notes that the use of training be carefully considered as a mode of technical assistance, especially now that the project is moving past the first phase of implementation. The main outcomes associated with these trainings have been awareness of gender mainstreaming and coordination between partners. The literature emphasises that training is most effective when followed up with other forms of technical assistance, like project-based, on-the-job mentoring (EIGE, 2013). The need to ensure training is embedded in a package of technical assistance is essential, although the ability for PGEP to do this in each country is limited by the low staff numbers in the project. This means planning and prioritisation is all the more important.

MEL SYSTEMS ARE NOT ALIGNED

Linked to the above issues is the fact that to some extent, the PGEP team has prioritised 'doing' over 'planning'. **Three informants noted that the team has not spent enough time on planning, reflection and learning, due in part to how busy they are.** One person questioned that their frame has not progressed since the stocktake, and that therefore the possibility of exploring other emergent activities had not been explored.

While the team engages in annual work planning with each PIC, and the standardised structure of the country workplans provides a guide for the development of technical assistance activities, *the evaluation did not see that this planning process creates a clear vision for what the overall goal is around gender mainstreaming and gender statistics within each country.* It runs the risk of creating a loosely related set of activities, rather than a comprehensive and coordinated set of technical assistance that contributes to specific outcomes for each country.

In addition, current monitoring, evaluation and learning (MEL) systems are disconnected and so do not support efficient planning. The workplans are not lined up with PGEP's MEF or SPC's planning and reflection processes. The PGEP MEF has been largely un-used and unusable; data is not yet being collected against indicators in the MEF (including those referring to the country workplans), and the indicators developed in the MEF have not yet been tested. Moreover, PGEP's activities detailed under SPC's activity recording system, IRIS,

do not line up with the workplans, and the team has not developed a results framework that aligns to SPC's Strategic Results Framework There is considerable output-based data being collected through trip reports, training reports and through PGEP's current system of reporting to both DFAT and SPC. There is potential to align the reporting more closely with a MEF and results framework which would assist the PGEP team to report on outcomes as per the contractual arrangements.

The evaluation concludes that strategic priority setting for each PIC needs to improve. This would assist PGEP to ensure activities are comprehensive and clearly focused on agreed priorities. The development of a theory of change for each country could assist this process, now that foundational activities have been implemented and PGEP has an understanding of the constraints and enablers in each PIC.

The evaluation also concludes that PGEP could strengthen and align its monitoring, learning and reporting processes. This would assist both the PGEP team and partners to regularly consider whether they are doing the rights things, at the right time with the right people to create the social change required to support gender mainstreaming.

COORDINATION AND COMMUNICATION IS MIXED

Two commonly articulated ways of leveraging impact on gender mainstreaming and gender statistics is through coordination and communication with other partners, and through building on existing initiatives in country. In the literature, it says coordination is preferred and existing opportunities adds to ownership and effectiveness (Pacific Studies Network, 2013).

PGEP's coordination with other partners has been mixed. A common theme expressed by 18 informants is that SPC has supported collaboration between government agencies, including NSOs, through their work. This is partly because a primary focus of the project has been building NWMs' engagement with other government agencies and strengthening NWMs' role as the primary advisers on gender issues and gender-responsive policies and programs. **PGEP has engaged a wide range of agencies and encouraged a collaborative approach –** from the first activity of the stocktake, through to gender policy reviews, organisation of trainings, and production of gender statistics publications.

> *One thing I've found working with SPC, working with them, they take you on the journey. You are not at the beginning and the end, you know the story of the product. Review of the policy, they explain how things are and where things come from. (PIC partner)*

There were mixed reports as to how well the team has coordinated with other development partners. Three development partners described that PGEP is coordinating with *Pacific Women* but that this took time to occur. Three others described that PGEP and RRRT are not coordinating, in spite of the potential for the two divisions to complement each other. (This was reported to be changing in the North Pacific with the new SPC/DFAT co-funded position.) In addition, three development partners described that they had little understanding of PGEP, as the team had not actively communicated with them. These individuals knew of the stocktake report or vaguely that PGEP was in country for a training, but PGEP had not been visible about their work with PICs. Some acknowledged that this may due to PGEP's approach of supporting government partners from 'behind the scenes', rather than branding the project, but it was broadly identified by nine individuals that the external communication and coordination side of the project could be improved.

> *Work more strategically with other partners as well who are in this area. Now, there are so many players – Pacific Women, SPC, UN Women, Forum Secretariat. Maybe that needs to be strengthened as well. Who has the comparative advantage to work with and where? (Gender expert)*

> *I think it's really difficult to do the work and be visible at the same time. Someone needs to take ownership of visibility and raise the flag while someone else does it. You need some time to go to the*

meetings, flying the flag, while they do implementation. So what do you prioritise? Prioritise the work or the visibility? (Gender expert)

Linked to this issue, was the call for PGEP to increase its coordination with other SPC divisions on gender mainstreaming. Seven informants articulated that this was an important way of amplifying outcomes on gender mainstreaming within PICs' line ministries.

A lot more needs to be done in terms of leveraging the programs that other SPC divisions are implementing to get a gender outcome in various sectors. The impression I get is that this particular project has one entry point, Ministry of Women's Affairs. If you really want to ensure that there's mainstreaming in SPC and in member organisations, you want to get entry points in a range of places… fisheries, public health, geoscience. That's where this project is missing. It would be an excellent strategy to changing our organisational culture in gender mainstreaming, but also to provide a far greater impact on what is a population-based exercise. (SPC partner)

The evaluation notes that the focus on internal gender mainstreaming within other SPC divisions and coordination and communication with other development partners needs to increase. This includes coordination with DFAT through the Pacific Women *program, as well as other relevant programs (e.g. governance programs).*

In addition, within most PICs, PGEP has not leveraged existing opportunities to strengthen gender mainstreaming. To date, PGEP has focused on increasing awareness on gender mainstreaming, building capacity of NWMs and NSOs, and developing tools to support gender mainstreaming and gender statistics. The major exception to this is in Solomon Islands, where PGEP has supported the development of gender focal points (GFPs) and core public competencies on gender by the Public Service Commissioner and Ministry of Public Service. The evaluation case studies highlighted a number of initiatives occurring within PICs, on which PGEP can build now that these foundational activities are completed. For example, in Cook Islands, there is broader government reform through the new Public Sector Reform Strategy; in Solomon Islands, the Ministry of Public Service is developing a gender and social inclusion policy to cut across all ministries; in Marshall Islands, the President is prioritising increased support to vulnerable populations, including women, and the education sector is interested in reviewing their curriculum from a social inclusion perspective. *The evaluation concludes that PGEP should prioritise working to integrate a gender perspective into these and other existing opportunities as an overarching project approach, where the willingness is there by PICs and where they fit within PGEP's scope.*

This section explores the relevance of the project, and the project's progress towards its short-term outcomes. Included in it is a reflection on effective strategies and approaches, success factors, enablers and barriers affecting outcomes.

4.1 RELEVANCE

The 'relevance' section considers PGEP's alignment with SPC's organisational goals and objectives. As it is guided by the 'relevance' evaluation questions, the section also determines whether increasing political will and technical capacity around gender mainstreaming and gender statistics remain relevant in meeting country needs (However, detailed assessment of political will and technical capacity is provided in the 'effectiveness' section).

STRONG ALIGNMENT WITH REGIONAL AND SPC ORGANISATIONAL PRIORITIES

PGEP is highly relevant, as the call for institutional strengthening to governments on gender mainstreaming is identified in the RPPA, PLGED, the 2013 Triennial Conference and SDGs. It is also aligned with SPC's priorities. In 2015, SPC consulted with members to identify their current development goals to inform the development of a new strategic plan – the Pacific Community Strategic Plan 2016 – 2020 (Figure 10). Despite being designed prior to the new Strategic Plan, **the relevance of PGEP to SPC's strategic objectives remains strong**. There is clear line of sight from the PGEP project, through the draft SDP business plan to SPC's Developmental Objective Six: *Advance social development through the promotion of human rights, gender equality, cultural diversity and opportunities for young people*.

Figure 10: Three Development Goals of the Pacific Community and the Nine Strategic Development Objectives in the Pacific Community Strategic Plan 2016 -2020
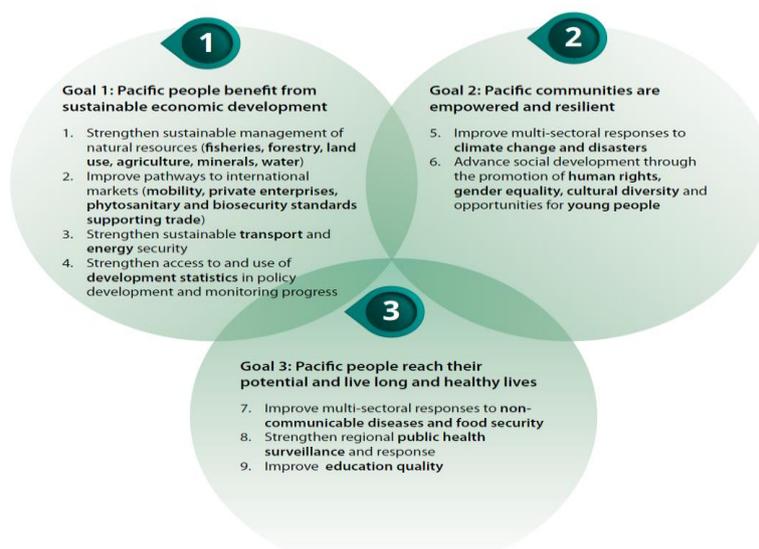
The strategic plan also supports internal gender mainstreaming strategies under the umbrella of Organisational Objective Three: *Enhance, evidence-based, multi-disciplinary approaches to the design and implementation of programs addressing national and regional development issues (including the analysis and prioritisation of responses to social, environmental and economic issues)*. PGEP activities and learnings enhance the gender work undertaken by the SDP gender team and as such, achievements feed into the partnership agreement between SPC and DFAT.

The Office of Development Effectiveness (ODE) recently conducted a mid-term evaluation of the Partnership for Pacific Regionalism and Enhanced Development 2014 – 2023 to assess progress of the 'Partnership'. One of the

key findings was that despite good progress in some areas, key challenges remain in mainstreaming gender into its programs. This supports the relevance of gender mainstreaming as a technical area within SPC.

In response to the outcomes of the ODE evaluation and recent prioritisation processes across SPC, **there is support from the Senior Leadership Team for SDP to direct its efforts on gender mainstreaming internally, supporting the capacity of other divisions to gender mainstream.** Where there is demand from middle management, the SDP team is supporting divisions with capacity development and identification of entry points for considering social aspects in design and implementation. However, seven individuals highlighted that the political will and readiness for gender mainstreaming, and social development more broadly, across SPC divisions varies.

The relevance of PGEP was echoed among key informants and in the literature. Fifty-six informants commented on PICs' need for support in gender mainstreaming, as important to complement government and development partners' work on specific gender topics (e.g. VAW, WEE), by generating gender-responsive practices.

> *I think there is more value in gender mainstreaming ultimately. It's a challenge. Gender mainstreaming and other gender issues need to be done at the same time. You can't change gender power relations by women-focused programs. Gender mainstreaming by its nature aims to be transformational. It does it more structurally, from the top down, people can become convinced and see benefits of it. (Gender expert)*

The relevance of support to PICs around gender statistics was also iterated. Five informants reflected on the evolution of the gender statistics component of PGEP as occurring to generate gender data and statistics to inform national policies, international reporting commitments, and other priorities. All six NSOs that were interviewed commented there has been an increasing demand for gender statistics in the region – through reporting requirements related to CEDAW, PLGED, MDGs and SDGs – and that technical assistance is needed to support the demand. In the literature, it was generally regarded that gender mainstreaming must commence with a solid gender analysis, and gender statistics is also part of a gender mainstreaming approach (Gallina, 2013; European Institute for Gender Equality, 2013).

> *There's a real need in the region to have proper stats: trade, gender-related, household… If we look at what's critical, if we are going to do any gender work, we need proper statistics in country – to know what we are talking about. For example, violence against women, women in Parliament. (SPC partner)*

> *One of the important roles of the statistics office is meeting new demands for data. Things are continually changing. Demand for gender statistics has really gone up in the last few years. For us it's about continually training our people to be able to meet the changing demands… definitely the burden of reporting is greater now with SDGs. (PIC partner)*

The PGEP team was seen as the appropriate individuals to be providing PICs with the support, due to their combination of technical skills, use of an effective partnership approach, and positioning within SPC. All PIC government officials spoke positively about the assistance they had received from SPC. Comments focused on their high level of technical capacity, as well as their participatory style of working.

> *SPC has that knowledge and experience… they breath and live and have extra things they can share with us. New approaches, I think that relationship is good and needs to continue. Also having someone to come and say, 'OK guys, how are we doing with what we discussed last time?'. (PIC partner)*

Nine informants also emphasised that SPC was well-positioned to be the agency supporting institutional strengthening, given its partnerships with PIC governments and ability to 'get in the door' with agencies.

> *SPC has a mandate to work with government so they get appointments at the Public Service Commission. That's really important because mainstreaming across government will eventually be*

driven by the Public Service Commission. They are way in the door with key ministries… since SPC is a regional body. (Gender expert)

INCREASING POLITICAL WILL REMAINS RELEVANT

The need for PGEP to facilitate increased political will remains highly relevant. Stakeholders from all nine PICs articulated that governments' willingness to take measures to promote gender equality has slowly increased over the past decade. Sixteen informants demonstrated or described strong willingness and commitment from NWMs as an aspect of political will. The drivers for this progress include long-fought developments around gender issues, increasing requirements from donors, and the presence of gender 'champions' in government.

In spite of increasing political will, 19 informants in seven PICs argued that political will still varies from country to country or between government agencies. In addition, the meta-analysis of the stocktake illustrated that there was often a gap between the articulated and demonstrated willingness of leaders and governments. Most PIC governments had developed multiple national policies that highlighted gender as a priority but struggled to implement or resource these priorities.

> *If you look at it from where I sit, there's a lot of double speak by the leaders of the region. They might speak strongly in support of these gender mainstreaming events at regional or global meetings, but they are often the most difficult people to work with in implementing gender mainstreaming in countries. (SPC partner)*

ONGOING NEED TO IMPROVE GENDER MAINSTREAMING AND STATISTICS CAPACITY

The need for capacity building in both gender mainstreaming and gender statistics remains highly relevant. Twenty-one informants described capacity limitations in NWMs and NSOs. Many NWMs have (or are continuing to shift) moved from a 'Women in Development' to a 'Gender and Development' (GAD) approach, meaning a shift from supporting traditional women's activities to a strategic focus on policy development and programming (Gallina, 2013). Most NWMs in PICs require ongoing technical assistance as the GAD approach represents different skill sets for staff who do not necessarily have the capabilities, and most NWMs only have one or two staff.

> *Gender equality is still not something people are willing to accept or understand because they want to stay in what they were brought up to think as normal. The other thing is that we don't really have many technical people that understand the whole concept of gender equality. When I think about it, we probably have two people who are really gender informed. (PIC partner)*

Cook Islands

Cook Islands has seen advancements in addressing violence against women, with the Family Health and Safety Study, and new domestic violence legislation. Other advances have occurred in girls' education, where girls in all levels of education are now exceeding boys. And there is an increase of women in leadership positions, including in the financial sector. Within the public service, five of the 13 Heads of Ministries (HoMs) are women, and comments are they are out performing men. Five of 24 Parliamentarians are women.

Marshall Islands

Like Cook Islands, increased awareness of and response to family violence is occurring as a result of child protection research, a Family Health and Safety Study and new legislation. Girls are slowly surpassing boys in education, though not yet to the extent of Cook Islands. There has also been an increase in numbers of women in leadership positions, with the Pacific's first female President, four of 12 HoMs and three of 33 Parliamentarians.

Solomon Islands

Solomon Islands has seen the same advances around violence against women awareness and response as Cook Islands and Marshall Islands. However it has not seen advances in girls' education or representation of women in leadership positions. There are very few women in business and none leading financial institutions. Four of 24 Permanent Secretaries (PSs) are women, and only one of 50 Parliamentarians is a woman

That office [NWM] is really poorly supported and resourced – human and financially. It has been difficult for them to do the work they are required to do. (PIC partner)

Within NSOs and across government departments, the collection of sex-disaggregated data is also in its relative infancy, and their capacity in statistics is highly variable. While the Ten-Year Pacific Statistics Strategy (TYPSS) calls for support in capacity building, the focus of technical assistance through the strategy has primarily been on data collection, so the need for capacity building remains.

We can't afford to have specialised gender statistics who can go deeper into things. With technical assistance, it helps because [PGEP] comes along and can do the analysis. Turn out tables and charts. (PIC partner)

Within both NWMs and NSOs, SPC has been one of the sole agencies providing technical assistance, acting as an intermediary between international expectations and national realities. Five informants described examples of *Pacific Women* advisers or RRRT country focal officers providing some support around gender mainstreaming, but their focus has primarily been VAW, WEE or human rights. In gender statistics, SPC's Statistics for Development Division (SDD), UN Population Fund (UNFPA) and ADB were the other agencies mentioned by four NSOs, but PGEP was generally seen as a primary source of capacity.

Limited capacity was highlighted by almost every informant as an issue cutting across public sectors as a whole, not specific to gender mainstreaming or gender statistics. In SIDS, development and PIC partners highlighted that the capacity of divisions usually comes down to one or two skilled individuals, and any advancements are often individually driven rather than systems driven. Because staff turnover is high in many countries, this means that capacity building of agencies becomes undone when key individuals leave.

The reality here is it boils down to individuals. If you have a competent agency or counterpart to work with, you will embed long-term outcomes. With the gender division, it doesn't exist. In terms of the stats, there will be more positive long-term outcomes because there is competence and capability to work with. But there's a risk because there's not much, only a couple people. There's a risk if they leave it all falls over. (PIC partner)

This includes broader gaps in areas critical to meeting SDG reporting requirements and progressing public sector reform. Eleven key informants highlighted gaps in monitoring and evaluation, as well as general analytical capabilities across government agencies.

4.2 EFFECTIVENESS

Effectiveness of PGEP is assessed against progress towards its intended short-term outcomes (as identified in Sections 2 and 3). The assessment of progress towards outcomes is an aggregate of progress against individual indicators, as well as indications from interviews, case studies, project team/documentation, literature and official documents. Triangulation of data between sources is used where possible to substantiate findings.

Measures of progress have been divided according to: 'no progress', 'little progress', 'moderate progress', 'significant progress', and DD (data deficient, i.e. unable to make an assessment). Specific criteria apply to each of these levels, which are largely based on criteria used in the stocktake reports. In addition, the level of evidence and contribution from PGEP has been noted in the assessment (Table 6). Appendix 6 explains the method and criteria for assessing progress and provides the detailed country outcome and indicator assessments.

Please note that even though the outcomes relate to countries' overall progress in gender mainstreaming and gender equality efforts, progress towards outcomes has been assessed based on the evidence obtained during the evaluation. Because PGEP has had varying levels of engagement by country, data available to assess progress was limited for countries where PGEP has been less active. In these instances, assessment is often specific to PGEP efforts.

Table 6. Symbols used to indicate progress, PGEP contribution and evidence available

PROGRESS RATING	🟢 Significant progress	🔵 Moderate progress	🟡 Limited progress	🟠 No progress	DD Data deficient (i.e. cannot make assessment)
LEVEL OF CONTRIBUTION FROM PGEP	⚫ Moderate contribution	⚫ Limited contribution	⚪ No contribution		
AMOUNT OF EVIDENCE	★★★ Rich documentation	★★ Indication of evidence	★ Limited evidence		

A review of progress towards outcomes indicates that some progress has occurred toward all outcomes. Significant progress has occurred around awareness and attitudinal changes in gender equality among government personnel, and **limited progress** has occurred around the development of NDPs with gender-specific targets. For all other outcomes, progress towards the outcome has been **moderate** (Figure 11). Progress is seen through contributions from PGEP, national efforts and leaders, *Pacific Women* Gender Advisers working alongside the *Pacific Women* program, and other development programs.

