



Stocktake of the gender mainstreaming capacity of Pacific Island governments

- Nauru -



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of Pacific Island governments**

NAURU

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Secretariat of the Pacific Community

List of abbreviations and acronyms

BPA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIE	Ministry of Commerce, Industry and Environment
CRPD	Convention on the Rights of Persons with Disabilities
CRC	Convention on the Rights of the Child
CBD	Convention on Biodiversity
CBO	Community Based Organisation
CSO	Civil Society Organisation
MDGs	Millennium Development Goals
NSDP	National Sustainable Development Plan
NWM	National Women's Machinery
NGO	Non-Government Organisation
PIFS	Pacific Island Forum Secretariat
RRRT	Pacific Regional Human Rights Resource Team
SPC	Secretariat of the Pacific Community
UNESCO	United Nations Education, Scientific and Cultural Organization
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Report

INTRODUCTION

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

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

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

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

Definition of gender mainstreaming

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

(ECOSOC 1997)

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

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

1. Objectives and methodology

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

This stocktake was designed to determine the extent to which capacity for effective gender mainstreaming exists in national governments, and to identify potential areas of strategic intervention to strengthen such capacity. It is an initiative of the Secretariat of the Pacific Community (SPC), in collaboration with national governments and with support from the Australian aid program. It is being carried out in phases throughout the Pacific region in response to a call from Pacific Island ministers responsible for gender equality and the advancement of women. It is their hope that the stocktake will provide guidance to strategically strengthen the institutional capacity of governments to mainstream gender and realise their international commitments to equality between women and men.

The underlying premise of the stocktake is that national women's machineries (NWMs) are key catalysts for the mainstreaming of gender and women's human rights but they are not the sole agencies responsible for achieving it. To be effective, NWMs need both strong internal capacity and a wider government structure that is supportive of gender equality and mainstreaming. That wider structure must include a strong legal and policy framework supportive of gender equality and mainstreaming, genuine government commitment, a supportive organisational culture, clear accountability mechanisms, strong technical capacity and adequate resources — in short, an enabling environment (see Box 1). SPC's initiative is thus designed firstly to take stock of that enabling environment, and secondly to collaborate with national governments and other development partners in the design and implementation of concrete, evidence-based strategies for enhancing it.

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

The Nauru Stocktake process involved desk research combined with in-country semi-structured interviews and focus groups. The stocktake was undertaken in a one-week period in late February early March 2014. Six full interviews were conducted with ministries and departments of the Government of Nauru, including a representative range of both central and line ministries. Some interviews were with individuals and some with groups. In addition shorter specifically focused discussions were held with five additional ministry representatives to collect targeted views and information on topics like media, statistics, finance, public prosecution and violence against women.

Informants were senior government officials — at the secretary or deputy level, or their representatives. Those interviewed have direct responsibility for policy development and programme implementation in their respective departments. In total 15 men and 14 women from government were interviewed. A focused discussion was also held with two civil society representatives and separate meetings were held with two development partner representatives. Finally, in-depth discussions took place with the staff of the Women’s Affairs Department about issues of gender mainstreaming in government and the department’s technical capacity to promote gender mainstreaming. Appendix 1 contains a list of offices and organisations interviewed or consulted.

The stocktake methodology has limitations. These include the rapid appraisal nature of the exercise, the dependence on national government selection processes for respondents and the variation in knowledge and seniority of respondents. These factors can result in gaps of information in the stocktake. To compensate and try to minimise these gaps the draft report is circulated to government for review prior to finalisation and formal discussion. The stocktake is a snapshot in time and information will inevitably evolve.