Figure 11. Summary of progress to PGEP short-term outcomes
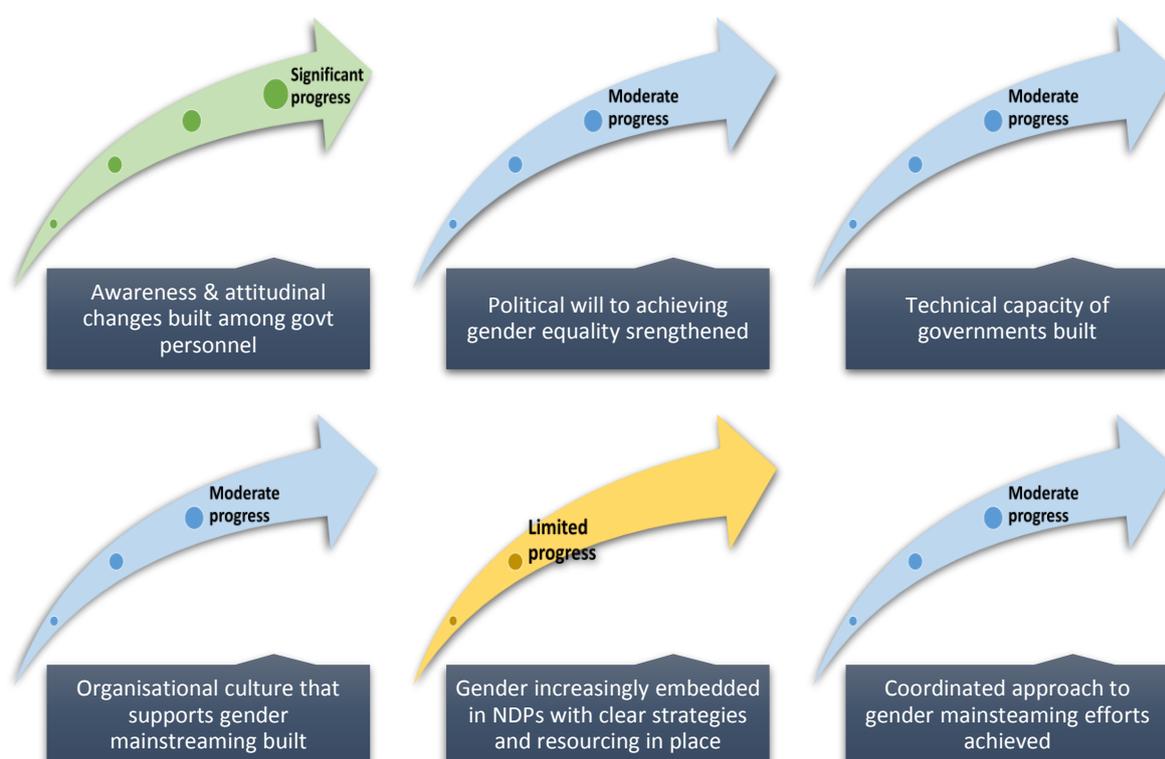
When reviewing progress by country, it is clear that progress towards outcomes has been wide ranging. The group of countries with significant PGEP engagement has shown the most extensive will and capacity to make progress, but they are not yet at a stage where change is embedded or sustainable. In the group of countries with moderate PGEP engagement, changes are most visible around awareness and attitudes, and only in early stages around political will, capacity and organisational culture. In the group of countries with limited PGEP engagement, progress was either unknown or variable (depending on existing capacity in the PIC). Across all

groups of countries, there remain gaps in PICs' implementation of gender-inclusive policies, public officials' ability to apply a gender-inclusive perspective in programs, and gender statistics analysis. In general, this appears to be due to a combination of lack of capacity, and lack of 'demonstrated' political will.

The need for ongoing support to generate sustained outcomes is evident, especially as earlier gender mainstreaming initiatives from the 1990s have been discontinued and largely forgotten in Cook Islands, Marshall Islands, PNG and Tuvalu.

> *In the stocktake, you are trying to pick up the areas of intervention that have happened over the last decade. There is no continuation. It's stop and start, it gets forgotten. (Gender expert)*

Overall, the outcomes of 'building technical capacity' and 'building political will' appear most central to advancements in the project; these two areas seem to be the 'prerequisites' for PGEP's engagement with countries, and are also central to PICs' achievements around gender mainstreaming. The evaluation concludes that it is important to focus on filling gaps in technical capacity and political will in Groups 1 and 2 countries.
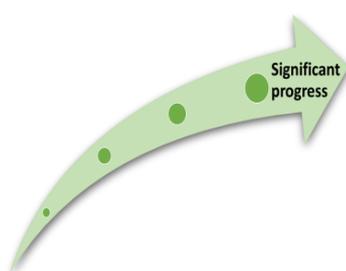
OUTCOME 1: GENERAL AWARENESS AND ATTITUDINAL CHANGES AROUND GENDER EQUALITY BUILT AMONG GOVERNMENT PERSONNEL

Significant progress

COUNTRY-SPECIFIC PROGRESS

GROUP 1		GROUP 2					GROUP 3						
SI	CI	PAL	RMI	TON	TUV	FSM	KIR	SAM	FIJ	NAU	VAN	NIU	PNG
★★★	★★★	★★	★★★	★★★	★★★	★	★★	★★	★★★	★	★	DD	DD

OUTCOME 1 INDICATOR ASSESSMENT

INDICATOR 3: NO. OF PICS WITH SENIOR OFFICIALS UNDERGOING TRAINING	
PROGRESS	COMMENTS
	A total of 97 senior officials' attendees (53% women) in six countries have received gender mainstreaming or analysis training. Compared with the number of trainings set out in these countries' workplans, less than 25% of planned trainings have been completed. *Full contribution from PGEP.*
INDICATOR 5: NO. PICS WITH STAFF UNDERGOING GENDER STATISTICS & GENDER MAINSTREAMING TRAINING	
	A total of 477 attendees (68% women) in 11 countries have received gender mainstreaming or statistics training (plus five regional trainings were held). *Full contribution from PGEP.*

This outcome includes both awareness and attitudinal changes. 'Significant progress' was achieved if individuals in each of the NWM, NSO and other agencies demonstrated awareness and attitudinal changes to support gender equality.

Data indicates that **significant progress has been made towards this outcome**. Across all PICs, most informants demonstrated *awareness* around gender equality issues, and some individuals demonstrated *attitudinal changes*. In addition to comments in interviews, progress was demonstrated through participation in trainings

(see Indicators 3 & 5 result[14]) and feedback on knowledge obtained, and on PICs' introduction of gender-responsive policies and legislation. The greatest progress was seen among PICs in Groups 1 and 2.

> *There's better understanding. In days of old, whenever you mention gender, people think, 'there you go, talking about women again'. The message has come that, 'no, it's not just about women'. It's about women and men and bettering the life for everybody. But it's obvious there is a disparity and so we want to bridge the gap where women and men are walking around the same path. (PIC partner)*

Advances in other gender issues (described previously), such as ending violence against women and women's leadership, have also been attributed to increasing awareness and attitudes towards gender equality.

In spite of progress, 29 government partners in six PICs indicated that **understanding of gender mainstreaming is still limited across government.** In interviews, two thirds of government partners talked about gender parity when discussing gender mainstreaming, which is similar to findings in the stocktake reports, and suggests that broadened understanding of gender mainstreaming has not fully occurred.

> *I think people look at gender as just a number. We have more women here and there, and they think they've covered the basis of gender. Or that there's an increase in the number of women in senior level positions. 'Now we have a female president, what more do you want?'. (PIC partner)*

In addition, **a general resistance to talking about gender remains an issue**, both within some SPC divisions and within a few PICs. The reasons for this are many – some informants held the perception that their countries do not have 'gender issues', other stakeholders commented that older men in senior leadership positions are not supportive of gender-responsive policies and programs. In Tonga and Palau, recent experiences around lobbying against CEDAW ratification have made individuals extremely wary about discussing gender. Women's divisions have had to proceed carefully with how they approach the conversations in order to get people on board. In Palau, the women's divisions described that turnaround is occurring by listening carefully to community priorities.

> *Initially not wanting to talk about gender because of prior experience, but those barriers are thankfully starting to break down. You know, part of that was…I don't think it's cultural barriers as much as an understanding of what the community is trying to communicate. That's why we go back to the context. (PIC partner)*

PGEP TRAININGS A POSITIVE CONTRIBUTION TO AWARENESS RAISING BUT MAY NEED TO BE ADJUSTED

Interviews illustrated that this change has partly been achieved through PGEP's assistance, including through national and regional trainings on gender mainstreaming and gender statistics delivered to senior government officials, Parliamentarians, NWMs, NSOs and line ministries. The PGEP team has encouraged diverse attendance in order to raise awareness among those not traditionally working on gender issues. Positive comments were also mentioned around regional trainings, which have supported knowledge exchange, provided individuals with technical skills (e.g. in data collection or in communication) and enhanced regional collaboration.

> *The good thing about the trainings is they are often regional so we have met with other statisticians. Keep up the connections. Sharing of the experiences in the different countries is useful. It's a good way of learning in the statistics area where you learn from other areas. (PIC partner)*

As noted earlier, PIC partners also identified that the approach to trainings could be rethought during the second half of the project to ensure greater integration with other technical assistance and emphasise on-the-job assistance. Many informants in PICs within Groups 1 and 2 are seeking a greater level of detail and specificity in trainings, which focuses on applying gender mainstreaming to their practice, or on gender statistics analysis.

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[14] The indicators are numbered according to the original MEF. Because some indicators overlapped, not all indicators are listed in the outcomes assessment. See Appendix 6 for full list of indicators.

Challenges of addressing a wide range of capabilities was noted by the PGEP team in their trip reports, and training often had to cater to lower levels of capability.

> *Problem is we [in the women's division] are only two staff. Staff are always training. We are always operating with limited staff – they are travelling, overseas training. (PIC partner)*

## DISCRIMINATORY CULTURAL NORMS AND ATTITUDES REMAIN A BARRIER

In spite of increasing awareness about gender mainstreaming, cultural norms around gender roles were highlighted by participants in six PICs as impeding progress on gender equality as a whole. This was more pronounced in outer islands and provinces, where awareness and demonstration of gender equality has been more limited, including around women's leadership, VAW and WEE. Stakeholders in each case study advocated that more time and rights-based awareness raising needed to be spent in these areas by government or CSOs, and in a manner appropriate to the population.

> *I suppose they are driven by cultural attitudes about the role of women, place of women in Pacific families, there's the ongoing challenge of the attitude from particularly male leaders. So they may sign up to a declaration, but they don't do much with it when they go home. The political cultural challenges are deep. (SPC partner)*

> *When we go to the outer islands, they don't speak English. That's where we need to go because they don't know their rights. They don't know they have the right to equal opportunity. They think it's OK if the men keep everything, and they just do the work. Every time we go to the islands, we try to talk to the people, and translate into Marshallese. (PIC partner)*

Two development partners and four CSOs suggested PGEP could focus on social change as a way of challenging pervasive mind-sets. They argued that cultural attitudes are a significant barrier to gender mainstreaming progress, and PGEP will have limited effectiveness if it only strengthens institutional mechanisms. One CSO participant also recommended that PGEP focus on strengthening the links between NWMs and government communications departments in order to advocate for more gender representation in the media. While lobbying for social change may be out of the project's scope, these comments emphasised the importance of PGEP linking with social change initiatives in PICs, where possible.

The evaluation concludes that PGEP's activities and other gender equality efforts are effectively raising awareness and strengthening attitudes around gender equality, particularly in Group 1 and 2 countries. Trainings have been used as a strategy to progress towards this outcome. However, given the stage of project implementation and efficiency issues associated with trainings (described in Section 3), there may be a need to rethink the type and amount of training that occurs.

Moderate progress
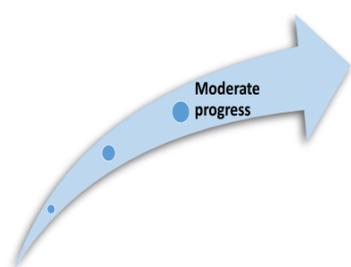
OUTCOME 2: POLITICAL WILL TO ACHIEVING GENDER EQUALITY STRENGTHENED

COUNTRY-SPECIFIC PROGRESS

GROUP 1		GROUP 2					GROUP 3						
SI	CI	PAL	RMI	TON	TUV	FSM	KIR	SAM	FIJ	NAU	VAN	NIU	PNG
★★★	★★★	★★	★★★	★★★	★★	★	★	★★★	★★★	★	DD	DD	DD

OUTCOME 2 INDICATOR ASSESSMENT

INDICATOR 2: NO. OF PICS WITH EXISTING GENDER POLICY	
PROGRESS	**COMMENTS**
🟢	Nine of 12 countries have gender policies (two countries unknown). PGEP has developed five of these nine policies. *Moderate contribution from PGEP.*
INDICATOR 13: NO. OF PICS REQUESTING SPC TO REVIEW POLICIES/PLANS	
🟢	Ten countries have requested that PGEP review at least one policy or plan (including the gender equality policy). Two countries requested that PGEP review six or more policies. *Full contribution from PGEP.*

There are multiple dimensions to the outcome, strengthened political will to achieving gender equality. To assess progress, the criteria used in the stocktakes for measuring political will was adopted. 'Significant progress' was achieved if the following elements were displayed: presence of gender 'champions' in the public sector, an existing gender policy, other sectoral policies demonstrating some gender responsiveness, and examples of gender-responsive policies or programs being implemented.

Data indicates that **moderate progress has been made towards this outcome,** although results by country have varied. Most countries have a gender policy (see Indicator 2 result). Group 1 countries with significant PGEP engagement have sectoral policies incorporating gender. Solomon Islands is the only country that has clearly demonstrated gender-responsive policies being implemented; they and Cook Islands are also the only countries that have requested PGEP to review policies or plans other than the gender policy (see Indicator 13 result). Countries in Group 1 and 2 have gender champions and instances of gender-responsive programs. Most countries have yet to demonstrate how high-level strategies or policies that incorporate gender perspectives are being implemented, which is an issue that also came through in the stocktakes.

As noted earlier, gender champions in government, advocacy from CSOs and donor requirements are all contributors to increasing political will. Leaders, such as the Public Service Commissioner in Solomon Islands, the Minister of Internal Affairs in Cook Islands, Tonga and Marshall Islands, the Speaker of the House in Cook Islands, the President of Marshall Islands, and the Director of Human Resources in Tuvalu, have pushed agencies to take measures to promote gender equality and mainstream gender. CSOs are also key contributors in countries like Cook Islands, Marshall Islands and Fiji in advancing political will.

STOCKTAKE REPORTS AN IMPETUS TO WILL

PGEP's contribution to political will occurred through various activities, including developing/reviewing gender and other sectoral policies, but also including the developmental processes of stocktake reports and MOUs. A few informants noted that the stocktake process engaged and supported the pockets of political will within governments. In Solomon

Cook Islands

The female Speaker of the House tries to raise attention to gender issues as she sees them. Every time a Select Committee list is brought to her for approval, she makes sure a woman is on the committee. She focuses on using little examples to help the 'penny drop', adding gender into any workshop she does in Parliament, questioning female representation on recruitment panels and talking about engendering the budget.

Marshall Islands

In RMI, a strong network of female leaders, originating in the CSO, WUTMI, has driven gender advances, including around VAW. President Hilda Heine is a founding member of WUTMI and has driven increases in funds around violence against women to the Ministry of Internal Affairs. She is committed to increasing women in politics, and supporting women in the informal employment sector.

Solomon Islands

The Public Service Commissioner was a key leader in increasing political will for gender mainstreaming, by pushing the incorporation of gender mainstreaming in Permanent Secretaries' (PSs') contracts. This led to the establishment of Gender Focal Points (GFPs) in each government department, and a series of other strategies.

Islands, one participant described that the stocktake report, once published, was used by the Public Service Commissioner as an advocacy tool to increase will for gender mainstreaming. In Tuvalu, it was key to informing the gender policy and subsequent *Pacific Women* country plan. In addition, the MOU was also noted as helping to direct and set a mandate for gender mainstreaming.

> *When we finally did get the workplan through and confirmed, it [gender mainstreaming] was no longer more general. There was an actual pathway to direct gender mainstreaming. The workplan was a good directive for focusing gender mainstreaming. (PIC partner)*

> *Solomon Islands' stocktake was really a change-maker... It was used as a lever to enable change, for the PS to use to go around. It led to lots of change. SPC's followed up with the PS to say, 'Here's the stocktake, what does the government want to do with it?'. At least partially in relation to that, the CEOs of ministers have to be accountable to gender, and their under-secretaries being the gender focal points. (Gender expert)*

However, two individuals described the stocktake reports as inaccessible or reaffirming what was already known about gender mainstreaming capacity. It also appeared that for some stakeholders, the stocktakes were a fixed reference point of PICs' capacity and their perception did not move on, even as subsequent progress occurred.

MIXED EFFECTIVENESS OF GENDER POLICY IN GENERATING WILL

Each government's endorsement of their gender policies is an expression of political will. Women's divisions and other stakeholders in the three country case studies talked proudly and **positively about their policies, reflecting on the achievement of getting them passed and their use as an accountability tool for governments**. Four individuals talked about the importance of PGEP's expertise, approach and technical skills to its development and endorsement. The PGEP team also described the importance of the gender policies in clarifying the mandate of NWMs.

Beyond this, the impact and effectiveness of the gender policies themselves have varied. There appears to be a **gap between policy and implementation with the gender policies** (as well as with other policies across government). Three women's divisions expressed uncertainty about how to implement it, did not feel like the language in it was accessible, or expressed unclear roles around implementation.

> *To be honest, I want to get all the things here [in the policy] done. I need to go out and do the work, and I don't know where to start. Last year it was my first time to see this policy. I had never heard of the gender mainstreaming policy. I want to know how to do it… there's a lot of words in here that are used.*

Cook Islands

Cook Islands has a gender equality policy (2011 - 2016), but the women's division have struggled with implementation, aside from the streams focusing on VAW and WEE. Six taskforces established to oversee the policy have never met. This is due in part to capacity issues and in part to lack of ownership. In contrast, two other policies in the same Ministry (youth and disability) have been fully implemented with less technical assistance than the gender one.

Marshall Islands

RMI has recently endorsed its first gender equality policy, which is the first endorsed policy in the North Pacific. The Ministry of Internal Affairs describes how it was able to work on the policy and get it endorsed by Government through support from PGEP, will from the previous Public Service Commissioner, and in-country consultations. It has yet to implement it.

Solomon Islands

Solomon Islands' Government has just approved a new gender equality policy, which the Ministry of Women hopes will be implemented and owned by government. The previous policy was not fully implemented, due to lack of communication and coordination. Some CSOs were not aware they were leading on certain parts. The Ministry describes the new policy, which was developed by PGEP through consultation, as far simpler and building on learnings from the previous.

Like women's machinery, I thought, 'What is that? What machine is that?'. It's hard to learn. (PIC partner)

At the policy level, we've moved mountains. Within a short span of time, we've been able to create a policy framework. It's something we've had a lot of progress on, and the government's policy itself... It's really when it comes to implementation that we have issues to deal with. (PIC partner)

As a consequence, a lack of ownership of the policy was expressed by individuals in two PICs.

Country ownership... that's a key part of it. When you think about the work that this project's done, it comes down to how much ownership the country has to take them on and move them. In-country capacity and commitment to do this work. It's great that these countries now have these tools that they can build on and work with. If SPC is not there to drive it, then how can they work on it and build on it? (Gender expert)

This is one of those things where if you want outcomes in a country, you can't if the country won't take ownership. (PIC partner)

Feeding into this issue is the concern that more of PGEP's attention has gone into the policy versus implementation. Four stakeholders described the importance of ensuring that the policy is seen as the starting point, rather than an end product, and that PGEP provides sufficient mentoring and technical assistance around its implementation. In some countries, the gender policies are new, so implementation is only in its early stages. PGEP has provided assistance to NWMs in developing implementation plans, but some PICs described these as complicated. Stakeholders recommended that the **gender policies – or in the very least, implementation plans – be simplified**, **to enable ownership and implementation**.

NWMS NOT YET LEADERS IN DRIVING POLITICAL WILL

An assumption in the PGEP MEF is that 'stakeholders recognise the role of national women's machineries to inform, advise and coordinate across sector initiatives'. However, this was only seen to be the case in three countries – Solomon Islands, Samoa and Tuvalu. In Solomon Islands and Samoa, the NWMs are better resourced and have higher capacity than most other PICs, and their engagement across sectors is also higher. In Tuvalu, the central positioning of the women's division in the Office of the Prime Minister means it is engaged in central policy development. In this regard, the positioning and resourcing for NWMs is both an expression of, and a contributor to, political will. In most other countries, neither central agencies nor donors prioritise their involvement with NWMs, and in some instances, the NWM has not taken the leadership on gender mainstreaming coordination. In many PICs, gender mainstreaming efforts are occurring across government but not involving the NWM, and in countries like Marshall Islands, women's CSOs have a greater presence than the NWMs in gender equality efforts. This means they are driving the advocacy, policy development and delivery of services.

The women's division might be taken a bit more seriously because of support from SPC. We are becoming increasingly aware of the spread of gender mainstreaming going on in other ministries, and no one is doing it from NWM. (Gender expert)

TENSION AROUND THE POSITIONING OF SPC TO HELP GENERATE WILL

There appears to be a tension in how SPC has positioned itself within PIC governments to generate political will. As noted earlier, the NWM has been PGEP's primary partner to build their capacity and support their strategic positioning as coordinator/ leader for gender mainstreaming. However, eight informants also described that the intention was for PGEP to spread outside of NWMs and build capacity of central and line ministries in gender mainstreaming. The only countries where this shift outwards has actively occurred is Cook Islands, Solomon Islands, Marshall Islands and Tonga, due in part to how time consuming it has been to build capacity of NWMs. In Solomon Islands, PGEP has been working actively across government, with the Ministry of Public Service,

Public Service Commissioner, and active GFPs in selected ministries. In Tonga, three participants described how PGEP had used its positioning as SPC to open doors and meet with central agencies on gender mainstreaming, enhancing coordination between these agencies and the NWM.

In most other countries, PGEP has remained focused primarily on the NWM and NSO, though this may be changing in Palau and FSM, where a SPC/DFAT co-funded gender adviser is now based to support both PGEP and *Pacific Women* implementation. Seven informants highlighted that PGEP could be more proactive in reaching line agencies by enhancing its work with other internal divisions within SPC, and leveraging existing opportunities within each PIC.

> *One of the things I find interesting here and it might be a good way to start is to go where offices are predominantly run by women. Like fisheries, two years ago the only certified divers in the office were three women. In that office, they have a whole lot of women. The Ministry of Foreign Affairs. There's the Ministry of Resources and Development Trade Office is all women. So some of these departments. Start off there, it's easy to start with, they might be more receptive. (PIC partner)*

The evaluation notes that the project's assumption, 'countries are willing to take measures to promote gender equality and mainstream gender', while generally true, encompasses a broad concept of will. Countries have articulated a will to take measures to promote gender equality through engagement with PGEP and the development of policies, but few have demonstrated this willingness. While progress has occurred around political will during the first half of the project, PGEP efforts should prioritise implementation of political will through supporting implementation of gender-sensitive policies, leveraging existing opportunities and working with more central and line ministries. These are key activities for getting Group 1 and 2 countries to the next stage of gender mainstreaming.
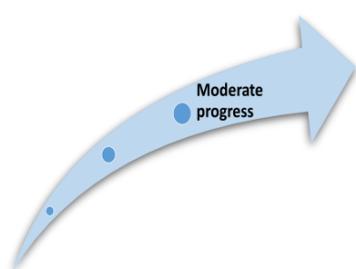
OUTCOME 3: TECHNICAL CAPACITY OF GOVERNMENTS BUILT

COUNTRY-SPECIFIC PROGRESS

GROUP 1		GROUP 2					GROUP 3						
SI	CI	PAL	RMI	TON	TUV	FSM	KIR	SAM	FIJ	NAU	VAN	NIU	PNG
★★★	★★	★★	★★	★★	★★	★	★	★	★★	DD	DD	DD	DD

OUTCOME 3 INDICATOR ASSESSMENT

INDICATOR 4: NO. OF PICS WITH TECHNICAL ASSISTANCE PROVIDED	
PROGRESS	**COMMENTS**
🟢	Thirteen countries have received technical assistance in gender mainstreaming or statistics. Compared with the planned assistance in 10 countries' workplans, seven countries have completed less than 50% of technical assistance, and three have completed more than 50%. *Full contribution from PGEP.*
INDICATOR 10: NO. OF PICS WITH GOVERNMENT LED GENDER MAINSTREAMING ACTIVITIES	
🟢	Ten countries have government departments implementing gender mainstreaming activities. Of these, five have at least two departments implementing activities, and five have five or more departments implementing activities. *Limited contribution from PGEP.*

Building technical capacity is a core component of PGEP. It is a backbone to the project's theory of change, and capacity limitations were identified as major issues within all stocktake assessments. 'Significant progress' toward this outcome was achieved in each PIC if individuals in each of the NWM, NSO and other agencies

demonstrated increased capacity to independently implement gender mainstreaming or gender statistics activities.

Data indicates that **moderate progress has been made towards this outcome.** Results were variable across countries, as capacity has not always been demonstrated by each of: the NWM, NSO and other agencies.

Capacity development around each component of the project looks different. In gender mainstreaming, PICs have demonstrated capacity through NWMs' proactive engagement and coordination with other sectors, through increasing requests to NWMs from other sectors, and through active implementation of gender policies. For example, in Solomon Islands, increased capacity of the women's division was demonstrated by the fact that it has had a three-fold increase in requests from other departments to provide support in reviewing and developing sectoral policies, strategies and programs.

In gender statistics, notable capacity development has been demonstrated by Cook Islands, Fiji and Samoa around improved data collection and compilation of gender statistics. Some countries gave examples of improved quality of their recent CEDAW reports to demonstrate improved capacity. Eleven informants described that improvements in the collection of gender statistics has in turned assisted gender mainstreaming by making relevant statistics available.

Capacity has also been demonstrated by the amount of technical assistance provided to countries through PGEP (see Indicator 4 result), and the number of PICs with government-led mainstreaming activities (see Indicator 10 result).

PGEP was identified as a key contributor to capacity development in gender mainstreaming and gender statistics, with informants highlighting the value of PGEP's level of technical expertise and approach.

EXISTING CAPACITY AFFECTS POTENTIAL TO DEVELOP CAPACITY

Existing capability and resources within NWMs and NSOs were also seen as enablers to capacity development, whereas limited capability and high staff turnover in government departments were noted by 22 informants as common barriers.

I see in the SPC gender stocktake and country plan that there have been initiatives in the past in the education sector. When I arrived, there was a complete turnover of staff, there was no proper handover, initiatives had stopped. There is some gender inclusion in curriculum framework. I also know that there were some initiatives to support gender mainstreaming in school material –

Cook Islands

"While working on the gender profile, she [gender statistics adviser] was also looking at data gaps and making recommendations. She even looked at the census questionnaire that we have, making recommendations on revising questions around the labour force… even capacity building within the NSO, graphs – best practice on that. Those are all. I suppose in whatever she's trying to complete, it's not so much, come in, write the profile, get out of the country… beyond what she's here for…. She is unique. It's more of a two-way dialogue with her. She wants to tailor the advice, she asks for our feedback in her presentation… we are developing."

Marshall Islands

PGEP supported the implementation of a PDNA after the drought in RMI, alongside the gender division and other agencies. The approach of the gender statistics adviser was noted: *"she wasn't simply getting data together. It's like she was coaching along the women in the office. Showing them how much we can accomplish in a short amount of time, really encouraging and pushing them. The women needed more of that hands-on time, we were in such a good environment together. It wasn't like we were at a computer with one woman. It was a team to joke and laugh. I think that really helped build confidence. I think those are ways SPC can do it."*

Solomon Islands

PGEP has supported the Institute of Public Administration and Management (IPAM) to introduce a gender component to the introductory compulsory training for all public servants, by reviewing the curriculum and training of IPAM. IPAM has also requested PGEP to conduct a gender analysis of all its training materials. In addition, PGEP is supporting GFPs with gender mainstreaming and gender analysis training, policy reviews; and assisting the Public Service Commissioner in determining ways to strengthen the GFP role.

such as not including gender stereotypes. But nothing that was ongoing… We had to start from the beginning to see where to include it. (Gender expert)

Staff turnover is quite high. Once you get someone in here and they get trained up and have done some of the work, and when they get comfortable, they go for other higher paying jobs. (PIC partner)

Five development partners and consultants highlighted the tension that the extent of capacity built through PGEP only can go as far as the amount of capacity that rests in each PIC, which varies considerably and is time consuming to build. PICs like Palau, Cook Islands, and Tuvalu have NWMs or NSOs that have built their capacity over the past five years; young capable leaders or ministry staff have been identified as enablers of progress towards gender equality. However, it is not extensive, and the agencies' capacity seems to be dependent on these individuals.

PGEP's skills are excellent but they are a small team trying to do gender mainstreaming across the whole Pacific. It's a huge task really. They are doing the best they can with the team they have. At the end of the day, it comes down to the countries. You can provide technical support, run workshops, give them material, show them gaps, but it comes down to individual countries and how much they are willing to take on. Because that's where capacity limitations come up. Even if you have a strong director of women, she can only do so much. (Gender expert)

ON-THE-JOB MENTORING AND COACHING IS EFFECTIVE

Individuals were most positive about the project-based mentoring that the PGEP statistics adviser provides to staff. This has occurred through the development of the gender statistic publications, *Where Do We Stand?*, through surveys, such as the HIES, and through projects such as the PDNA (see text box on previous page). This approach was highlighted as helpful because it is a practical approach to technical assistance, PGEP's coaching style is well received, and it is an advocated method of statistics capacity building.

We get an expert from outside who comes and helps. The next time around, we just follow what they did. It serves as a guide. Eventually your expertise continues to improve more because you are continuing to ask questions, want to know more and you have the internet, get the definitions. That's the progress I'm seeing on how the expertise is translating. This is what we went through on the income and expenditure survey. (PIC partner)

Thirty-four informants reflected positively on PGEP's mentoring and coaching style in both gender mainstreaming and gender statistics. There was only comment, suggesting that PGEP could tailor its overall approach to the specific needs of the country better.

SPC's work has been great. What's good is they take into account what we want and how we want it done. Nothing pushed on us to do it or to do it in a certain way. For example, the gender mainstreaming handbook. SPC has a template for how it could look like, but when they came over, I felt it was out of context with our government, so they were able to work around that and change it so very different from template. But it works for us. (PIC partner)

I've benefited from the support. Being able to bounce stuff off SPC has been good. (PIC partner)

ADDITIONAL SUPPORT REQUIRED IN APPLICATION OF GENDER MAINSTREAMING AND GENDER STATISTICS

The two specific areas of assistance around which most government partners requested more support from PGEP were: applying gender mainstreaming to specific policies and programs, and analysis of gender statistics. Seventeen NWMs and line ministries said they required more support in understanding how to apply gender mainstreaming into their ministry, regardless of whether they were in the women's division or other line ministries. Six individuals went on to say that the training they were receiving on gender mainstreaming from PGEP was useful in building basic understanding of it, but they now wanted more specific, tailored, 'how to' assistance. This was more commonly expressed among countries with significant or moderate PGEP engagement

and thus a reflection of their progress in gender mainstreaming capacity. They requested hands-on, specific guides or instructions, rather than large, generic toolkits. In Solomon Islands, PGEP is developing a cross-sector Gender Mainstreaming Strategy to serve this purpose, and individuals hoped it would be tailored enough for their needs.

> *Maybe a toolkit that could be provided to every ministry. Like, these are the three ways you can integrate gender mainstreaming to your ministry.… step 1, add these questions to your policy template. I feel that people are getting lost in the language and because of that, they are not making it a priority. (PIC partner)*

> *It [gender mainstreaming] is not an easy thing. It's a theory that needs to be brought down and made applicable and practical to the work they are doing every day. That's where there needs to be skill – to be able to articulate what this work means to everyday work of someone in a small island state. There's often this disconnect between the wonderful papers and gender theory, and then feeding the practical into the theory. (Gender expert)*

Within the NSOs, gaps in capacity were highlighted around analysis and dissemination of gender statistics, with six NSOs requesting support. A need for general assistance with capacity building in statistics was requested of SPC's Statistics Division, with a view to building capacity of in-country officials, rather than internationals sitting outside of the country. There was an expressed need for succession planning around PGEP's gender statistics resource, to ensure that the expertise is spread in the region.

> *Statistics officers have improved a lot in data collection, but we need to move up to the next step in analysing data. (PIC partner)*

> *With the awareness of gender issues, we are hoping we can capture the inequalities in statistics. I think that's an area we'd like to focus on. The way we analyse and disseminate the information. It's one of our weakest areas we have, trying to make the information useful – that's an area that we really need support in the future. Dissemination. Getting out the data in a format that is useful to the users, not just statisticians but everyone. (PIC partner)*

Six informants described that the use of gender statistics publications developed by PGEP could also be strengthened through the project.

> *Statistics side is producing a lot of evidence but not clear how that's being used. How is that evidence going to inform people who are sitting there talking about how we can mainstream? (SPC partner)*

The evaluation concludes that PGEP's technical assistance has improved the capacity of governments, in particular within Groups 1 and 2. The project's assumption, 'technical assistance will lead to improved capacity of governments to introduce policies and other gender reforms', was generally demonstrated during the evaluation. However, it encompasses a larger assumption that the introduction of policies will change practice around gender responsiveness, which is not yet the case, due to a combination of capacity and willingness limitations.

In addition, capacity development across NWMs, NSOs and other government agencies does not yet appear to be embedded and sustainable. Given the early stages of project implementation, this is not a surprise. Nor is it a surprise given the larger gaps in capacity across the public service as a whole. The evaluation notes that for PICs in Group 1 (and to some extent, Group 2), which have moved past the foundational stage of gender mainstreaming, PGEP should prioritise embedding capacity development. Technical assistance should respond to their specific needs: for gender statistics, this includes an increasing focus on gender statistics analysis and presentation, and for gender mainstreaming, this includes a focus on applying gender mainstreaming in practice.

Moderate progress
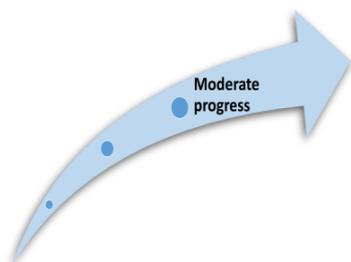
COUNTRY-SPECIFIC PROGRESS

GROUP 1		GROUP 2					GROUP 3						
SI	CI	PAL	RMI	TON	TUV	FSM	KIR	SAM	FIJ	NAU	VAN	NIU	PNG
★★★	★★★	★★	★★★	★★★	★★	★★	★	★	★★	DD	DD	DD	DD

OUTCOME 3 INDICATOR ASSESSMENT

INDICATOR 6: NO. OF PICS WITH GENDER PROFILE AND SEX-DISAGGREGATED DATA	
PROGRESS	COMMENTS
●	Seven countries have developed one or more gender profiles and worked to expand their sex-disaggregated data. An additional two countries have expanded their sex-disaggregated data but not developed a gender profile. *Full contribution from PGEP.*

INDICATOR 7: NO. OF PICS WITH GENDER SENSITIVE POLICIES AND MEASURES INTRODUCED	
●	Six countries have demonstrated improvements to ensuring that corporate policies or measures are gender-sensitive. Policies and measures include equal employment opportunity, sexual harassment, 'no drop' policy, and parental leave. *Limited contribution from PGEP.*

INDICATOR 14: NO. OF PICS WITH SENIOR MANAGEMENT JOB DESCRIPTIONS WITH GM CRITERIA	
●	Only one country (Solomon Islands) has gender mainstreaming criteria in senior management job descriptions. *No contribution from PGEP.*

This outcome focuses on building an organisational culture that supports gender mainstreaming. As there are multiple dimensions to this outcome, the criteria used in the stocktake for measuring organisational culture was adopted in this assessment. 'Significant progress' was achieved if a PIC displayed the following elements: gender-responsive human resource policies, tools to support gender integration in policies and programs, expansion of sex-disaggregated data, and gender balance at all levels of public service.

Data indicates that **moderate progress has been made towards this outcome.** Results were variable across countries, with those countries in Group 1 demonstrating the greatest progress, countries in Group 2 demonstrating moderate progress, and countries in Group 3 demonstrating limited progress or unknown. Progress was demonstrated, in part, through the production of gender profiles and sex-disaggregated data (see Indicator 6 result), through PICs having gender-sensitive corporate policies and measures (see Indicator 7 result), and through the number of PICs' senior managers have gender mainstreaming as performance criteria (see Indicator 14 result).

An increase in gender-sensitive corporate policies appears to be a general trend across PICs, which has occurred in parallel with advancements around gender equality as a whole, and has had little involvement from PGEP. Key informants from RMI, Solomon Islands, Cook Islands, Tonga, Tuvalu and Kiribati articulated the introduction of human resource policies, such as equality employment opportunities and paid maternity leave, or educational policies supporting pregnant students.

> *The human resource management team, they are doing well, establishing a management system… they now have gender-sensitised recruitment procedures. That's positive. They included paternity leave for example. In terms of recruitment, it's much more gender balanced. (Gender expert)*

Women in leadership positions and an increase in gender balances in committees and panels, were provided as the key contributors to these changes. PGEP has only been involved in corporate policies and practices in

Solomon Islands, with the development of gender mainstreaming as a core public service training, and support to the Public Service Commissioner around the PS' gender mainstreaming requirements. (In Cook Islands, PGEP had conversations with the previous Commissioner but this has not continued with the new Commissioner as yet.)

GENDER MAINSTREAMING AND GENDER STATISTICS TOOLS ARE VALUED PGEP PRODUCTS

One PGEP activity that relates most directly to this outcome is the development of tools to aid gender mainstreaming, monitoring of gender policies, and collection of gender statistics. **There is a high demand for tools to assist public officials in their work to enhance gender mainstreaming and gender statistics**. Thirteen informants commented on how helpful it is that PGEP has developed tools to assist them, with one person commenting that it has helped support ownership of the work, and seven requesting more tools. Databases for holding gender indicators were requested by women's divisions in five countries, and hands-on tools for applying gender mainstreaming into sectoral policies and programs was requested by nine officials in four PICs.

> *Since we've been having so much involvement with SPC this year, having PGEP come into the country, we've been able to look at the gaps within the national women's machineries that need addressing. What people want from this office is data and information, because of the lack of capacity here at the division. But since working with SPC that has changed in terms of SPC coming in to formalise an information management system, having that has been quite a change. (PIC partner)*

Section 3 notes that some of these tools developed by PGEP were not commensurate with the team's specialised skills in gender mainstreaming and gender statistics.

COLLECTION OF SEX-DISAGGREGATED DATA INCREASING THROUGH PGEP

Another activity related to this outcome is PGEP's assistance to expand agencies' collection and compilation of sex-disaggregated data. In response to the increasing demand for sex-disaggregated data that has occurred over recent years, PGEP has supported the collection and use of sex-disaggregated data across PICs. Four informants said that the PGEP gender statistician adviser has been one of the sole drivers for the increasing production of gender statistics in PICs, with the combination of her production of statistical reports, her mentoring of gender statisticians, and her work with line ministries to improve the collection of sex-disaggregated data.

> *I'm thankful that SPC is coming for gender stats training because stats is a big problem… For the first time we [the PIC] have this data, disaggregated. Would be good to work with the staff more so they can work with the data. There are lots of requests from donors to give the right data, and we don't always have the right data… SPC's support is really needed to help us continue to lobby for sex-disaggregated data in the sector. (Gender expert)*

SENIOR LEADERSHIP FOR GENDER MAINSTREAMING AFFECTS ORGANISATIONAL CULTURE

While increasing gender balance and women's leadership were provided as key contributors to improvements in organisational culture, nine informants said that the inverse was a key barrier to progress in this area. Both the PGEP team and two NWMs reflected that leadership within a Ministry has directly affected steps taken to strengthen organisational culture for gender mainstreaming. In more than one example, a change of leadership within the NWM had a negative impact on support for gender mainstreaming.

> *In other organisations, who's in there, who's actively promoting the gender mainstreaming. If there isn't someone in the workplace to do that, then that's probably not going to be as effective. I say it's effective for me with the Members of Parliament because I'm doing it and I'm not afraid to do it. Most of our members have been to gender equality training and most ministries have been to some workshops, awareness, and trainings where they have some understanding. But then it doesn't follow through to their work. That's why it has to be built into their systems. (PIC partner)*

In the case of Solomon Islands, leadership for gender mainstreaming remains high but women's leadership in the public service is low. Ten individuals described that this lack of leadership has affected how much the PS' gender mainstreaming requirements are actually flowing into Ministries' practice. DFAT has commissioned a scoping study to determine how to address the issue and build women's leadership.

> *They [ministries] need to ensure equal opportunities for men and women to engage in training, availability. Those are things we have to consider in our policies so that we aren't biased in terms of our trainings. And that we encourage women to be involved in our trainings. Because now, as I have just said, it comprises more men at the upper level. We have to ensure that we promote more opportunities for women to hold those positions. (PIC partner)*

Another main barrier to organisational culture was the lack of accountability mechanisms – for both gender mainstreaming and across PICs' public sectors as a whole – which is discussed below.

The evaluation concludes that developments in organisational culture have varied across PICs. The introduction of gender-responsive corporate service policies are unrelated to PGEP, whereas PGEP has directly assisted ministries with the collection of gender statistics, and the development of gender mainstreaming and gender statistics tools. The development and application of hands-on tools should continue, and PGEP should identify opportunities within PICs to support gender integration into corporate service policies in Group 1 and 2 countries, for example with the Public Sector Reform Strategy in Cook Islands.

PGEP support around the collection of sex-disaggregated data must also continue. An upcoming output of PGEP is the production of a 2017 regional gender statistics publication, with data required from all 14 PICs. The support required to PICs around the collection of sex-disaggregated data remains substantial in order to generate reliable and comparable indicators across PICs and lead to a strong product. This means that the gender statistician adviser must continue working across all PICs to a degree, and may need to explore the use of other consultants to enable this to occur. Prioritising support to certain PICs around gender statistics capacity development can still occur.