Box 1

Enabling environment requirements for gender mainstreaming

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

2. Country overview

a. Facts and Figures

Nauru	
Population (2011)¹	10,084 (5,105 men; 4,979 women)
Land area²	21.1 km ²
EEZ³	430,000 km ²
Geography	Single island comprising a sandy beach rising to a fertile ring around raised coral reefs with a phosphate plateau in the center.
Political system	Republic with a Westminster style of parliamentary system of government (19 members of parliament). There are no political parties, with all members of parliament standing as independents. Elections occur every three years.
Women's representation in Parliament⁴	One (2013)
GDP per Capita⁵	USD 6,954 (2011)
Main languages	Nauruan (official), English
Life expectancy⁶	62.7 years for women 56.8 years for men
Labour force participation⁷	78.9% men/49.3% women (2011)
Human Development Index	n/a
Gender Development Index	n/a
Gender Empowerment Measure	n/a

Sources:

¹ Nauru Bureau of Statistics <http://www.spc.int/prism/nauru/>

² ibid

³ ADB, Nauru Country Economic Report, November 2007

<http://web.archive.org/web/20110607064452/http://www.adb.org/Documents/CERs/NAU/CER-NAU-2007.pdf>

⁴ Pacific Women in Politics <http://www.pacwip.org/future-elections/nauru/>

⁵ UN data <http://data.un.org/CountryProfile.aspx?crName=Nauru>

⁶ ibid Nauru Bureau of Statistics

⁷ ibid

b. Key gender issues

This section identifies gender issues highlighted and prioritised through government plans and policy documents in Nauru. Source documents include the Nauru National Sustainable Development Strategy, the National Women's Policy, the Women's Affairs Department National Plan of Action, the Terms of Reference for the National Steering Committee on Domestic Violence, the Young Women's Council Plan of Action, statistical reports and documents provided by development partners.¹

Key gender issues in Nauru are related to women's unequal participation in society relative to men, the ways in which men and women benefit from development, and the need to promote advancement and equality across all sectors.

Violence against women

Violence against women is anecdotally reported to be widespread in Nauru; women who report violence may be stigmatised and they are also at risk of further violence from perpetrators. This set of social patterns makes it difficult for women to break out of abusive situations. During the stocktake informants repeatedly mentioned that domestic violence is under-reported in Nauru.

The Government of Nauru is making efforts to raise awareness that violence against women is a crime and should not be accepted. Initiatives include the White Ribbon and 16 Days of Activism campaigns. Despite this the majority of cases reported to police are withdrawn and few cases are actually heard in court.

There are no comprehensive baseline studies on prevalence or severity of violence against women and children. In 2014 UNFPA was working with Nauru to undertake a Family Health and Safety study using WHO methodology to document intimate partner violence. At the outset of the survey, response rates were average in the first two or three communities. However, as information about the content of survey questions was shared around the island, women in other communities declined to participate despite confidentiality protocols. The small size of the Nauru population and the lack of privacy in communities seem to create peer pressure and stigma against reporting.

The examination of Nauru's Universal Periodic Review in 2011 recommended that Nauru complete its ongoing review of the Criminal Code with the aim of promoting and protecting women's rights, including provisions dealing with violence against women, particularly domestic violence. Nauru accepted this recommendation and the review is in progress.

Women in decision-making and leadership

Women are seriously under-represented in political leadership. Only one of the 19 members of parliament is female and she is only the second woman ever elected. While women are represented in the public service, the majority are concentrated in lower level positions. There is no sexual harassment policy in

¹ Policies and strategic plans were collected from ministries participating in the stocktake when they were available. Lack of access to, and limited time for the stocktake exercise mean that the policy review was not exhaustive and so findings presented here may be incomplete.

the public sector and there are reportedly inequitable levels of pay for male and female staff doing equivalent work with equivalent qualifications. Nauru has matrilineal inheritance traditions and awareness of women's rights as landowners has had some positive influence on girls' education and has resulted in a degree of openness to women's advancement in the public sector; however, women are still in the minority at senior levels. This is despite the fact that the Department for Human Resources and Labour regularly notes in its advertisements that women are encouraged to apply.

However, women face a number of barriers that also prevent them from undertaking multiple roles. The total fertility rate in Nauru is high and women are primarily responsible for work in the home and for childcare. These multiple responsibilities are not fully acknowledged or supported through government policy and consequently it is more difficult for women than men to devote the time required to high-level posts.