Limited progress
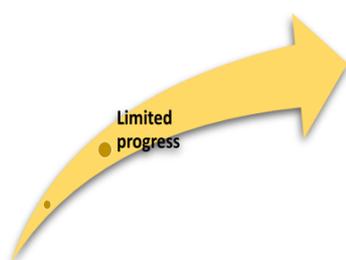
OUTCOME 5: GENDER INCREASINGLY EMBEDDED IN NATIONAL DEVELOPMENT PLANS WITH CLEAR STRATEGIES AND ADEQUATE RESOURCING IN PLACE

COUNTRY-SPECIFIC PROGRESS

GROUP 1		GROUP 2					GROUP 3						
SI	CI	PAL	RMI	TON	TUV	FSM	KIR	SAM	FIJ	NAU	VAN	NIU	PNG
★	★★	★	★	★	★	★	★	★	★	★	★	★	★

OUTCOME 5 INDICATOR ASSESSMENT

INDICATOR 1: NO. OF PICS WITH NATIONAL AND SECTORAL POLICIES WITH GENDER TARGET	
PROGRESS	**COMMENTS**
	Seven countries have reviewed their NDP in the project timeframe, and have included gender targets. In addition, at least six policies in Cook Islands and Solomon Islands have integrated a gender perspective. *Limited contribution from PGEP.*

This outcome contains a few elements: the presence of gender in NDPs, as well as clear strategies and resourcing related to gender-related outcomes. 'Significant progress' is achieved if each PIC's NDP has each of these three elements.

Data indicates that **little progress has been made towards this outcome.** Those countries that have shown moderate progress have illustrated clear strategies for gender in their NDPs. There are indications that there are some sectoral and national policies with a gender target (see Indicator 1 result), but that resourcing for gender-related targets has not occurred, with most countries having the same or diminishing budgets for gender equality-related work. However, this does not include donor-assisted resourcing for gender.

It should be noted that limited evidence was available to assess progress towards this outcome. In some instances, the NDPs were not available, and in most instances, there was no data available on budgets. Part of the reason for such limited data is the fact that in most countries, PGEP has not engaged with the central policy and planning office around their NDP.

The evaluation concludes that work with PICs around NDPs should occur, where possible, with Groups 1 and 2 PICs during the second half of the project. In addition, the program theory assumes that internal government systems and processes and capacity are stronger than was demonstrated in the evaluation. This issue plays out with PICs' readiness for support, as well as with the outcome assessment, in that the MEF assumes ready access to government policies, to determine their gender responsiveness. In many cases, policies or sectoral plans are not widely accessible, and at times unknown within PICs themselves. This assumption should be revised and project activities rethought accordingly.

Moderate progress
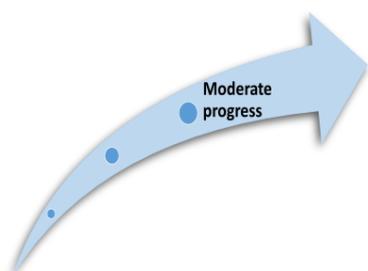
OUTCOME 6: CONTRIBUTION MADE TO ACHIEVING A COORDINATED APPROACH TO GENDER MAINSTREAMING EFFORTS ACROSS THE PROJECT

COUNTRY-SPECIFIC PROGRESS

GROUP 1		GROUP 2					GROUP 3						
SI	CI	PAL	RMI	TON	TUV	FSM	KIR	SAM	FIJ	NAU	VAN	NIU	PNG
★★★	★★	★★	★★	★★	★★	★	★★	★	★	DD	DD	DD	DD

OUTCOME 6 INDICATOR ASSESSMENT

INDICATOR 15: NO. OF PICS WITH GENDER FOCAL POINTS APPOINTED FOR EACH MINISTRY	
PROGRESS	COMMENTS
●	Two countries have gender focal points appointed. Solomon Islands has formal appointments and Cook Islands has informal appointments. *No contribution from PGEP.*

This outcome relates to PGEP's role in generating a coordinated approach to gender mainstreaming across government and development partners. 'Significant progress' was achieved in each PIC if NSOs, NWMs, SPC, and other gender mainstreaming partners demonstrated a coordinated approach. There are no specific activities within PGEP that relate to this outcome; it is more the approach PGEP has taken to its assistance that relates to this outcome.

Data indicates that **moderate progress has been made towards this outcome.** In most countries, either the NSO or NWM demonstrated a coordinated approach, but not both, largely due to the wide range in strengths and capacity of the divisions. Generally, SPC demonstrated a coordinated approach with other agencies, encouraging collaboration between NSOs and NWMs or between central agencies and NWMs, but not consistently with other development partners or SPC divisions, as noted earlier.

The relevant indicator for this outcome focuses on a specific mechanism for coordination, namely the number of PICs with GFPs appointed for each Ministry (see Indicator 15 result).

COORDINATION STRENGTHENING DIALOGUE BETWEEN PARTNERS

As noted earlier, one of the strengths of PGEP's implementation to date has been its collaborative approach with government agencies. Its focus on supporting collaboration between NWMs and other agencies has helped increase the effectiveness of statistics development. For example, in Samoa, PGEP was seen as directly responsible for improving collaboration between the NWM and NSO, and one participant described that the two now regularly consult each other on projects.

> *Through the work with SPC… because of the closer collaboration with the Ministry of Women, we are now part of the CEDAW steering committee…. I think the most important factor to me was working in partnership with the Ministry of Women. Because without understanding what the Ministry wants, we couldn't capture the right statistics. (PIC partner)*

PGEP's coordination between NWMs and other line ministries has also been a way to increase NWM's profile and access to important information for policy and program development. In Cook Islands and Tonga, PGEP has tried to support the establishment of GFPs to model off Solomon Islands. While not formalised, these efforts have led to common contacts for the NWM across agencies. However, the peripheral nature of NWMs in many PICs, together with low capacity or strengths in coordination, has created tension about the extent of coordination possible. There are instances when the PGEP team has driven the gender mainstreaming activities in PICs, rather than NWMs.

> *In spite of not having formalised focal points, just through the trainings with SPC, getting the officers to agree on the idea of a focal point and be involved in future gender trainings has been a great success. Now we have contacts outside the ministry – becoming involved in what they are doing…. We are working more efficiently. It's been useful in briefings to the Heads of Ministries, but also in getting a more holistic view on domestic violence – this has been because we have been able to collect and evaluate certain info. (PIC partner)*

> *SPC has their work with IPAM, but they bring me into the conversation. I think with IPAM, they are currently the reviewing the training modules and looking into one of their 'know your public service' manual and then sharing that, keeping me in the conversation. It's giving profile and prominence to the ministry and other line ministries. (PIC partner)*

Cook Islands

PGEP has supported coordination between the NWM and NSO with the creation of a gender statistician position. Employed through the NWM but based in the NSO, her role is to support both agencies with the collection and use of gender statistics. PGEP has also facilitated discussions between the gender division and Public Service Commission, although individuals remarked they would like stronger gender mainstreaming coordination to come from the gender division.

Marshall Islands

PGEP is supporting coordination in RMI through the establishment of a gender equality policy implementation process. Like Cook Islands, stakeholders want to see stronger coordination and leadership from the gender division. Coordination between the NWM, NSO and line ministries does not yet focus on GM and institutional mechanisms, but more on VAW.

Solomon Islands

PGEP actively works with a number of the GFPs, as well as IPAM and the Ministry of Women in Solomon Islands. PGEP, the Ministry of Women and those GFPs that are active all take a coordinated approach. However GFPs have said they would like stronger leadership and coordination to come from the Ministry of Women.

A number of CSOs also articulated the way that PGEP created a space for improved dialogue between NWM and CSOs through the regional trainings. A five-day training and dialogue on gender equality, human rights and climate change in Year 2, organised by SPC and the CSO, Diverse Voices and Action for Equality Fiji, was organised for both CSOs and NWMs. PGEP also co-organised a training on gender and the media with two CSOs. PGEP's openness to supporting the CSO perspective and dialogue with NWMs was noted.

> *Having SPC come to a high-level meeting in CSW, there was a time SPC would never come into those spaces. Now they come into ours, we go into theirs... We try to build it, have joint prep sessions. There's a real sense of willingness to try to do it better, together. For us, even enabling CSOs to be co-facilitators with SPC within a major regional training is unusual. (CSO partner)*

SOUTH-SOUTH COORDINATION AND LEARNING COULD BE STRENGTHENED

It was commonly recommended that PGEP could strengthen coordination between PICs at a regional level. As a regional organisation and the sole provider of technical assistance in gender mainstreaming, 11 informants highlighted that PGEP could better leverage this positioning to share examples of good practice between countries, demonstrate to DFAT and PICs what gender mainstreaming looks like, and identify ways to support South-South exchanges between countries.

> *Bring the women's machineries together in the different countries – every second year – the ones working on gender mainstreaming to share lessons, to discuss how to break down some barriers that they are all meeting. Some collegial network across the countries would be good, if they are email networked as well. (Gender expert)*

Facilitating South-South exchanges is not new for SPC. The 2015 evaluation of South-South capacity building collaborations facilitated by SPC through New Zealand funding found that given the value of networks and contextual understanding of PICs, the role and work of SPC enabled it to have the experience, networks and capability to effectively facilitate South-South collaborations across the Pacific. However, for South-South exchanges to achieve relevant and quality learning requires adequate resourcing and:

- careful selection of beneficiary organisations and participants;

- selecting host organisations that have both the capability and motivation to help other PICs;

- good preparation by SPC, the host organisation and the participants (including tailoring the attachment to the participant needs and addressing potential language or cultural barriers); and

- timely follow-up on feedback from all parties.

The evaluation notes that coordination and communication with other partners could be strengthened, including within SPC. The evaluation also notes that situated within SPC, the PGEP team has considerable opportunities to leverage its position as a regional organisation implementing a regional project by building South-South learning and exchange on specific gender mainstreaming and gender statistics topics.

STRENGTHENING ACCOUNTABILITY MECHANISMS

While not a short-term outcome, 'improved accountability for gender mainstreaming' is a medium-term outcome and one of the 'enabling environment' domains considered in the stocktake. It is also an area that both PGEP and governments note is fundamental to embedding institutional gender mainstreaming mechanisms. **There was a consistent call among informants for greater accountability to enable more effective demonstration of gender mainstreaming across government**. This was in the form of requirements in gender-related indicators within Permanent Secretaries' (PS) contracts, indicators in ministry reports, gender implications becoming a requirement of Cabinet submissions, or requiring a gender balance on committees and panels.

The best next steps with that understanding [of gender mainstreaming] now established are to focus on infrastructure changes. I liken it to our domestic violence issue with women. How many years have women been putting up with it and now we have the legislation coming in place. (PIC partner)

The last lot of Heads of Ministries that went through interviews had five men and not one woman on the panel. There were questions…. 'Half the applicants are women so why not have any woman on the panel?' …. I think they [Public Service Commission] need to write it into their policy for the selection of positions. They could just add gender balance into their policy. (PIC partner)

Solomon Islands' example of gender mainstreaming accountability, with the placement of gender mainstreaming as an indicator within PS' contracts, was commonly identified by informants across the Pacific as an innovative solution. Within Solomon Islands, informants illustrated multiple positive examples of gender mainstreaming policies and practices stemming from this requirement: the creation of GFPs, the creation of gender profiles, policies and procedures, and gender consideration on some panels. However the current set up was also critiqued for lacking accountability – in that little requirement, support or accountability is placed on GFPs within Ministries, and their GFP designation was not linked to any specific position. As a result, the role has been inconsistently adapted, and the Public Service Commissioner (PSC) is exploring ways to strengthen accountability for the roles.

There can be accountable frameworks like in Solomon Islands, but if no one holds them accountable to the accountability frameworks... (Gender expert)

Added to this is the issue that in multiple PICs, individuals remarked on the **general lack of accountability or good governance occurring across the public sector**. Four informants noted that it is difficult to achieve a cultural shift around gender, when there is not the support for *any aspect* of public sector reform, and as a result informants questioned whether accountability solutions to gender mainstreaming would be effective. This was raised as an issue in both Cook Islands and Marshall Islands.

Two individuals also emphasised the importance of regional accountability for gender mainstreaming through processes like the Pacific Platform of Action, and the Triennial Conferences.

People don't understand what the Triennial is. It's a negotiating space for us – a space where we can determine as Pacific women. That's the legacy of the Pacific Community [SPC]. And not just about the department of women. So then there's that visibility – people can ask, 'what have you done with the gender policy?' (CSO partner)

The evaluation notes that accountability mechanisms should be strengthened, where possible, but may be an unrealistic lever for gender mainstreaming in the PICs where these mechanisms are weak.

SECTION 5. LESSONS LEARNED AND RECOMMENDATIONS FOR PROJECT IMPROVEMENT

This section reflects on the main lessons learned through the evaluation, and six themes with supporting recommendations to focus on for project improvement.

5.1 LESSONS LEARNED

The evaluation identified some lessons learned around gender equality and gender mainstreaming in the Pacific, including the interplay between the two and specific factors affecting both. These findings are broader than PGEP, but they affect the project's outcomes and future projects in this area.

PROGRESSING GENDER EQUALITY AND GENDER MAINSTREAMING IN THE PACIFIC

Globally, progressing gender mainstreaming has been associated with many challenges, with the literature commonly pointing to issues of mainstreaming 'fatigue', limited resourcing and relegation of gender mainstreaming to peripheral sectors (Cohen et al, 2013). Faisal's (2011) analysis of the evolution of gender mainstreaming as an approach identifies the practical difficulties associated with it and describes the long list of necessary pre-requisites before gender mainstreaming can achieve desired results:

> "a strong political will to create a consensus on, and a culture of, gender equality; equal opportunities legislation and anti-discrimination laws; research and training on gender equality issues; awareness-raising about gender equality; reliable statistics comprising data that are relevant for both women and men and that are split up by sex as well as by other background variables; context-specific and comprehensive knowledge of gender relations in the society; knowhow of various policy process aspects, for example what actors are normally involved, which steps are normally taken, who is normally responsible etc.; funds and human resources necessary for sustaining a long-term commitment to gender equity; participation of women in political and public life and in decision-making processes". (Faisal, 2011)

These challenges are almost widespread; indeed, even Australia has not yet achieved some key gender mainstreaming outcomes (ABC, 16 November 2016).

This evaluation has shown that within the Pacific region, many advancements in gender equality and gender mainstreaming are yet to occur. While progress has occurred, it is slow and is shaped by a number of unique factors. These are beyond the scope of PGEP to address but shape the project's implementation:

1. GENDER MAINSTREAMING AND GENDER EQUALITY DO NOT GO HAND IN HAND
   The evaluation has identified that progress in building institutional mechanisms for gender mainstreaming has not consistently occurred at the same pace as other progress in gender equality. In countries like Cook Islands and Marshall Islands, progress on gender equality is outpacing the development of gender mainstreaming institutional mechanisms. The strongest evidence in both countries is around women's leadership and girls' education. In contrast, Solomon Islands is the PIC demonstrating the most significant progress in gender mainstreaming efforts across government, but is lagging behind many PICs in the areas of women's leadership and girls' education. There is a question as to how far these institutional mechanisms can progress without further progress on women's leadership in Solomon Islands, or whether institutional mechanisms will end up driving progress in these areas.

   In addition, the evaluation has found that PICs like Samoa and Fiji have not had strong PGEP involvement but are making progress around gender equality, gender mainstreaming and gender statistics through existing capacity within these government agencies and support from other development partners. These examples suggest that there are multiple ways for PICs to receive support

around, and progress towards, gender mainstreaming and gender equality. Advancements are dependent on the context, strengths and priorities within each country.

2. TENSIONS ASSOCIATED WITH PACIFIC-SPECIFIC DEVELOPMENT APPROACH

In the Pacific region, local leadership and coalitions are identified as the key mechanisms with the interest, power and ability to influence change (Denney and McLaren, 2016). Denney and McLaren's reflection on working politically to achieve developmental change points to this central influence of coalition building as unique to the region. However, they argue that in the context of gender equality efforts, such an approach is not so straightforward, because local leadership is made up of mostly male elites who can perpetuate gender inequalities. The evaluation and stocktakes identified the extent to which discriminatory norms and attitudes among leaders are persistent barriers to progress on gender mainstreaming and gender equality efforts. This does not mean that PGEP and other gender equality efforts have to abandon coalition building as an approach, but that it requires building support among the small pockets of leadership and political will that exist.

3. CAPACITY OF SMALL ISLAND DEVELOPING STATES

The number of SIDS in the Pacific region adds to the challenge of gender mainstreaming. The evaluation has noted the extent of capacity issues in these PICs – with progress being dependent on one or two skilled individuals and vulnerable to the effects of high staff turnover. While outside the scope of the evaluation, there is a need to better support systemic capacity building with sufficient resourcing to these PICs, so that public sectors are not so vulnerable to disruptions in progress when individuals leave.

4.   PROGESSING THE SOCIAL DEVELOPMENT AGENDA

Both within SPC and within the region, social development has become isolated to small, under-resourced teams or ministries, yet it is a cross-cutting issue that will bear high social and economic costs to PICs if not addressed as such. The evaluation notes there is potential for SPC to take leadership on strengthening the social development agenda within the region. Where possible, it may be beneficial to merge human rights, gender, youth and culture mainstreaming efforts to become a 'people-centred' mainstreaming approach in both SPC programming and country programming. There is also a need for other CROP agencies to develop this approach.

5. STATISTICS CAPACITY

The evaluation has identified that persistent capacity gaps exist among many PICs in statistics analysis, synthesis, reporting and utilisation. These may prove to be a considerable barrier to the project's effectiveness around gender statistics if not addressed. PICs' statistics capacity must be a priority, as the demand for social statistics will continually increase through the SDGs and other regional and international commitments. The TYPSS has identified statistics capacity development as a priority, but this part of the strategy has not yet been implemented. It is noted that the Statistics for Development Division in SPC is undergoing an internal review; there may be scope to increase the focus on gender statistics through this process and/or on capacity development to PICs. This includes support to statisticians in statistics collection, compilation, analysis and reporting, as well as to public officials in understanding and interpreting data.

PROGRESSING GENDER MAINSTREAMING THROUGH PGEP

The evaluation concludes that the first three years of implementation of PGEP have been largely positive. PGEP remains a highly relevant project, and there is evidence of significant or moderate progress towards short-term outcomes in over half of PICs, through contributions from PGEP. Particular progress is demonstrated around awareness and attitudes, and to a varying extent, political will, organisational culture, and technical capacity.

The area in which progress is less demonstrated is around efficiencies. The PGEP team has been busy implementing a range of activities to varying extents across the 14 PICs, but this activity does not always appear to be well coordinated, linked or followed up to enable the comprehensive package of technical assistance in certain PICs that is requested.

In addition, the unique positioning of PGEP – situated within SPC, as part of the *Pacific Women* program, and having a regional focus – is a key attribute of the project, yet one that PGEP has yet to maximise. Through this positioning, PGEP can leverage its established relationships and respect among government agencies, link with sector-specific technical expertise through SPC divisions, coordinate with other gender equality efforts, and share learnings across PICs. PGEP has been critiqued for not focusing enough on more influential government agencies, drawing in other SPC divisions, or coordinating with other development partners.

The time required to build capacity and practices in gender mainstreaming in PICs is considerable, especially given the backdrop of discriminatory norms and attitudes, gender imbalances in leadership positions, capacity issues within SIDS and public sectors, peripheral and under-resourced NWMs and NSOs, and a general resistance to public sector reform.

There are instances – both in the literature and within the evaluation – of formative gender mainstreaming initiatives previously implemented in the region but not sustained. These include a pilot of gender mainstreaming in Cook Islands, Tuvalu, Papua New Guinea and Marshall Islands in the early 1990s, and gender mainstreaming in education in Tuvalu. There are also instances of gender mainstreaming practices occurring in PICs that are not coordinated or linked to PGEP – for example, Cook Islands' Ministry of Finance templates (which are gender integrated), and a series of sectoral gender-responsive programs in Tonga.

While PGEP has made progress in gender mainstreaming in a handful of PICs, and it remains highly relevant that the project continues, a number of risks sit with implementation over the next stage of the project. If capacity development and gender mainstreaming practices are not embedded and sustained in some PICs, there is a risk that PGEP will be added to the list of discontinued projects on gender mainstreaming. Similarly, if SPC leadership emphasises a dramatic reduction in the team's assistance to PICs (in order to provide support in gender mainstreaming to SPC divisions), or if funding for gender mainstreaming and gender statistics does not continue after the project's completion, progress will be adversely affected. In addition, with poor MEL and reporting practices, there is a risk that the impact of the project will be both under-estimated and under-reported. The limited communications associated with the project also means that lessons are not being shared, and that documents are not in the style and language that facilitates sustainable implementation and supports policy to practice.

5.2 RECOMMENDATIONS FOR PROJECT IMPROVEMENT

A comprehensive, practical and coordinated focus in this next stage of PGEP implementation is critical to help embed progress and overcome the challenges surrounding gender mainstreaming. This includes careful consideration of what activities have the most value, how the team spends its time given its skills, where it can leverage partnerships and national commitment, and how it can maximise its effectiveness with limited resources.

In synthesising the evaluation findings to focus on project improvements for the remainder of the contract, as well as to inform other considerations for internal SPC prioritisation or scaling out gender mainstreaming work, the project needs to adopt a strategic and coordinated approach, leveraging its position in both SPC and *Pacific Women*. Six overlapping themes frame recommendations for project improvement:

1. Strengthen country prioritisation and strategic planning;
2. Reframe the approach to technical assistance in PICs;
3. Increase the focus on mainstreaming within SPC;

4. Improve coordination and communication with other development partners;
5. Build South-South learning and exchange; and
6. Strengthen and align monitoring, learning and reporting processes.

1. STRENGTHEN COUNTRY PRIORITISATION AND STRATEGIC PLANNING

The evaluation identified the varying intensity of support that PGEP has provided to each PIC. While PGEP team members have made themselves available to all PICs, some PICs have requested regular and often intense support, and others have requested assistance intermittently. PGEP's involvement with a country is reliant upon the country's level of willingness to work with PGEP, as well as their existing capacity and need to receive assistance. Most of the PICs in Group 3, where PGEP support has been intermittent, are actively working on gender equality efforts with other development partners, such as DFAT, UN Women, or RRRT. In addition, some of these PICs (e.g. Fiji, PNG, Samoa) already have high capacity in gender mainstreaming; and others (e.g. Kiribati, Nauru, Niue, Vanuatu) have appeared to reach absorptive capacity with their existing gender equality efforts.

The evaluation recommends that during the next phase of PGEP, the team increase its resources and attention to Group 1 and Group 2 countries – those with significant and moderate PGEP engagement – and reduce its resources and attention to Group 3 countries. By working with a fewer number of countries but more intensively, the project will achieve the greatest gains from its limited resources. The PICs in Groups 1 and 2 have shown willingness and engagement with SPC, and have demonstrated gains in capacity that are promising but not yet at a stage of being sustainable. Intensive focus on these PICs will enable the project to embed the changes demonstrated during the first half of the project. In contrast, ongoing provision of disparate activities to Group 3 PICs will be limited in effectiveness and a poor use of time/resources, although this group should continue to be involved through South-South exchanges.

The gender statistics components of the project will need to continue to work with all 14 PICs on the *collection* of sex-disaggregated data, but it is proposed that a similar prioritisation of time and resources be applied to work on gender statistics *capacity building*. The evaluation highlighted that the two components of the project are generally being implemented in tandem, with examples of strengthened coordination, capacity, and evidence-informed policy decision-making occurring as a result. It also highlighted that the link between the two components can be strengthened around the utilisation of gender statistics publications. It is important to ensure these two components of the project continue to be implemented in tandem.

To strengthen the type of assistance provided, it is recommended that PGEP clarify its strategic priorities for the three groups of countries. The following matrix in Table 7 can guide this process; a separate matrix may need to be developed for each component of the project as the countries and priorities in each part of the matrix may vary slightly. It is proposed that the elements in Table 7 form part of these strategic priorities.

Within Groups 1 and 2, it is recommended that strategic priorities also be developed for each PIC, to test the relationship between the planned activities in each workplan with the longer-term change in the current context. This process would draw in national priorities, *Pacific Women* country plans, SPC divisional plans, other development/regional interventions, and PGEP country workplans. It would also clarify the role PGEP should play in each PIC, including how it is responding to national priorities, complementing the work of other SPC divisions and development initiatives, and integrating gender mainstreaming/gender statistics activities identified by PICs. It is recognised that the environment is highly dynamic, and priorities may change for each PIC and group of PIC.

Table 7. Matrix to guide the development of PGEP strategic priorities

	Limited progress in GM/GS	Moderate/significant progress in GM/GS
Significant PGEP engagement		Solomon Islands Cook Islands *Strategic priorities: a) Build capacity with NWMs to a point that NWMs and GFPs are independently applying a gender mainstreaming perspective to government policies and programs; b) Continue support of gender statistics focal points and provide targeted support around gender analysis; c) Increase engagement with central agencies around implementation of gender-inclusive policies/programs; d) Determine local experts (NWM, CSO, or independent person) to mentor and to assist in the provision of introductory gender mainstreaming activities.*
Moderate PGEP engagement		RMI Palau FSM Tonga Tuvalu *Strategic priorities: a) Identify and mentor key gender mainstreaming focal points to a point where they can independently apply a gender mainstreaming perspective to government policies and programs, and if possible assist in the provision of introductory gender mainstreaming activities; b) Continue support of gender statistics focal points and provide targeted support around gender analysis; c) Identify existing opportunities (based on the country context) for supporting the application of gender mainstreaming in practice, using this as project-based technical assistance in achieving a).*
Limited PGEP engagement	Kiribati Niue Nauru Vanuatu *Strategic priorities: a) Do not provide assistance but identify key country priorities to other development partners working in these PICs; b) Include in regional trainings and South-South learning opportunities.*	Samoa Fiji PNG *Strategic priorities: a) Provide limited support on request, as long as assistance is not resource intensive. Make sure this assistance complements other gender/statistics initiatives; b) Include in regional trainings and South-South learning opportunities.*

Recommendation 1.1: PGEP to work more intensively with a smaller number of countries for the duration of the project, namely those in Groups 1 and 2, and supporting Group 3 PICs through South-South exchange, regional efforts or coordinated efforts with other development partners.

Recommendation 1.2: PGEP to develop strategic priorities specific to each group of countries (as per Table 7), and updated country workplans with clear links between planned activities and strategic priorities, as well as between country-level indicators and program-level results.

2. REFRAME APPROACH TO TECHNICAL ASSISTANCE IN PICS

The evaluation identified that PGEP's approach to technical assistance could be strengthened. It is recommended that modes of assistance should diversify to focus on project-based, on-the job mentoring that meets the specific needs of each PIC. For gender statistics assistance, this includes an increasing focus on gender statistics analysis and presentation, and for gender mainstreaming, this includes a focus on applying gender mainstreaming in practice with simple, specific, and hands-on assistance (rather than general guidelines that cover multiple sectors). The climate change tools developed by SPC (in collaboration with regional and

development partners) are a good example of the type of materials being requested. In instances where people could apply their skills to a practical area, such as the PDNA in Marshall Islands, the evaluation found that the extent of ownership and engagement appeared higher.

This type of assistance may require longer periods of time in country for Groups 1 and 2 PICs, shifting from weekly-based to month-long mentoring where possible, and prioritising practical applications of individuals' newly acquired skills and knowledge before PGEP leaves country. A focus on in-country ownership should also form part of this reframing, with activities in country workplans being PIC-led, rather than SPC-led, in order to ensure progress on activities after PGEP leaves country.

Related to Theme 1, it is important that PGEP leverage existing opportunities within governments to help increase country ownership and likelihood of effectiveness. What these entry points look like from country to country will vary. For countries like Marshall Islands, with more limited accountability mechanisms in place across the public sector, the team should reconsider the effectiveness of strategies in this area and instead focus on other existing opportunities (e.g. supporting the education sector in reviewing their curriculum or responding to gender mainstreaming priorities of the President). Some of the opportunities identified by government partners during the evaluation were outside the scope of PGEP's role; careful consideration is required of what are the most appropriate and effective entry points for PGEP, given its role, scope and areas of expertise.

It is recommended that the current approach to training as a mode of technical assistance be reshaped. While some amount of training will remain important, the focus on annual regional trainings should reduce, and the approach to training should be reframed for Groups 1 and 2, to suit the more mature needs of these governments. The approach includes moving from introductory training to application of gender mainstreaming/gender statistics; ensuring that training is complemented by other activities; and checking that the approach to training contributes to the strategic priorities described in Theme 1. Regional trainings should be used as a strategy to support South-South exchange and developed from this perspective, occurring bi-annually.

In order to increase attention and resources to Group 1 and Group 2 countries, it will be important for PGEP to draw on external assistance where possible, particularly in delivering activities that do not require highly specialised skills. The evaluation found that considerable time has gone into introductory training on gender mainstreaming principles and on Microsoft packages, respectively. The development of a small pool of local practitioners to support introductory gender mainstreaming and gender statistics efforts in some PICs should be prioritised when appropriate, as this will both increase resources to the project and strengthen local capacity in the region. With gender statistics, this includes practitioners who can support Group 3 PICs on gender statistics *collection* so PGEP's gender statistics adviser can focus on Group 1 and 2 PICs. The evaluation notes that the use of consultants has advantages and disadvantages. While it may free up the team to provide tailored and specialised assistance, it is acknowledged that local experts or consultants are hard to find in these areas, and may not be the appropriate solution for each PIC. It is also acknowledged that this approach may require additional financial resources, although this could be offset by the team's reduced attention on Group 3 PICs.

This strategy may require redevelopment of the project's training modules and some mentoring to these practitioners over the next year. This strategy could also occur in coordination other development partners (such as DFAT through *Pacific Women*, or UN Women) that are also exploring ways of building local capacity. The evaluation notes that a capacity development strategy is currently being developed for the *Pacific Women* program, and it is recommended that PGEP engage with the program on this strategy to identify how they can join approaches. The development of summer institutes for statisticians or gender practitioners through institutions such as USP is another possible solution, although may be beyond the timeframes of the project.

Recommendation 2.1: PGEP to shift its modes of technical assistance towards on-the-job mentoring, extended in-country visits, and a modular approach to training that is complemented by other activities. For PICs in Groups

1 and 2, the focus of training should shift to gender statistics analysis, and application of gender mainstreaming in programs.

Recommendation 2.2: PGEP to develop and disseminate simple, sector-specific guidelines to support the application of gender mainstreaming across sectors.

Recommendation 2.3: PGEP to develop gender mainstreaming activities based on the specific priorities and entry points within each PIC, and to tailor workplans towards PIC-led activities. Workplans must be based around the strategic priorities described in Recommendation 1.2.

Recommendation 2.4: Where possible, PGEP to identify a small number of local gender and statistics practitioners across the region, work with DFAT and other partners in developing a shared approach to building their capacity, and reframe technical assistance to incorporate their involvement in introductory activities.

3. INCREASE FOCUS ON MAINSTREAMING WITHIN SPC

The evaluation identified that comprehensive approaches to gender mainstreaming are most effective. SPC as an organisation has a wide reach across line ministries in each PIC; supporting divisions to integrate a gender perspective into their work with line ministries could have a multiplier effect in PICs.

The evaluation recommends that the focus on internal gender mainstreaming within and through other SPC divisions should increase. The approach to this can take a number of forms – ranging from a programmatic focus (assistance to specific teams or projects), to a systemic focus (building accountability mechanisms and culture at an organisational level). It is recommended that the approach focus on the former, identifying the 'low hanging fruit', namely teams or projects that are gender responsive and supporting them to apply it in their work with line ministries in PICs. In line with previous points, there should be a common ground to the PGEP project with these teams/projects so assistance is both practical and complements PGEP's efforts. This includes supporting SPC projects that are working in Group 1 and Group 2 countries, and identifying sector-specific gender specialists that can become 'gender champions' within both SPC and in PICs.

It is noted that RRRT is focused on human rights mainstreaming and the Geosciences for Development Division is focusing on climate change mainstreaming. Divisions run the risk of mainstreaming 'fatigue' in receiving such related forms of mainstreaming, and there are similarities in approaches to these types of mainstreaming (Chapman, 2013). It is recommended that PGEP coordinate with these programs in internal mainstreaming, where possible. An internal gender mainstreaming stocktake that is currently being conducted by the SDP gender team can be used as a starting point for these collaborative efforts.

Finally, there is an opportunity to strengthen gender mainstreaming within SPC corporate to further enhance the development expertise of staff. The upcoming review of SPC staff appraisal processes in its Performance Development System is a key entry point. While this review is occurring, it is a good opportunity to consider the relevance of including gender indicators as key performance indicators in some individuals' performance development systems.

Recommendation 3.1: SPC to complete its rapid review of gender mainstreaming efforts across divisions to identify entry points for greater coordination.

Recommendation 3.2: SPC to provide adequate resourcing to support 'people-centred' mainstreaming within SPC divisions.

4.   IMPROVE COORDINATION AND COMMUNICATION WITH OTHER DEVELOPMENT PARTNERS

It is recommended that PGEP improve its coordination and communication with other development partners, including DFAT through both the *Pacific Women* program and other relevant DFAT programs. The evaluation identified the ways that development in gender equality efforts have supported developments in gender mainstreaming. Many PICs also identified the lack of coordination that exists between development partners, including at a reporting level. While NWMs should take leadership for coordinating development activities, PGEP can support this by strengthening coordination with other partners at both a country and regional level.

Regional coordination can occur through the CROP gender working group, as well as through coordinated planning with DFAT, the *Pacific Women* Support Unit, and the UN Women Fiji Multi-Country Office, to jointly build on the recent advances made across gender issues and identify each organisation's comparative advantage. National coordination should occur with key partners working in each PIC, including *Pacific Women* Gender Advisers, RRRT Country Focal Officers, and other implementing partners. PGEP could also become more actively involved in the aid coordination mechanisms or gender-specific donor coordination mechanisms in Group 1 and 2 PICs.

In addition, it is recommended that PGEP increase regional communication through sharing lessons learned and encouraging South-South exchange on specific gender mainstreaming and gender statistics topics. Developing a single regional online platform for sharing would be ideal but would need to be adequately resourced and maintained. There are other sections within SPC with experience in developing and managing regional platforms / portals and these would be good to leverage from.

Recommendation 4.1: DFAT (primarily through Pacific Women*), PGEP and UN Women to strengthen regional and national planning and coordination.*

Recommendation 4.2: PGEP to develop a regional online platform for sharing learning and lessons between PICs.

5.   BUILD SOUTH-SOUTH LEARNING AND EXCHANGE

The PGEP team has considerable opportunities to leverage its position as a regional organisation implementing a regional project by building South-South learning and exchange on key aspects of gender mainstreaming and gender statistics. This includes sharing of better practice between PICs through simple newsletters/websites, regional trainings, and more formal South-South exchanges. South-South exchanges should be seen as a way to develop specialist skills for gender practitioners in PIC government agencies, as well as for the previously recommended pool of local gender practitioners.

It is recommended that where possible, these exchanges prioritise gender mainstreaming within specific sectors. The stocktake of gender mainstreaming being conducted by SDP could identify a small number of sector-specific gender specialists within SPC to be part of South-South exchange. These specialists could work alongside PGEP in supporting receptive line ministries in selected PICs to integrate a gender perspective into sectoral programs or policies.

In the area of gender statistics, South-South exchange could focus on gender analysis and presentation between NSOs with more advanced statistics capability and the Statistics for Development Division, Statistics New Zealand, or the Australian Bureau of Statistics. Gender statistics exchange could also occur between PICs with more and less advanced statistics capability.

Recommendation 5.1: PGEP to identify sector-specific gender specialists for South-South exchanges on sector-based gender mainstreaming, and other opportunities for South-South exchanges on gender statistics analysis.

Recommendation 5.2: PGEP to reframe regional trainings so they are part of a strategy supporting South-South exchange.

6. STRENGTHEN AND ALIGN MONITORING, LEARNING AND REPORTING PROCESSES

The evaluation highlighted that the multiple monitoring, learning and reporting processes exist within PGEP, which are not aligned and some processes, like the MEF, remained unused. The reasons for this are that the MEF was overly complex for the team, and the level of ownership of it appeared low. It also appears that due to the high work demands of the team, some planning and reflection processes have taken the back seat. It is recommended that PGEP strengthen and align its monitoring, learning and reporting processes. This includes shifting from output to outcome reporting in the annual reports, reviewing the MEF and aligning it with SPC's results framework and PEARL Policy, and using the MEF in reflection sessions to assess progress against outcomes, challenges, lessons learned and to identify potential ways to adapt work in response. This work links to the strategic priority setting in Theme 1 but also includes updating the project's assumptions, strengthening the quality and collection of indicators, and developing and collecting baseline measures (which are currently country-based instead of regionally based). This will also require commitment from the PGEP team to find time away from 'busy work' to take a step back and look at their work, and progress in countries and the region strategically, rather than technically.

Currently the MEF includes country-based baselines and targets but a mix of regional and national indicators. This means that the assessment of progress against a baseline was not possible during the evaluation. In preparation for the end of project evaluation, consideration needs to be given to the design, to determine whether change will be assessed at the country level or just regional level, as these require different methods. The end-of-project evaluation design should also incorporate the gender stocktakes as the baseline for the project.

Recommendation 6.1: PGEP to review monitoring, reporting and learning processes, and align the revised MEF with SPC results framework and PEARL policy.

Recommendation 6.2: DFAT (through the Pacific Women *program) to take a participatory approach with PGEP to develop guidelines for the end-of-project evaluation.*

EVALUATION FRAMEWORK

The project's Monitoring and Evaluation Framework (Table 1) summarises the evaluation questions, along with relevant indicators, data sources, and collection responsibility. The evaluators adapted the MEF into another framework (Table 2) for the purposes of the mid-term evaluation, to show how the high-level mid-term evaluation questions aligned to project outcomes and indicators, and what evaluation sources would be used to answer each question. Because targets and baseline data were country specific, based on each country's stocktake and workplan, it was not possible to aggregate baseline information for a regional assessment against outcomes.

EVALUATION APPROACH

The evaluation borrows from three main approaches: empowerment methodology, constant comparative analysis and no surprises approach. This was necessary considering the complex social issues that project is seeking to address in the context of often bureaucratic and unwieldy government machineries. The experience of positive outcomes may be slow, difficult to articulate, and certainly difficult to attribute to one factor, such as the project. In addition, as implementation of the project in each country looks different; progress towards intended outcomes will be shaped by a number of enabling and impeding factors associated with project implementation, as well as a range of broader contextual issues.

1. **Empowerment methodology –** The evaluation draws on principles of empowerment methodology. Empowerment methodology in an evaluation setting is strongly participatory, strengths-based and gender-responsive, supporting full participation of key stakeholders, including marginalised groups such as women. It also emphasises a process that allows participants to take the lead in assessing the project and identifying solutions. In the context of this project, an empowerment methodology helps to keep the focus of the evaluation on learning for program improvement, rather than solely on accountability, and on ensuring that the perspectives of women in PICT government agencies are prioritised.

2. **Constant comparative analysis –** As a formative evaluation, it is important to understand what factors have shaped implementation, how commonly they are shared, and to what extent they are shaping project success., Constant comparative analytical approach employed throughout the lifespan of the evaluation will be made between data emerging from each phase of the evaluation. These comparisons, plus weighting of emerging themes, will substantiate findings, and generate a clear picture of the main contextual factors and project factors that have aided or impeded progress towards short-term outcomes. Analysis includes both inductive and deductive approaches to understand patterns and emerging themes, and to test the program theory and assumptions, respectively.

3. **No-surprises approach –** A no-surprises approach means findings are shared with key stakeholders and the Steering Committee as the evaluation progresses. That way the findings in the evaluation report will be well understood before the report is produced. In order to have a no-surprises approach, the evaluators send short progress updates and emerging findings to the Steering Committee at regular intervals, including: after the document review and scoping phase; after key informant interviews; and after country visits have occurred. These updates will be succinct and not require Steering Committee comment.

DATA COLLECTION AND ANALYTICAL METHODOLOGY

As a formative evaluation, the evaluation seeks to understand not just what outcomes have occurred from the project, but how these outcomes relate to each other, what activities have contributed to these outcomes, what

contextual/enabling/hindering factors have shaped them, and how widespread changes are. The evaluation also seeks to review the program theory, program logic and key assumptions behind the initiative to determine their relevance and accuracy.

In order to produce an evaluation that provides a rigorous and substantiated picture of project implementation to date, a number of activities were implemented to understand the relationship between country and organisational context, stakeholders, strategies, resources, and external factors. The data collection and analytical methodology employed mixed methods approaches in a series of iterative phases that built upon each other through inter-related processes and products.

- **Phase One: Scoping and testing** to gain a detailed picture of project implementation and generate a rigorous evaluation framework;
- **Phase Two: Informing** to broaden the enquiry through key informant interviews;
- **Phase Three: Deep diving** through three country case studies to unpack what is working, for whom and why;
- **Phase Four: Sense making** by inductively analysing the data produced in Phases One – Three; and
- **Phase Five: Testing emerging findings** by deductively analysing findings with the original program theory, existing or additional data, and developing a draft/final report.

A draft evaluation question matrix was developed to show the full flow of question topics from project development through implementation (Table 3), and the evaluation phase that related to each type of question.