Improving women's economic status

The economic situation in Nauru has been difficult for both men and women since the decline of the phosphate mining industry that was the main source of revenue for landowners. There are limited sources of employment, no banks on the island and very few financial services for women who wish to become entrepreneurs. As a consequence, women have little knowledge of how to successfully generate income or start, run and manage a business.

The National Women's Policy also identifies sexual harassment and discrimination in the workplace, lack of pay equity and limited social services as barriers to women's economic participation, as well as to their advancement into leadership positions.

Women have identified lack of economic opportunities as a constraint to effectively supporting their families. This in turn creates an ongoing cycle of dependency and apathy. Impacts include a rise in gambling, increasing truancy among children and high rates of teen pregnancy. Parents who have themselves dropped out of school don't see value in sending children to school since there are few employment opportunities. This creates a cycle of non-attendance and perpetuates a general decrease in social cohesion and community oriented values.

There are few market opportunities for women and those that exist tend to be under-used. Handicraft and agricultural activities are limited and most agriculture — raising pigs and chickens for eggs — is for home use.

Improving women's health and education

Nauru has a high rate of non-communicable diseases, high incidence of sexually transmitted infections and the second highest adolescent fertility rate in the Pacific after Marshall Islands². The total fertility rate is high at 4.3 (2011 Population and Housing Census) and there is a lack of knowledge about sexual

² Adolescent fertility rate is 81, which means that 81 of every 100 births is to a woman aged 15–19 years.

and reproductive health issues, including birth control among adolescents and prevention of sexually transmitted infections among the general population.

There is a staff shortage in the health system and this impedes delivery of health services and health promotion campaigns, making it more difficult for women of all ages to be proactive about their health.

Due to the collapse of the Nauru economy, geographic isolation and social problems such as alcoholism, violence against women and high levels of disability related to non-communicable diseases, there are also serious mental health concerns for Nauruan women.

In the education system there do not appear to be significant gender disparities when measured by enrolment and completion rates. Within the education system the only areas where boys and girls are segregated is in sports and for sex education classes.

Girls who get pregnant are not required to leave school; however, there may be family and community pressure for them to do so. In addition, low expectations of what they can achieve in the Nauru society and economy may also undermine their motivation to continue attending school while they are pregnant and after they have given birth.

According to the Secretary for Education, gender discrimination becomes clear only once students move into work experience and formal employment. There seems to be a preference for employers to want young men and women to fill traditional gender roles in employment. Because women have traditionally been in lower paid clerical and service oriented jobs while men have held either more profession or technical positions, stereotyping and streaming in the workplace is linked to an imbalance of earning power.

SUMMARY OF FINDINGS

1. National women's machinery

This section describes the current organisation of the national government department responsible for the promotion of gender equality.

a. Policy framework and structure of national women's machinery

Government commitment to gender equality

The government acceded to the Convention on Elimination of All Forms of Discrimination against Women (CEDAW) in June 2011. Since becoming a signatory, Nauru has started a review of domestic laws including the Criminal Code.

Nauru is measuring progress towards the MDGs but the country is hampered by the quality and availability of data as well as by socio-economic factors such as the high truancy rate in schools and lack of economic opportunities overall.

Nauru is also party to regional gender equality agreements signed by Pacific Island Forum leaders and economic ministers but, as with measurement of

progress on MDGs, there are data limitations which make it difficult to track progress.

The National Sustainable Development Plan includes a goal related to gender equality — ‘A just society that recognizes and respects the rights of women and promotes equal opportunity’. This goal establishes the context from which ministries or departments can incorporate gender issues into their strategic and operational planning. Key performance indicators related to the gender equality goal demonstrate an understanding that gender issues are relevant across a range of ministries’ mandates:

- Proportion of CEDAW related programmes established and mainstreamed in all Government of Nauru plans, policies, strategies and programmes
- Proportion of women in parliament
- Proportion of women in leadership in positions in government, government boards and the private sector
- Proportion of women in paid employment
- Per cent share of average household income contributed by women
- Proportion of community projects/programmes managed and implemented by women’s groups, NGOs and civil society.