PHASE ONE: SCOPING AND TESTING

The evaluation framework and question matrix, as well as the project's program theory and logic, were tested and revised during Phase One to ensure that they reflected the reality of project implementation to date. Phase One was also focused on developing a detailed picture around project implementation in each country. A series of iterative activities occurred during Phase One to achieve these aims, including: start-up workshop and survey of the SPC gender team, stakeholder analysis, country profiling, document and literature review, and a meta-analysis of the project's country stocktake reports. The final product of Phase One was a comprehensive set of evaluation questions, and an initial story of implementation that was tested during Phases Two and Three.

Activities and products

- *Evaluation start up workshop with SPC Gender team* – An exploratory workshop was held to review the program theory and logic developed for the initiative to test its relevance with project implementation. At the workshop, evaluators also obtained an overview of progress with project implementation, as well as the team's reflections on effective strategies, and factors enabling/hindering success.
- *Literature review* – A brief scan of relevant literature including related initiatives throughout the Pacific and other regions. The purpose of this scan was to identify effective approaches for gender mainstreaming and methods employed in evaluating other gender mainstreaming projects. The scan also reviewed key contextual documents, such as the Pacific Beijing +20 review report, and the Review of the Revised Pacific Platform for Action on the Advancement of Women and Gender Equality (2005-2015). This review assisted evaluators to unpack the program theory and logic.
- *Document analysis* – The purpose of the document review was to provide detail on project activities and evidence of progress towards short-term outcomes across PICTs (including targets). Documents included project documentation (such as project plans, project annual reports, trip reports and training reports), and government documentation (such as national development plans, corporate plans, sectoral gender profiles, Ministry websites and State reports to international bodies). Data was coded against the evaluation questions.

- *Meta-analysis of gender stocktake reports* – A meta-analysis was conducted of the stocktake reports to develop a quasi-baseline of governments' capacity across the main outcome areas. Results of outcomes achieved were considered against this baseline in order to a) verify results and b) determine whether certain existing conditions appeared necessary for change to occur.
- *Staff survey* – Gender Advisers and officers who are implementing the project completed a basic survey that reflects on the project's progress for each country against identified short-term outcomes. The survey included questions about the type and level of change witnessed, enabling/hindering factors, and the relevance of the project's assumptions. The survey findings were reflected back to staff to substantiate results and findings informed subsequent phases of the evaluation.
- *Stakeholder analysis and relationship map* – The project has a wide range of stakeholders, some more influential than others – either because they benefit from the project, they fund some of its activities, or have political interests. Not all stakeholders have the same stake, and it is important to recognise the level of influence each stakeholder has on the project. A stakeholder analysis and relationship map was developed to document stakeholders' involvement in the project. The map guided which evaluation questions are asked of each stakeholder, and how findings were substantiated.
- *Country data* – A summary of country level data was compiled including stage of implementation, budget, time and number of field visits, outputs achieved and factors affecting implementation. Information was drawn from administrative data, the team workshop, and staff survey, and was used to develop an understanding the planned outcomes for each country, and whether the amount of financial and human resource put into each country related to the outcomes achieved.
- *Revised evaluation question matrix rubric* – By the end of Phase One, the draft evaluation matrix will be revised in order to prepare for stakeholder interviews and country case studies in Phases Two and Three. The project's MEF will also be updated, if necessary.
- *IRIS report* – Data was pulled from SPC's corporate activity planning and reporting data base, IRIS, for the life of the country. The report provided granular level information on activities, outputs and responsible officers and was used to triangulate interviews and reporting against the MEF.
- *Financial report* – Data was pulled from SPC's corporate financial database, Navision to provide a high-level summary of expenditure according to the two components of the project, by country and by item.

PHASE TWO: INFORMING

Phase Two was primarily focused on extending the enquiry from Phase One through key informant interviews. It commenced by comparing and contrasting the stakeholder relationship map with the country data and evaluation question matrix. This shaped the interview questions for stakeholder interviews across the breadth and depth of stakeholders, with questions nuanced to the relationship.

Activities

- *Continued document analysis* – As new documents become available, these were analysed.
- *Stakeholder interviews* – Semi-structured key informant interviews were conducted with between 30 key stakeholders. These interviews provided a high-level picture of factors affecting project development and implementation, which were further explored during the country case studies. Key informants included: PIC national women's machineries, other PICT Government personnel, DFAT staff, *Pacific Women* Support Unit staff, *Pacific Women* Gender Advisers for countries, SPC internal stakeholders (management, project team, RRRT and other staff), other development partners and civil society organisations. Prior to participant interviews, informed consent was obtained (Appendix 2). Clear communication about the evaluation, its purpose and how information was also used (Appendix 2). The evaluators verified information gathered by providing selected participants with a summary of findings.

- **Synthesis of interviews** – Prior to commencing Phase Three, data from the key informant interviews was synthesised, coded against the evaluation questions and considered against the themes from Phase One. The data was used to develop a preliminary picture of outcomes achieved, effective strategies and enabling/hindering factors, which were further tested and teased out during the country case studies in Phase Three. This synthesis was also used to shape the case study questions.
- **Data mapping for outcomes and indicator assessment** – As the evaluators trawled through the country level MOUs and workplans, it became evident that there were parallel, sometimes complementary and other times, contradictory indicators, baselines and targets for the country and for the region. It was necessary to undertake a comprehensive and time consuming mapping exercise to develop a clearer framework against which to collate data for assessment of progress in achieving outcomes in Phases Three and Four.

PHASE THREE: DEEP DIVING

Phase Three comprised in-depth country case studies, to unpack *what is working, for whom and why* in three different countries where the project is at different stages of 'success'. The lines of enquiry for each case study were responsive to the context of each country, the project, and the outputs and outcomes being achieved.

Activities

- **Country case studies** – The evaluators purposefully selected three countries for field visits involving semi-structured one-on-one and group interviews. The specific countries, Cook Islands, RMI and Solomon Islands were selected with input from the SPC Gender Team, the Steering Committee, DFAT and the *Pacific Women* Support Unit, to show a spread across the following criteria in order to be able to extrapolate findings for the project as a whole:
    - Project progress (1-2 countries where the project has made significant progress and 1 where it has faced more challenges)
    - Size of country (1-2 small island nations and 1-2 medium/large island nations)
    - Time/effort spent in each country (all countries where considerable time has been spent)
    - Diversity of activity (countries where both Components 1 and 2 of the project have been a focus)
    - Regional spread (countries spread across the Pacific and ideally comprising a spread of Melanesian, Polynesian and Micronesian countries).

Finally, consideration was given to other research and evaluation occurring in that country, in order to avoid overloading stakeholders in that country. For example, the evaluators took a joint country mission to Cook Islands with a DFAT/*Pacific Women* team and held two joint interview sessions to lessen the burden on the country.

The following bodies were selected for interview, with input from the SPC Gender Team and the Evaluation Steering Committee: national women's machineries, other PICT government departments, other development partners, civil society organisations, and DFAT posts. As with the key informant interviews, informed consent and information was given prior to country interviews, and interviews may be recorded.

At the end of each case study field trip, a reflection session was held with key informants to reflect back what the evaluators had 'heard' during interviews, to verify emerging findings and discuss implications for future implementation of the project.

PHASE FOUR: SENSE MAKING

Phase Four focused on making sense of and triangulating data from Phases One through Three.

Activities

- *Inductive analysis -* Qualitative data produced in Phases Two and Three were inductively analysed for emerging patterns and themes, and compared to the stakeholder relationship map for correlation. Narrow quantitative analysis was conducted on emerging themes in order to substantiate findings.
- *Outcome/indicator assessment –* Building on from the mapping exercise, a indicator by indicator assessment at the country and regional level was undertaken for activities, outputs and outcomes. This was necessary to unpack the original MEF that incorporated references to country specific targets but not the actual targets and sometimes included regional level targets as well as country level targets for the same outcome. Much analysis was required to be able to aggregate across the breadth and aggregate up to the whole of project / regional level.

PHASE FIVE: TESTING EMERGING FINDINGS

In Phase Five, findings were tested and substantiated, and developed into a final evaluation report.

Activities

- *Deductive analysis –* Findings from Phase Four were further triangulated and substantiated, by deductively analysing findings with the original program theory and program logic, administrative data from Phase One, and any additional data. Through the analysis, themes relating to outcomes achieved, effective strategies and enabling/hindering factors will be identified both generally and for the three country case studies.
- *Evaluation report –* The summary of findings were developed into a draft report, and submitted to the Evaluation Steering Committee for review.
- *Reflection workshop -* Once the draft report was reviewed by the Evaluation Steering Committee, a participatory workshop was held with the Steering Committee and SPC staff to synthesise the findings, prioritise the recommendations and help to increase the utility and ownership. Thoughts from this workshop were integrated into the final report.

DATA LIMITATIONS

There were limitations to the data available at the country level, including access to draft / revised or current national developments plans and detailed budgets. Where these were available readily on the web, these have been included in the analysis. In future, it would be useful for the project team to keep any on file. The main limitation inherent to the project was the lack of monitoring and reporting on monitoring against the individual MOU/ workplans. Although reporting against the workplan is included in the template, it is not practiced. Additionally, monitoring, reporting and international evaluation against the MEF has not be followed. This made it very difficult for the mid-term evaluators. The monitoring and reporting has maintained a standard format from the original DFAT contract that was developed prior to the MEF. The MEF itself incorporates country level and regional level progress information. This needs to be harmonised to be able to report at both levels in a way that provides country specific information while also drawing an understanding of the project as a regional one.

ETHICS

The evaluators will incorporate principles of inclusiveness, participation, independence and transparency throughout the evaluation. Stage 1, the inception phase of the evaluation, relies heavily on the perspectives of the project team, so that the evaluation framework and approach is grounded in the lived experience of the project implementers. Secondly, regular updates and emerging findings will be provided to the Evaluation Steering Committee, to ensure inclusion of the Committee's perspectives and transparency around findings.

Thirdly, the 'internal/external evaluator' model enables an independent perspective while also ensuring the evaluation approach remains relevant to the organisation.

The evaluation will also be guided by the Australasian Evaluation Society Guidelines on Ethical Conduct and Code of Conduct and by draft evaluation standards developed by Aotearoa New Zealand Evaluation Association. These emphasise that evaluations are done in ways that respect people and relationships, are methodologically responsive and appropriate, are credibly and competently done, are principle-based and do not set out detailed rules, allowing for differences of application in different areas.

Table 1. PGEP's monitoring and evaluation framework

Evaluation Questions	Focus of Monitoring	Baseline	Indicators	Targets	Monitoring Data Sources	Who is Responsible	When	Internal Evaluation	Who	When
Appropriateness										
1. To what extent was the program able to contribute to government's willingness to take measures to promote gender equality and mainstream gender?	Major policy documents and key development plans across sectors with prominent reference to gender equality Senior officials undergoing training	As per individual national stocktake reports	Number of national and sector policies and plans including a gender-specific target Existence of national gender equality policies Percentage of senior officials having undergone training on gender issues	As per country workplan (for example: 60% of leaders and senior government officials have participated in gender sensitisation workshops in Cook Islands)	Desk review of major policy documents Training participant forms	BM and JLK	Mid 2016 Review	Analysis of trip reports, and annual gender team retreats Larger mid-term and end term evaluations	BM, MR & JLK	3rd Qtr. 2016
2. To what extent did the project assist governments to produce and maintain and use sex disaggregate data and gender statistics?	Evidence of short term positive responses to training Evidence of gender-sensitive statistical products	0 gender statistics profile	Number and range of TA provided Numbers of staff who have undergone gender statistics and analysis training Existence of sectoral gender profile and sex-disaggregated data	4 gender statistic profile by 2018 Number of gender statistics training session as per country workplan	Training participant forms Training participant feedback form Press releases Sectoral gender profiles	KR, BL and JLK	Ongoing	Analysis of trip reports, and annual gender team retreats Larger mid-term and end term evaluations	KR & MR	Annual
3. To what degree did technical assistance provided lead to improved govt capacity to introduce policies and other gender reforms?	Major policy documents, legal reform Feedback from national stakeholders	As per individual national stocktake reports	Number of gender-sensitive policies and measures introduced	Countries have gender sensitive corporate services policies (e.g. sexual harassment, EEO, TSM, etc.)	Public Service Commission Crown Law Office (or equivalent) Annual government reporting process	BM, MR, BL & JLK	Annual	Analysis of trip reports for discussion in annual gender team retreat Mid- and end-term evaluations	BM, MR, BL & JLK	3rd Qtr. 2016 Annual
Effectiveness										
1. To what degree was political will strengthened in	Legislation and government policies	National stocktake reports	Gender issues, indicators and strategies reflected in	As per country workplan (for example:5 in Kiribati	Ministries' websites	KR & JLK	Annual	Mid- and end-term evaluations	KR & JLK	Mid 2017 And 2018

					Ministries' policies or strategic plans					
order to achieve gender equality?										
2. To what extent was the technical capacity of governments built?	Type of technical assistance requested Extent of technical assistance provided Improved capacity and skills of government	National stocktake reports	Availability of sex-disaggregated data and gender indicators in national statistics report Government led gender mainstreaming activities Government plans and policies include gender analysis and include gender strategies	4 gender statistic profile by 2018 Government ministries have tools and systems in place to guide and inform staff on how to integrate gender into programmatic work (target as per country workplan)	Trip reports Feedback forms post workshop State reports (e.g. Triennial, CEDAW, BPA etc.) NWM Annual reports	Each individual staff travelling	Annual	Analysis of trip reports for discussion in annual gender team retreat Mid- and end-term evaluations	KR, MR, BM &BL	Mid-2017 Annually
3. To what extent was gender embedded in national development plans with clear strategies and adequate resourcing?	National development plans and corporate plans have clear gender strategies and gender analysis included	National stocktake reports UNFPA review of NDP's	65% of PICs reviewing NDP include gender equality targets (2015 onwards) Number of requests received to assist with reviews of plans and strategies	Implementation plan for NDP includes gender impacts Medium-Term Expenditure Framework includes gender financing	National development plans, corporate plans and other government policies	Each individual staff travelling	Annual	Analysis of trip reports for discussion in annual gender team retreat Mid- and end-term evaluations	KR, MR, BM &BL	End 2015
Efficiency										
1. To what degree is there improved accountability for gender mainstreaming?	Corporate services recruitment, on-boarding, performance management and human resource policies National advisory council/task force for gender mainstreaming	Stocktake reports	Number of senior management job descriptions with gender mainstreaming criteria Gender Focal Points appointed for each Ministry Number of agency reports to national advisory council/task force for gender mainstreaming	100% of senior management job descriptions have gender mainstreaming criteria 100% of government ministries have gender focal points 100% of ministries report annually to gender mainstreaming advisory body	Public Service Commission (or equivalent) NWMs Trip reports Gender mainstreaming progress reports	Each individual staff travelling	Annual	Analysis of trip reports for discussion in annual gender team retreat	BL, JLK, KR	Annually

Table 2. Summary evaluation framework

Evaluation questions	Baseline	Indicators	Proposed data sources
Relevance			
To what extent was the project able to contribute to governments' willingness to take measures to promote gender equality and mainstream gender?	Drawn from stocktake reports Existing statistical profiles using sex disaggregate data and gender statistics	1. Number of PICs with national and sector policies/ plans including a gender-specific target 2. Number of PICs with national gender equality policies 3. Number of PICs with senior officials in country undergoing training on gender issues	• Government reports/ policies • Training documentation • Key informant interviews • Country case studies
To what extent did the project assist governments to produce and maintain and use sex disaggregate data and gender statistics?		4. Number and range of PICs technical assistance provided 5. Numbers of staff who have undergone gender statistics and analysis training 6. Existence of 4 sectoral gender profiles and sex-disaggregated data	• Training documentation • Country statistical profiles • Key informant interviews • Country case studies
To what degree did technical assistance provided lead to improved capacity of governments to introduce policies and other gender reforms?		7. Number of gender-sensitive policies and measures introduced	• Key informant interviews • Country case studies • Government reports • Project monitoring and annual reports
Effectiveness			
To what degree was political will strengthened in order to achieve gender equality?	Drawn from stocktake reports	8. Gender issues, indicators and strategies reflected in Ministries' policies or strategic plans (as per country plans)	• Government reports/policies • Country plans • Key informant interviews • Country case studies
To what extent was the technical capacity of governments built?		9. Availability of sex-disaggregated data & gender indicators in national statistics report (4 profiles) 10. Govt led gender mainstreaming activities 11. Govt plans and policies include gender analysis and include gender strategies	• Country statistical profiles • Government reports/ policies • Country plans • Country case studies • Key informant interviews
To what extent was gender embedded in national development plans with clear strategies and adequate resourcing?		12. 65% of PICs reviewing NDP include gender equality targets (2015 onwards) 13. Number of requests received to assist with reviews of plans and strategies 14. Medium-Term Expenditure Framework includes gender financing	• Government NDPs • Project monitoring reports • Country case studies • Key informant interviews
Efficiency			
To what degree is there improved accountability for gender mainstreaming? (and co-ordinated approach to gender mainstreaming)	Drawn from stocktake reports	15. Number of senior management job descriptions with gender mainstreaming criteria (100%) 16. Gender Focal Points appointed for each Ministry (100%)	• Public Service Commission reports • Project monitoring reports • Country case studies • Key informant interviews

Table 3. Draft evaluation question matrix

Note: each bullet in the table will contain a number of questions related to this topic

Question topics related to evaluation objectives				
Obj 1. Extent of progress against short-term outcomes	**Project development/ context**	**Obj. 2 &3. Effective approaches & strategies**	**Obj. 4&6. Success factors and barriers**	**Obj. 5&7. Lessons learned and recommendations**
Exploration of the demonstration of, extent of, relationship between outcomes (and unintended outcomes): • governments' willingness to take measures to promote gender equality • production and use of sex disaggregate data and gender statistics • building technical capacity of governments • technical assistance leading to improved capacity of governments to introduce policies & gender reforms • gender being embedded in national development plans • improved accountability for gender mainstreaming	What context supported implementation? • country context • organisational context • resourcing	What activities were implemented and how? • Project drivers and design • Activities implemented and outcomes achieved • Strategies adopted • Effectiveness of activities and strategies	What project and contextual factors supported or hindered implementation? • Project factors • Contextual factors (country, organisational) • Pre-conditions or 'levers' to support implementation	What lessons are learned for the project in relation to: • Project implementation • Project assumptions, theory and MEF • PGEP as a regional initiative • SPC organisational priorities • Gender mainstreaming as a tool for working with governments
Staff survey (Phase One)				
SPC documentation (Phase One)				
PICT government documents (Phase One)				
Stocktake reports (Phase One)				
Stakeholder interviews (Phase Two)				
Country case studies (Phase Three)				

Different sets of interview guides were sent to stakeholders, depending on whether they were: a PIC-government partner, a development partner, or an SPC partner.

Following is an information sheet and consent form, and three different interview guides for each group of stakeholders.

BACKGROUND AND PURPOSE OF THE EVALUATION

The Australia Department of Foreign Affairs and Trade (DFAT) has contracted Sarah Widmer (Reason Consultants Ltd) and Emily Sharp (from SPC) to conduct a mid-term evaluation of the support that the Pacific Community (SPC) is providing to PICTs on gender mainstreaming and gender statistics (officially called the Progressing Gender Equality in the Pacific project, funded by DFAT). The evaluation seeks to review the extent of progress and short-term outcomes achieved to date, including effective approaches, what some of the contributing factors were, and lessons learned on engaging effectively with partners. By comparing the experiences of different countries and the success factors and barriers generated by the different contexts, we hope that the evaluation will provide guidance and direction for the project around effective and efficient ways of working and areas for project improvement.

We have been informed that you have worked with members of the SPC team on gender mainstreaming or gender statistics through this project. As a key stakeholder, we are seeking your valuable input to inform the evaluation through a stakeholder interview. The information you provide will be combined with a review of project documentation to inform the evaluation. Whilst there are a large number of questions, we feel that many will require only a short response from you, and not all questions may be relevant to you.

PRIVACY STATEMENT

Information you provide during this interview will be used to inform an evaluation report that will be distributed to DFAT and SPC. Please tell us if there is any information you provide that you do not want included in the report. At the beginning of the interview, we will ask you for verbal consent based on the information provided to you in this document.

Your participation is voluntary and you can withdraw from the evaluation at any time. Whether or not you participate in the evaluation will not affect any current or future relationships with SPC or DFAT. You can determine who may be present during the interview. Your contributions will be kept confidential, and all participants in the evaluation process will remain anonymous in any evaluation reports prepared by the evaluators.

You can request any information collected from you to be withdrawn at any time up until the analysis stage. Only the two evaluators will have access to the information you provide during the interview.

Please feel free to contact Sarah Widmer (srwidmer@yahoo.com / +679 867 9316) or Emily Sharp (sharpe@spc.int/ +679 337 5449) at any point with questions or concerns.

INFORMED CONSENT

I agree to participate in this interview for the Evaluation of the SPC's Progressing Gender Equality in PICTs Project, as outlined in the information provided to me by the evaluators, Sarah Widmer and Emily Sharp.

I understand that:

✓ My participation is voluntary and I can withdraw from the evaluation at any time.

✓ I can determine who may be present during the interview.

✓ Whether or not I participate in the evaluation will not affect any current or future relationships with SPC or the Australian Department of Foreign Affairs and Trade.

✓ The evaluators will seek to keep my information strictly confidential. No information in the report will be attributed to individuals.

✓ I can request any information collected from me to be withdrawn at any time up until the analysis stage.

✓ If I withdraw, I can request that any information collected from me to be returned or destroyed.

✓ Notes and summaries from the interview will be stored securely and only accessible by the evaluators.

I have been given the opportunity to ask questions. I give my consent to participate in this interview. You will be asked to give verbal consent based on this information at the beginning of the interview.

INTERVIEW QUESTIONS – PIC GOVERNMENT PARTNER

The following questions provide a guide of the topics that we would like to explore during the interview. Not all of these questions may be relevant to you and your involvement in the project.

1. *Can you describe what your work was like before you met the SPC project team?*

2. *In what ways has the SPC project team assisted you or your organisation? How would you describe the quality of work and assistance provided by the SPC project team?*

3. *In what ways has your work changed since receiving support from the project team? Has the type of work you have been doing changed, or have you used the skills you have gained from the team? Please give examples if possible.*

4. *How would you describe the overall progress around gender mainstreaming in your department or country?*

5. *To what extent has this progress been, in part, the result of the work you or others have done with the SPC project team? What contributions do you see the SPC project making? Please give examples.*

6. *To what extent have partnerships supported your work around gender mainstreaming or the changes from Q3 and Q4? Examples of partnerships include working across different ministries, or between the Government, DFAT Gender Advisers or with other regional agencies.*

7. *What have been the hardest challenges to your work or to gender mainstreaming, and why? Please give examples.*

8. *What have been some successes around gender mainstreaming and why? Please give examples.*

9. *What has helped these successes occur?*

10. *Were there any unintended consequences, either positive or negative, from the technical assistance or other activities from the SPC team? Have you had any personal gains?*

11. *If there was one piece of additional support that the SPC team could provide to you in your role to progress gender mainstreaming, what would it be?*

12. **Optional question:** *To what extent is the work on gender mainstreaming contributing to progressing gender equality more broadly?*

13. **Optional question:** *Are there plans to upscale or replicate any of the gender mainstreaming activities?*

14. **Optional question:** *Have lessons from the gender mainstreaming activities have been used elsewhere in other interventions? Please give examples.*

INTERVIEW GUIDE – OTHER DEVELOPMENT PARTNERS

The following questions provide a guide of the topics that we would like to explore during the interview. Not all of these questions may be relevant to you and your involvement in the project.

1. *How would you describe gender mainstreaming in the country/region before the project started?*

2. *What contributions do you see the project making to gender mainstreaming?*

3. *What factors associated with the project have facilitated and/or hindered these contributions from Q2?*

4. *What external factors facilitated and/or hindered these contributions from Q2?*

5. *How do these changes from Q2 relate to progress seen around other aspects of gender equality in the country/region?*

6. *How coordinated have gender equality efforts or gender mainstreaming efforts been?*

7. *As someone working on gender equality in the Pacific, where could the project leverage the greatest impact in its work on gender mainstreaming? What activities, with whom and why?*

8. *Have lessons from the gender mainstreaming activities been used elsewhere in other interventions? Or vice versa? Please give examples.*

INTERVIEW GUIDE – SPC PARTNERS

The following questions provide a guide of the topics that we would like to explore during the interview. Not all of these questions may be relevant to you and your involvement in the project.

1. *Can you please describe the origins of the gender mainstreaming work in SPC and the key drivers for its development?*

2. *What contributions do you see the project making to gender mainstreaming?*

3. *What factors associated with the project have facilitated and/or hindered these contributions from Q2?*

4. *What external factors facilitated and/or hindered these contributions from Q2?*

5. *How do these changes from Q2 relate to progress seen around other aspects of gender equality in SPC and in the region?*

6. *Where do you see the greatest value add is for SPC in terms of gender equality?*

7. *How coordinated have gender equality efforts or gender mainstreaming efforts been?*

NAME	ORGANISATION
Phase Two stakeholders	
Aulola Ake	Ministry of Internal Affairs, Tonga
Mark Atterton	Regional Rights Resource Team (RRRT), SPC
Erimeta Barako	Australian High Commission, DFAT
Suzanne Bent	Department of Foreign Affairs and Trade
Sandra Bernklau	UN Women, Fiji multi-country office (MCO) and Previous Director, RRRT
Sharon Bhagwan Rolls	FemLink (Fiji)
Alison Birchall	Consultant (Pacific Women, Marshall Islands)
Cameron Bowles	Deputy Director, SPC
Nicolas Burniat	UN Women, Fiji MCO
Cameron Diver	Deputy Director, SPC
Maire Dwyer	SPC PGEP and Pacific Women Gender Adviser
Tupou'ahau Fakakovi	Ministry of Internal Affairs, Tonga
Joanne Kunatuba	SPC PGEP
Arthur Jorari	Statistics for Development Division, SPC
Ana Laquetaba	Consultant (involved with PGEP)
Brigitte Leduc	SPC PGEP
Agnether Lemuelu	National Statistics Office, Kiribati
Natalie Makhoul	Consultant (Pacific Women, Tuvalu)
Noelene Naboulivou	Diverse Voices and Action for Equality (Fiji)
Carol Nelson	Consultant (Pacific Women, Tonga)
Gayle Nelson	Consultant (involved with PGEP)
Linda Peterson	Pacific Women Support Unit
Kim Robertson	SPC PGEP
Kloudil Singeo	Division of Gender, MCCA, Palau
Dean Solofa	Land Resources Division, SPC
Shirley Tagi	Diverse Voices and Action for Equality (Fiji)
Malaefono Taua-Taaloga	Bureau of Statistics, Samoa
Lupe Tavita	Office of the Prime Minister (Gender Division), Tuvalu
Helen Tavola	Consultant (involved with PGEP)
Colin Tukuitonga	Director General, SPC
Epeli Waqavonovoo	Department of Statistics, Fiji
Cook Island stakeholders (Phase Three)	
Jim Armistead	Ministry of Foreign Affairs
Claudine Henry Anguna	High Court, Ministry of Justice
Bredina Drollet	Ministry of Internal Affairs
Tearoa Iorangi	Health Information Unit, Ministry of Health
Meloty Jonassen	Ministry of Foreign Affairs
Tupopongi Marsters	Gender & Development Division, Ministry of Internal Affairs
Jim Nimerota	Cook Islands Statistics Office
Petero Okotai	Central Policy and Planning Office
Mayor Pokino	Cook Islands Statistics Office
Nukutau Pokura	Ministry of Foreign Affairs
Ruth Pokura	Gender Affairs Division, Ministry of Internal Affairs
Niki Rattle	Parliament (Speaker of the House)
Daphne Ringi	Office of the Public Service Commissioner
Milly Tamaki	Volunteer Services Abroad volunteer

Othaniel Tangianau	Office of the Outer Islands
Taggy Tangimetua	Cook Islands Statistics Office
Vaine Wichman	National Council of Women
Valentino Wichman	Funding and Planning Unit, Ministry of Health
Marshall Islands stakeholders (Phase Three)	
Tarjo Arelong	RRRT, SPC
Frederick J. deBrum	Economic Policy Planning and Statistics
Sally Ann deBrum	Public School System
Sandy Dismis	Public School System
Jenna Hansen	Ministry of Internal Affairs (Gender Affairs Division)
Hon President Hilda Heine	President
Molly Helkena	Ministry of Internal Affairs
Kanchi Hosia	Public School System
Bruce Kijner	Ministry of Foreign Affairs
Marie Maddison	Co-founder WUTMI and former Chairperson of Public Service Commission
Amenta Matthew	Ministry of Internal Affairs (Gender Affairs Division)
Joyceline Mellan	Economic Policy Planning and Statistics
Kathryn Relang	Women United Together Marshall Islands
Brooke Takala Abraham	University of the South Pacific
Solomon Islands stakeholders (Phase Three)	
Reuben Alitoni	Ministry of Public Service
Christina Bakolo	Ministry of Education and Human Resources
Chantelle Boland	Australian High Commission
Pionie Boso	Women's Rights Action Movement
Vaela Devesi	Ministry for Women, Youth Children and Family Affairs
Michael Dimola	Ministry of Finance and Treasury (Department of Statistics)
Casper Faasala	National Council of Women
Joachim Gaiafuna	Ministry of Finance and Treasury (Department of Statistics)
Kevin Ha'aute	IPAM, Ministry of Public Service
Solomon Manea	IPAM, Ministry of Public Service
Rose Martin	SPC, Youth at Work
Hunter Masuguria	Ministry of Commerce, Industry, Labour and Immigration
Luke Mua	Ministry of Public Service
Loyce Pabulu	Ministry of Finance and Treasury (Department of Statistics)
Aaron Pitaque	Ministry of Women, Youth, Children and Family Affairs
Ednah Ramoau	Australian High Commission
Ethel Sigimanu	Ministry for Women, Youth Children and Family Affairs
Pauline Soaki	Ministry for Women, Youth Children and Family Affairs
Eliam Tangirongo	Public Service Commissioner
Josephine Teakeni	Vois Blong Mere
Agnetha Vave-Karamui	Ministry of Environment Climate Change and Disaster management
Atenasi Wasuka	UN Women, Solomon Islands
Lynffer Wini-Maltungtung	Family Support Centre

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A meta-analysis of the 13 PIC stocktake reports was conducted in Phase One of the evaluation. The purpose of the meta-analysis was to develop a baseline assessment in each country's gender mainstreaming capacity. The meta-analysis also reflects on similarities and differences between each PIC's gender mainstreaming capacity.

BACKGROUND

The purpose of the stocktakes was 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. The stocktake process involved desk research combined with in-country structured interviews and focus groups.

Two rounds of stocktakes were conducted. The first round was conducted in 2012 with Cook Islands, FSM, PNG, RMI, Solomon Islands and Tonga (plus New Caledonia and Wallis and Futuna, which aren't in the PGEP project and thus are not included in the meta-analysis). The second round was conducted with the remaining countries in the PGEP project, aside from Vanuatu, which opted not to undertake one since ADB had conducted a similar gender assessment (Fiji, Kiribati, Niue, Nauru, Palau, Samoa and Tuvalu). All countries aside from Fiji have approved their stocktake report.

The two rounds of stocktake reports vary slightly but generally include the following components:

- Country demographic overview
- Description of major gender issues
- Description and assessment of the national women's machinery and other relevant government machineries addressing gender issues
- Assessment of the enabling environment under the following headings: legal/policy framework, political will, organisational culture, accountability mechanisms, technical capacity and financing.
- Recommendations for capacity building in gender mainstreaming.

METHOD

There were two parts to the meta-analysis:

1. **Thematic analysis of trends around PICs' capacity in gender mainstreaming**. Trends were divided according to the national women's machineries, plus the six enabling factors of the stocktake (legal/policy frameworks, political will, organisational culture, accountability mechanisms, technical capacity, resourcing). A summary of themes is described in Table 3 in the report.
2. **Assessment of the level of capacity of each PIC for each enabling factor –** To determine a baseline level of capacity of each PIC and compare these baselines between countries, the level of capacity of each PIC according to the six enabling factors was assessed.
   - The stocktakes used a relatively consistent criteria to assess capacity within each enabling factor. In the meta-analysis, each criteria was given a score of 1,2, or 3.
   - The scores for each criteria were totalled within each enabling factor, and the enabling factor was then given an average rating. Based on this average, a traffic light system was then used to indicate whether that enabling factor was significantly (green), partially (yellow) or mildly (red) displayed. The following table presents the results of this assessment.

	Cook Islands	Fiji	FSM	Kiribati	Nauru	Niue	Marshall Islands	Palau	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu
Legal/policy frameworks														
Ratification of intl/regl instruments	3	3	3	3	3	2	3	2	3	3	3	1	3	
Constitutional and legislative provisions	2	2	2	2	2	2	2	2	2	2	2	1	1	
Government policy mandates (including GE policy)	3	3	1	2	3	2	1	1	3	3	2	2	2	
Political will														
Awareness/understanding of GM across govt	2	2	1	2	1	1	1	2	2	2	2	1	2	
Action taken on GE commitments (through national /sectoral policies integrating gender)	2	3	2	2	2	1	1	1	3	3	2	2	3	
Action formalised within systems and mechanisms (e.g. indicators, strategies and programmes)	1	2	1	1	1	1	1	1	2	2	1	1	2	
Organisational culture														
Gender lens during policy dialogue	1	2	1	1	1	1	1	1	2	2	2	1	2	
Communication and coordination with NWM	1	1	2	2	2	1	1	2	2	2	1	1	3	
Existence and use of sex-disaggregated data	2	2	2	2	2	2	2	2	2	2	2	2	2	
Organisational systems in place to guide staff on integrating gender	1	1	1	1	1	1	1	1	1	1	1	1	1	
Gender balance in staffing at all levels	1	2	1	2	1	1	1	1	1	3	1	1	-	
Gender-sensitive HR policies in place	1	2	2	2	1	1	2	1	1	2	1	1	2	
Champions for GM	2	2	2	2	2	-	2	2	2	2	2	1	2	
Accountability mechanisms														
Performance management systems monitor GM actions	1	1	1	1	1	1	1	1	2	2	1	1	2	
Job descriptions hold responsibility for gender-related results	1	2	1	2	1	1	1	1	1	2	1	1	1	
Technical capacity														
Staff with technical qualifications or receiving training in gender-related areas	2	2	1	2	1	1	1	1	1	2	1	1	2	
Capacity to properly understand GE issues or mainstream gender	1	1	1	1	1	1	1	2	1	1	1	1	1	
Financing for GE														
GM built into government's budgeting process	1	1	1	1	1	1	1	1	1	2	1	1	1	
Resourcing to NWM	1	1	1	1	1	1	1	1	1	2	1	1	1	

Key:

1=criteria not or mildly displayed — The average score of the enabling factor is less than 1.5, meaning the factor is only mildly demonstrated by the country

2=criteria partially displayed — The average score is between 1.5-2.4, meaning the factor is partially demonstrated by the country

3=criteria met or mostly displayed — The average score is 2.5 or above, meaning the factor is significantly demonstrated by the country

The country case studies were conducted in three countries in Cook Islands, Marshall Islands and Solomon Islands, PICs that have had significant or moderate PGEP engagement. During these visits, a total of 55 people were interviewed either individually or in small groups. At the end of each visit, a reflection session was held for informants, so the evaluators could present the findings from the week and the group could reflect on relevance and implications for PGEP.

Each country is unique in its developments around gender equality, gender mainstreaming and gender statistics, including the role of PGEP in contributing to these developments, other factors shaping progress, and the type of outcomes achieved. The following table compares key elements related to the project:

Primary development assistance	New Zealand	United States	Australia
Gender developments	• Developments in girls' education and women in leadership, and VAW awareness/legislation • Ongoing issues of VAW, women's economic empowerment • Issues greater in outer islands	• Developments in girls' education and women in leadership, and VAW awareness/ legislation • Ongoing issues of VAW, women's economic empowerment • Issues greater in outer islands	• Developments in gender mainstreaming and VAW awareness/ legislation • Ongoing issues of women's leadership, political participation, and economic empowerment • Issues greater in outer islands
HoMs and MPs	• 5 of 13 HoMs are women • 5 of 14 Parliamentarians are women	• 4 of 12 HoMs are women • 3 of 33 Parliamentarians (including President)	• 4 of 24 PSs • 1 of 50 Parliamentarians
PGEP activities	• Training for MPs • Development of gender equality policy • Support with policy implementation • Review of sectoral policies and sex-disaggregated data • Development of gender stats profile • Mentoring to NSO and NWM • Development of GM tools and guidelines • Discussions with Public Service Commission around GM • Informal groups of Gender Focal Points	• Training for PSs, public officials and mayors • Development of gender equality policy • Support with policy implementation • Development of gender stats profile • Post-Disaster Needs Assessment • Mentoring to NSO and NWM • Development of GS tool to track UN Trust Fund and GE policy	• Training for PSs and GFPs • Development of gender equality policy • Review of sectoral policies • Development of gender stats profile • Mentoring to NWM and GFPs • Development of GM tools and guidelines • Development of gender component of Public Service trainings • Support to Public Service Commissioner
Progress toward outcomes	• Increasing awareness of GM • Increase in political will • Capacity built in gender statistics. • Increase in the number of sectoral policies and corporate mentioning gender	• Increasing awareness of GM • Some increase in political will • Limited capacity development in NWM • Support from President for GM but little central agency support • Some presence of gender in sectoral policies, corporate policies and programs	• Increasing awareness of GM • Increase in political will • Capacity development in NWM, among GFPs and in IPAM • Gender presence in sectoral policies and programs and in corporate policies • Limited implementation of policies

	• Capacity building of GAD more limited, where implementation of the gender policy has not occurred. • No central agency for support for GM (aside from MFEM templates) • Little increase in resourcing for gender (aside from *Pacific Women*)	• Little increase in resourcing for gender (aside from VAW services)	• Increase in resourcing from external donors
Additional support requested	• Application of GM in policies and programs • More specific TA (less introductory) • Gender analysis • Awareness raising in outer islands	• Application of GM in policies and programs • Publicity of gender profile • Awareness raising in outer islands • GS on women in informal employment • Support to Ministry of Education	• Application of GM in policies and programs • More specific TA (less introductory) • Support to IPAM • Support to CSOs
Enablers	• Developments in gender, including Family Health and Safety Study and CSO advocacy • PGEP technical assistance • Strong NSO • Women in leadership positions • Donor requirements	• Developments in gender, including Family Health and Safety Study and CSO advocacy • PGEP technical assistance • Women in leadership positions • Strong CSOs • Donor requirements	• Family Health and Safety Study • PGEP technical assistance • Donor requirements (RAMSI) • Leadership from PSC and MPS • Strong NWM
Barriers	• Limited political will for any public sector reform • Limited capacity in public service • Limited capacity of NWM • Lack of resourcing	• Limited accountability mechanisms in public service • Limited capacity in public service • Limited capacity of NWM • Limited capacity in NSO • Lack of coordination by donors	• Limited developments in other gender areas (esp women in leadership) • Limited capacity of NSO
New opportunities	• Public Sector Reform Strategy • Use of MFEM template	• Agenda 2020 • Aid harmonisation framework • Education curriculum review	• MPS policy development • Other sectoral policies

The outcome and indicator assessment is based on a range of data sources – project team reports and interviews, interviews with other stakeholders, and documentation (e.g. policies, tools, gender profiles).

The level of progress has been divided according to: no progress, little progress, moderate progress and significant progress. Specific criteria apply to each of these levels, which draw from the definitions provided in the stocktake reports. In addition, the level of evidence and contribution from PGEP has been noted. The following table details the criteria used to assess progress, evidence and contribution. Scores were given to each country, and then averaged to provide an overall progress rating. In some instances, there has not been data to make an assessment. These countries have been marked with 'DD' and have been excluded from the overall regional assessment.

ASSESSMENT RATINGS

Icon				
Meaning	Significant progress	Moderate progress	Little progress	No progress
Score	3	2	1	0
Outcome 1 criteria	Attitude or awareness change among NSO and/or NWM plus other agencies	Attitude or awareness changes among NSO and/or NWM	Attitude or awareness changes among individuals	No attitude or awareness changes
Outcome 2 criteria	Presence of gender champions Existing gender policy Other policies mentioning gender Implementation of gender-responsive policies/ programs	2-3 criteria met	1 criteria met	0 criteria met
Outcome 3 criteria	Capacity demonstrated by individuals in NWM, NSO, and other agencies	Capacity demonstrated by individuals in 2 agencies	Capacity demonstrated by individuals in 1 agency	No progress on capacity
Outcome 4 criteria	Gender-responsive HR policies Tools to support gender integration Sex-disaggregated data Gender balance at all levels	2-3 criteria met	1 criteria met	0 criteria met
Outcome 5 criteria	Gender mentioned in NDP, with clear strategies and with resourcing	Gender mentioned in NDP with either strategies or resourcing	Gender mentioned in NDP without clear strategies or resourcing	Gender not mentioned in NDP
Outcome 6 criteria	Coordination by NSOs with other agencies/devt partners Coordination by NWMs with others Coordination by SPC with others Coordination by other GM partners	2 criteria met	1 criteria met	0 criteria met
Indicators	67-100% of PICs have demonstrated progress on the indicator	34-66% of PICs have demonstrated progress on the indicator	1-33% of PICs have demonstrated progress on the indicator	0% of PICs have demonstrated progress on the indicator

LEVEL OF EVIDENCE

★★★	Rich documentation: identified by 3 type of data sources (team notes/interviews, other stakeholder interviews, documentation)
★★	Indication: identified by 2 types of data sources
★	Limited: identified by 1 type of data source

CONTRIBUTION FROM PGEP

●	Moderate: PGEP involved in 3+ activities related to this outcome
●	Little: PGEP involved in 1-2 activities related to this outcome
○	None: No contribution from PGEP

RESULTS AND DATA LIMITATIONS

The following tables present the outcomes and indicator assessment for each PIC. Data limitations meant it was not possible to conduct the assessment against a baseline or measure progress towards a target. This is discussed in Appendix 1.