Government policy

The 2014 National Women’s Policy complements the National Plan of Action, which until now has provided direction to the work of the Department for Women’s Affairs. The two documents provide analysis of gender inequality and identify areas for women’s advancement and empowerment. To date, despite the NSDP direction and key performance areas, the intent that the whole of government needs to be responsible for mainstreaming gender equality has not been fully taken up. While only the Ministry for Home Affairs has any strategic planning commitments to women’s advancement or gender equality, there are some coordination initiatives related to ending violence against women.

The National Women’s Policy articulates six goals linked to the NSDP and which summarise the key gender inequality issues identified by the government:

- i. Heightened participation of women in decision-making and leadership in government, state owned enterprises, and at grassroots levels
- ii. The elimination of all forms of violence against women
- iii. Improved economic status of women, including workplace equality with men
- iv. Improved women’s health (including reproductive health and rights) services; improved and equitable access to health services by women
- v. Improved and equitable participation in all levels of education by girls and women
- vi. A strengthened national women’s machinery and improved capacity of government departments to mainstream gender equality programmes.

The National Plan of Action was originally linked to the Beijing Platform for Action and it has been revised over time. It has maintained a wide-ranging set of priority areas. These include addressing gender inequalities in health, education and training, decision-making, economic participation, media, environment, culture, agriculture and fisheries.

Budget support

The Women’s Affairs Department receives funds from the government’s recurrent budget (see Table 1) as well as support for management of the government-run safe house and special projects such as the Family Health and Safety Study. The increase in budget shown below is directly linked to increased funding for special projects. Relations with development partners are largely managed through the Ministry of Finance, Department of Planning and Aid Coordination. However, the Women’s Affairs Department still spends time managing and reporting on smaller ad hoc initiatives including consultations and workshops.

The government provides the department with limited office space and equipment comprised of two small offices, air conditioners, computers and printers. There are no meeting or conferencing facilities other than a covered outdoor patio area with wooden picnic tables. The department has two vehicles that are necessary for interaction with other government offices, visiting communities and the work of the women’s shelter.

Table 1. Budget information: Women’s Affairs Department

Women’s Affairs Department	2010–11	2011–12	2012–13	2013–14
AUD\$	42,224	44,329	80,264	89,035

Women’s Affairs Department mandate and structure

The Women’s Affairs Department has existed since 1997. Before that the Department of Foreign Affairs responded to international requests for information on Nauruan women and the Nauru National Council of Women was the only organisation advocating for women’s interests.

Currently the Women’s Affairs Department is within the Ministry of Home Affairs and represented by the same minister as the Ministry for Education.

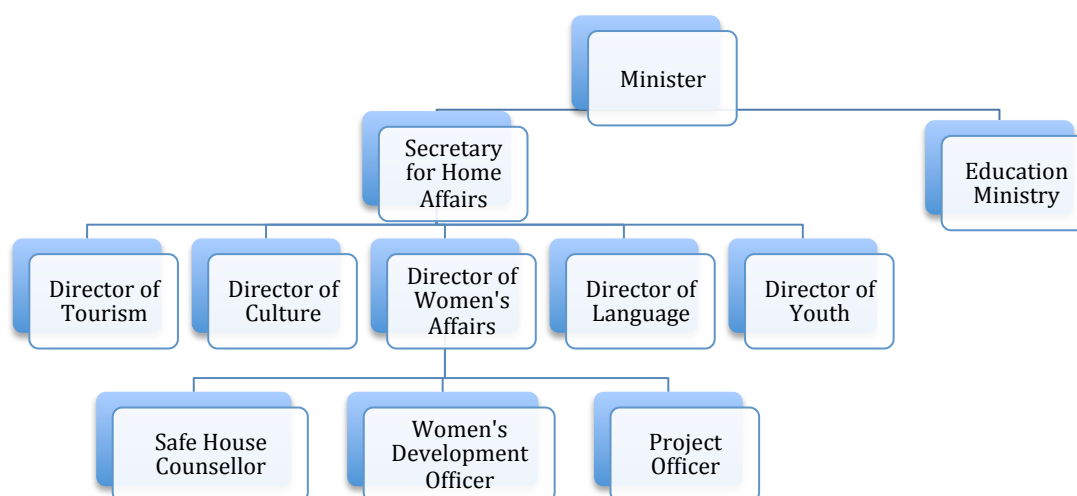


Figure 1: Women's Affairs Department Organisational Chart — Indicative only for Women's Affairs