INDICATOR ASSESSMENT

		Cook Islands	Tuvalu	FSM	Solomon Islands	Tonga	Marshall Islands	Palau	Kiribati	PNG	Samoa	Fiji	Niue	Nauru	Vanuatu	Overall assessment
Relevance	**Indicator 1.**	**Number of PICs with new national and sector policies and plans including a gender specific issues or targets (Note: this indicator combines indicators 1, 8 and 12)**														
		New NSDP and at least six other policies include gender-specific issues	New NSDP (TKIII) commits to gender equality	Same NSDP. Other new policies unknown.	New NSDP and at least six other policies include gender-specific issues	New NSDP (Tonga Strategic Development Framework) refers to gender-specific issues	New policy (National Strategic Plan) includes gender-specific issues	Policies unknown.	New policy. Kiribati Development Plan	Same NSDP	Same NSDP	Same NSDP (new one being finalised)	Same NSP with minimal mention of gender	New policy (National Development Strategy) includes gender-specific issues	Policies unknown.	**7/14=50%= moderate progress**
	Assessment															
	Indicator 2	**Number of PICs with existing national gender equality policies**														
		Existing gender policy (PGEP conducted mid-term review of policy)	Existing gender policy (PGEP reviewed it and policy was endorsed)	No policy (PGEP supporting consultation on the policy)	Existing gender policy (PGEP reviewed it and policy was endorsed)	Existing gender policy	Existing gender policy (PGEP reviewed it and policy was endorsed)	No policy (PGEP developed the policy but not yet endorsed)	No policy (PGEP reviewed the policy but not yet endorsed. PGEP supporting a second review)	Unknown (DD)	Existing gender policy (PGEP supported review of new policy but not yet endorsed)	Existing gender policy	Existing gender policy	Existing gender policy (PGEP reviewed it and policy was endorsed)	Unknown (DD)	**9/12=75%= significant progress (DD excluded from analysis)**
	Assessment															
	Indicator 3	**Number of PICs with senior officials having undergone training on gender issues**														
		1 session for MPs (15 pax). 25% of planned sessions from work plan completed.	1 session for senior officials (17 pax). 20% of planned sessions from work plan completed	0 sessions. Work plan not signed so no target set.	1 session for PSs (16 pax). Target for training senior officials not in work plan.	0 sessions. 0% completed from work plan.	1 session for PSs (9 pax). 17% completed from work plan.	1 session for senior officials (10 pax). No target set for number sessions.	0 sessions. 0% completed from work plan.	0 sessions. No work plan	0 sessions. 0% completed from work plan	1 session for senior officials (20 pax). No work plan	0 sessions. No work plan.	0 sessions. No target set for number sessions with senior officials.	0 sessions. No work plan	**6/14=43%= moderate progress**
	Assessment															
	Indicator 4	**Number of PICs where technical assistance (TA) was provided**														
		Provided. Over 50% of planned activites from work plan completed.	Provided. Less than 25% of planned activities from work plan completed.	Provided. Work plan not signed so no target set.	Provided. Over 75% of activities from work plan completed.	Provided. Over 50% of planned acivities completed.	Provided. Less than 50% of planned activities completed.	Provided. Less than 25% of planned activities completed	Provided. Less than 25% of planned activites completed.	No TA reported	Provided. Less than 25% of activities completed.	Provided. No work plan so no assessement against planned activities.	Provided. No work plan so no assessement against planned activities.	Provided. Less than 25% of activities completed.	Provided. No work plan so no assessement against planned activities.	**13/14=93%= significant progress**
	Assessment															
	Indicator 5	**Number of PICs with staff who have undergone gender mainstreaming, statistics or analysis training**														
		1 session in GM (12 pax) plus workshops to finalise GS profiles. 50% of planned sessions completed from work plan	3 sessions in GM and GS (55 pax). No target set for sessions in work plan.	2 sessions in GM and GS (26 pax)	5 sessions in GM and GS plus workshop to finalise GS profiles (58 pax). 63% planned sessions completed.	2 sessions on GM and GS (17+pax). No target set in work plan.	1 session on GM and GS (9 pax). No target set in work plan.	3 sessions on GM and GS (58 pax). 75% planned sessions completed.	1 session on policy (22). No target set in work plan.	0 sessions	1 session on GM and GS (16 pax). No target set in work plan.	1 session on GM and GS (23 pax). No target set in work plan.	0 sessions	1 session on GM (23 pax). No target set in work plan.	0 sessions	**11/14=79%= significant progress**
	Assessment															
	Indicator 6	**Number of PICs with existing sectoral gender profile and sex disaggregated data**														
		Gender profile completed and SDD	Gender profile completed (on TC Pam) and SDD	Draft profile on HIES. Change in SDD unknown.	Gender profile completed. Change in SDD unknown	Gender profile completed. Change in SDD unknown	Gender profile completed. Change in SDD unknown	Gender profile completed on HIES. Change in SDD unknown	No profile. Change in SDD unknown	No profile. Change in SDD unknown	No profile. Increase in SDD across government.	No profile. Increase in SDD across government	No profile. Change in SDD unknown	No profile. Change in SDD unknown	No profile. Change in SDD unknown	**9/14=64%= moderate progress**
	Assessment															

		1	2	3	4	5	6	7	8	9	10	11	12	13	14	Assessment
Effectiveness	**Indicator 7**	**Number of PICs with gender sensitive policies and measures introduced**														
		Policies introduced around equal employment opportunity, maternity leave, sexual harassment, no drop.	Policies introduced around gender-blind recruitment, paternity policy, education curriculum and resources.	Not reported	Policies introduced around equal employment, sexual harassment, no drop	Policies introduced around equal employment, sexual harassment, no drop, maternity leave.	Policies introduced around no drop, and changes in education curriculum	Not reported	Policies introduced around education for pregnant students, equal employment and no drop	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	**6/14=43%= moderate progress**
	Assessment															
	Indicator 8	**Number of PICs with gender issues, indicators and strategies reflected in Ministries' policies or strategic plans**														
	Assessment	As above (Indicator 1)														**No assessment**
	Indicator 9	**Number of PICs with available sex disaggregated data and gender indicators in national statistics report**														
	Assessment	As above (indicator 6)														**No assessment**
	Indicator 10	**Number of PICs with government led gender mainstreaming activities**														
		At least 8 govt departments implementing activities	At least 2 govt departments implementing activities	Not reported	All 24 departments implementing to an extent, evidence of 9 demonstrating it	At least 8 govt departments implementing activities	At least 5 govt departments implementing activities	At least 2 govt departments implementing activities	At least 5 govt departments implementing activities	Not reported	At least 2 govt departments implementing activities	At least 2 govt departments implementing activities	Not reported	Not reported	At least 2 govt departments implementing activities	**10/14=71%= significant progress**
	Assessment															
	Indicator 11	**Number of PICs with governmentplans and policies include gende analysis and include gender stratgies**														
	Assessment	As above (indicator 10)														**No assessment**
	Indicator 12	**Number of PICs that reviewed the NSDP and it includes gender equality targets**														
	Assessment	As above (indicator 1)														**No assessment**
	Indicator 13	**Number of PICs requesting PGEP to assist with reviews of plans and strategies (including gender policy)**														
		Review of at least 6 plans or strategies, plus devt of GM strategy, GM handbook, and GFP ToRs.	Review of at least 1 policy or plan	Review of at least 1 policy or plan	Review of at least 7 policies, plus review of IPAM curriculum, devt of IPAM training module, Cabinet submissions, and GM strategy.	Development of GM handbook	Review of at least 1 policy or plan.	Review of at least 1 policy or plan.	Review of at least 1 policy or plan.	Not reported	Review of at least 1 policy or plan.	Not reported	Not reported	Review of at least 1 policy or plan.	Not reported	**10/14=71%= significant progress**
	Assessment															
Efficiency	**Indicator 14**	**Number of PICs with senior management job descriptions with gender mainstreaming criteria**														
		Not reported	Not reported	Not reported	Permanent Secretaries have gender mainstreaming KPIs in job descriptions	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	**1/14=7%=little progress**
	Assessment															
	Indicator 15	**Number of PICs with gender focal points appointed for each Ministry**														
		In progress	Not reported	Not reported	GFPs in place across each Ministry	Only in progress within Ministry of Internal Affairs	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	**2/14=14%= little progress**
	Assessment															
	Indicator 16	**Number of PICS with national advisory council/taskforce for gender mainstreaming**														
	Assessment	Not applicable														**No assessment**

Outcome	Criteria	Solomon Islands	Cook Islands	Palau	RMI	Tonga	Tuvalu	FSM	Kiribati	Samoa	Fiji	Nauru	Vanuatu	Niue	PNG	Overall progress
Awareness and attitude		★★★	★★★	★★	★★★	★★★	★★★	★	★★	★★	★★★	★	★★	DD	DD	
Assessment	No progress (0): no attitude or awareness changes; Limited progress (1): attitude or awareness changes among individuals; Moderate progress (2): attitude or awareness changes among NSO and/or NWM; Significant progress (3): attitude or awareness change among NSO, NWM and other agencies	Significant progress (demonstrated by multiple agencies and multiple levels)	Significant progress (demonstrated in multiple agencies and multiple levels)	Significant progress (demonstrated by NSO, NWM and BPPA)	Significant progress (demonstrated awareness across agencies, attitude across some agencies, presence of women in leadership)	Significant progress (engagement by MIA, Ministry of Finance and Planning including NSO, Education and PSC)	Significant progress (multiple players working at multiple levels, RRRT on outer islands, Education, Human Resources, NWM)	Moderate progress (demonstrated by NSO and NWM)	Moderate progress (some engagement by NWM and NSO)	Significant progress (demonstrated in multiple agencies and multiple levels)	Significant progress (demonstrated in multiple agencies, including CSOs, and multiple levels)	Limited progress (NWM)	Moderate progress (NSO and NWM)	DD	DD	31 points (out of 12)= 2.58 (significant progress)
Level of evidence	Evidence (team, interviews, documents); Limited: 1 source; Indication: 2 sources; Rich documentation: 3 sources	Rich documentation (team, interviews, sectoral policies)	Rich documentation (team, interviews, sectoral policies)	Indication (team, interviews)	Rich documentation (team, interviews, unanimous vote in no drop)	Rich documentation (team, interviews, GM handbook)	Rich doc (team, interviews, gender profile on TC Pam)	Limited (team only)	Indication (team, interview)	Indication (team, interview)	Rich documentation (team, interviews, Fiji constitution)	Limited (team only)	Limited (team only)	DD	DD	Indication
Contribution	None: not related to PGEP; Limited: PGEP provided limited support (1-2 activities); Moderate: PGEP provided considerable support (3+activities). No contribution is significant because of the number of other contributing factors.	Moderate (training, multiple forms of TA)	Moderate (training, multiple forms of TA)	Moderate (training, multiple forms of TA)	Moderate (training, multiple forms of TA)	Moderate (training, multiple forms of TA)	Moderate (training, multiple forms of TA)	Moderate (training, multiple forms of TA)	Limited (policy consultation and stocktake)	Limited (training, policy review)	Limited (training, limited other TA)	Limited (training)	Limited (limited TA)	DD	DD	Moderate

Outcome	Criteria	Solomon Islands	Cook Islands	Palau	RMI	Tonga	Tuvalu	FSM	Kiribati	Samoa	Fiji	Nauru	Vanuatu	Niue	PNG	Overall progress
Political will		★★★	★★★	★★	★★★	★★★	★★	★	★	★★★	★★★	★	DD	DD	DD	
Assessment	No progress: 0 criteria; Limited progress: 1 criteria met; Moderate progress: 2-3 criteria met; Significant progress: presence of gender champions, existing gender policy, other policies mentioning gender, implementation of gender-responsive policies/programmes	Significant progress (gender champions, existing policy, number of policies and programmes, some implementation of policies/ programmes)	Significant progress (gender champions, existing policy, number of policies and programmes, some implementation of policies/ programmes but still a long way to go with implementation)	Moderate progress (champions, no policy but being developed, HIES gender survey)	Moderate progress (champions, gender policy, implementation of some gender-responsive programmes)	Moderate progress (gender champions, existing policy, limited policies and programmes being implemented, but not CEDAW)	Significant progress (PM a champion, existing policy, gender in some other policies, gender being implemented in education)	Limited progress (no policy but consultation, gender HIES done, limited gender champions)	Limited progress (reviewing gender policy)	Significant progress (gender champions, existing policy, policies and programmes, and implementation)	Significant progress (gender champions, existing policy, other policies mention gender, implementation)	Limited progress (gender policy)	DD	DD	DD	24 points (out of 11 countries) = 2.18 (moderate progress)
Level of evidence		Rich (team, policies, interviews)	Significant (team, interviews, policies, hosting triennial conference)	Indication (team, interviews)	Rich (team, policies, interviews)	Rich (team, interviews, GM strategy, CEDAW publicity)	Indication (team, interviews)	Limited (team)	Limited (team)	Rich (team, interviews, policies)	Rich: team, interviews, policies	Limited (team)	DD	DD	DD	Indication
Contribution		Moderate (PGEP supporting IPAM and PSC)	Moderate (PGEP reviewing policies, supporting champions)	Moderate (multiple forms of TA)	Moderate (PGEP developed policy and provided other TA)	Moderate (PGEP supporting GM handbook, other forms of TA)	Moderate (policy, TA, training)	Moderate (policy support, other TA)	Limited (PGEP reviewed policy)	Limited (minimal TA)	Limited (minimal TA)	Limited (minimal TA)	DD	DD	DD	Moderate

Outcome	Criteria	Solomon Islands	Cook Islands	Palau	RMI	Tonga	Tuvalu	FSM	Kiribati	Samoa	Fiji	Nauru	Vanuatu	Niue	PNG	Overall progress
Technical capacity		★★★	★★	★★	★★	★★	★★	★	★	★	★★	DD	DD	DD	DD	
Assessment	No progress: No progress on capacity; Limited progress: Capacity demonstrated by individuals in 1 agency; Moderate progress: Capacity demonstrated by individual in 2 agencies; Significant progress: Capacity demonstrated by individuals in NWM, NSO, and other agencies	Significant progress (demonstrated by multiple GFPs and by the Division of Women, IPAM, progress still required around capacity to implement GM and around GS)	Moderate progress (demonstrated by NSO, somewhat by MIA and somewhat by OPM, progress required around capacity to implement GM)	Moderate progress (capacity demonstrated by NWM and NSO)	Limited progress (demonstrated only somewhat by NWM and NSO)	Moderate progress (demonstrated by NWM and Finance and Planning)	Moderate progress (demonstrated by NWN and HR department)	Limited progress (demonstrated by NSO)	Limited progress (demonstrated partially by NSO)	Moderate progress (demonstrated by NSO and NWM)	Limited progress (demonstrated by NSO)	DD	DD	DD	DD	17 points (out of 10) = 1.7 (moderate progress)
Level of evidence		Rich (team, interviews, IPAM training module)	Rich (team, interviews, GM strategy, Stats Act)	Indication (team, interviews)	Indication (team, interviews)	Indication (team, interviews)	Indication (team, interviews)	Limited (team)	Limited (interviews)	Limited (interview)	Indication (team, interviews)	DD	DD	DD	DD	Indication
Contribution		Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Limited (limited TA)	Moderate (multiple forms of TA)	DD	DD	DD	DD	Moderate

Outcome	Criteria	Solomon Islands	Cook Islands	Palau	RMI	Tonga	Tuvalu	FSM	Kiribati	Samoa	Fiji	Nauru	Vanuatu	Niue	PNG	Overall progress
Organisational culture		★★★	★★★	★★	★★★	★★★	★★	★★	★	★	★★	DD	DD	DD	DD	
Assessment	No progress: 0 criteria; Limited progress: presence of 1 criteria; Moderate progress: presence of 2-3 criteria; Significant progress: gender-responsive HR policies, tools to support gender integration, sex-disaggregated data, gender balance at all levels	Significant progress (HR policies and practices, tools and templates, coord with NWM, some SDD, limited progress on gender balance)	Significant progress (tools and templates in Health, MFEM, and MIA, expansion of SDD, gender responsive HR policies, gender balance increasing but no accountability at senior level)	Moderate (increasing gender balance and SDD)	Moderate progress (tools available and increasing gender balance)	Moderate progress (some HR policies, tools available, SDD)	Moderate progress: (HR policies and tools)	Limited progress (expansion of SDD)	No progress	Limited progress (expansion of SDD)	Limited progress (expansion of SDD)	DD	DD	DD	DD	17 points (out of 10) = 1.7 (moderate progress)
Level of evidence		Rich (team, interviews, HR policies, tools)	Rich (team, interviews, HR policies, tools)	Indication (team, interviews)	Rich (team, interviews, tools)	Rich (team, interviews, GM strategy)	Indication (team, interviews)	Indication (team, interviews)	Limited (team)	Limited (interview)	Indication (team, interviews)	DD	DD	DD	DD	Indication
Contribution		Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Moderate (multiple forms of TA)	Limited (limited TA)	Moderate (multiple forms of TA)	None	Limited (limited TA)	Moderate (multiple forms of TA)	DD	DD	DD	DD	Moderate

Outcome	Criteria	Solomon Islands	Cook Islands	Palau	RMI	Tonga	Tuvalu	FSM	Kiribati	Samoa	Fiji	Nauru	Vanuatu	Niue	PNG	Overall progress
Gender in NDPs		★	★★	✳	★	★	★	★	★	★	★	★	★	✳	★	
Assessment	No progress: gender not mentioned in NDSP; Limited progress: gender mentioned in NDSP without clear strategies or resourcing ; Moderate progress: gender mentioned in NDSP with either strategies or resourcing ; Significant progress: gender mentioned in NDSP, with clear strategies and with resourcing	Moderate progress: Have presence of gender and strategies but no resourcing	Moderate progress. Have presence of gender and strategies but no resourcing	No progress	Limited progress	Limited progress	Moderate progress: Have presence of gender and strategies but no resourcing	Moderate progress: Have presence of gender and strategies but no resourcing	Limited progress	Limited progress	Limited progress	Limited progress	Limited progress	No progress	Limited progress	
Level of evidence		Limited (NDP)	Indication (NDP, interviews)	None	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited (NDP)	Limited
Contribution		None	Limited (PGEP reviewed NDP)	None	None	None	None	None	None	None	None	None	None	None	None	None

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Outcome	Criteria	Solomon Islands	Cook Islands	Palau	RMI	Tonga	Tuvalu	FSM	Kiribati	Samoa	Fiji	Nauru	Vanuatu	Niue	PNG	Overall progress
Coordinated approach		★★★	★★	★★	★★	★★	★★	★	★★	★	★	DD	DD	DD	DD	
Assessment	No progress: 0 criteria met; Limited progress: 1 criteria met; Moderate progress: 2 criteria met; Significant progress: Coordination by NSOs with other agencies/devt partners, coordination by NWMs with other agencies/devt partners, coordination by SPC with other agencies/devt partners, coordination by other GM partners	Significant progress (seen by MPS, NWM and SPC with agencies but not as much with NSO)	Moderate progress (seen by NSO, SPC, PSC but as much by NWM)	Moderate progress (seen by NWM and SPC)	Moderate progress (seen by NWM and SPC)	Moderate progress (seen by NWM and SPC)	Limited progress (seen by NWM)	Significant progress (seen by NSO, NWM and SPC)	Limited progress (seen by NSO)	Moderate progress (seen by NWM and NSO)	Moderate progress (seen by NWM and NSO)	DD	DD	DD	DD	18 points (out of 10) = 1.8 (moderate progress)
Level of evidence		Rich (team, interview, GFP role and documentation)	Indication (team, interviews)	Indication (team, interviews)	Indication (team, interviews)	Indication (team, interviews)	Indication (team, interviews)	Limited (team)	Indication (team, interviews)	Indication (team, interviews)	Indication (team, interviews)	DD	DD	DD	DD	Indication
Contribution		Moderate (multiple activities by SPC encouraging coordination)	Moderate (multiple activities by SPC encouraging coordination)	Limited (some activities encouraging coordination)	Moderate (multiple activities by SPC encouraging coordination)	Moderate (multiple activities by SPC encouraging coordination)	Moderate (multiple activities by SPC encouraging coordination)	Moderate (multiple activities by SPC encouraging coordination)	None (coordination not driven by PGEP)	Limited (some activities encouraging coordination)	None (coordination not driven by PGEP)	DD	DD	DD	DD	Moderate