As noted above, the National Action Plan for Women has, up to now, provided strategic direction for the Department for Women's Affairs. The plan is based on priorities identified during the Fourth World Conference for Women (Beijing 1995). It was reviewed in 2004 through a two-day national meeting of women and continues to be the primary direction for the department. The new National Women's Policy (2014) reinforces the action plan and increases the department's potential to leverage resources and political support from both government and donors.

The specific objectives of the department are to improve the quality of life for Nauruan women, strengthen umbrella organisations representing women's interests, facilitate training and capacity building for women in communities, support women's economic empowerment, assist communities to understand the importance of women's equitable participation in leadership and political decision-making and alignment with CEDAW.

The department has a director and five staff, one of whom is currently seconded to work with UNFPA on the Nauru Family Health and Safety Study. The Director for Women reports directly to the Secretary for Home Affairs and then, through the secretary, to the Minister for Home Affairs, Health and Education.

Other government machinery

During the stocktake a number of government ministries and offices, including Health, Education, Bureau of Statistics and the Nauru Media Bureau mentioned that they interact with the Women's Affairs Department either regularly or occasionally on programmes or specific initiatives. However, with the exception of the Police Domestic Violence Unit, there are no specific gender mainstreaming mechanisms in government and no gender focal points or positions with responsibility for regularly integrating gender analysis into other ministries' mandates.

Civil society and the private sector

There are a number of civil society organisations working with the Women's Affairs Department to promote gender equality and the advancement of women. The key groups working on gender equality include the Nauru National Women's Council, the Nauru Young Women's Council, the Domestic Violence Committee, the Association of Graduates from SPC's Community Education and Training Centre (CETC), and the Women's Entrepreneurial Nauru Association. In addition the department works with the Nauru Community Based Organisation, the Persons with Disabilities Organisation and networks of churchwomen and sports associations to both facilitate understanding of issues related to women's advancement and to support delivery of services in an equitable manner.

The community based organisations work closely with the Ministry of Commerce, Industry and Environment (CIE) and function in the place of local government. Because of their existing relationship with CIE and the Women's

Affairs Department, the community organisations have the potential to integrate gender equality issues into other areas of work and support mainstreaming. In addition these groups can support engagement of men in gender equality initiatives. Similarly the Nauru Persons with Disabilities Organisation works with the Ministry of Health and with both men and women with disabilities, which puts it in a good position to support mainstreaming.

All the above mentioned groups work with the department to implement specific initiatives and to support advocacy and awareness raising in conjunction with special events such as 16 Days of Activism Against Violence, the White Ribbon Campaign and International Women's Day.

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

This section looks more closely at the Women's Affairs Department in terms of what supports and constraints exist to enable it to mainstream gender equality in government.

Mandate

Currently the mandate of the Women's Affairs Department is oriented to empowering and advancing women's interests. Priority areas of work are articulated in relation to women's empowerment and ending violence against women.

The department has limited capacity and time to undertake and promote gender analysis and examination of the root causes of gender inequality. Consequently there is little effort in government to address the underlying dynamics of gendered power relations in Nauruan society.

The current emphasis on women supports the department's objectives to the extent that the small staff work on specific programming for women and their energy is more concentrated on fewer tasks. However, it is also a constraint because without analysing the context of society and the 'how and why' of women's lower status, and without specifically addressing the need for transformational change that involves both men and women, changes will be less efficient and less sustainable.

Taking a gender equality perspective could increase awareness about the benefits of equality, reduce resistance and levels of discomfort currently associated with the emphasis on women's issues, and more effectively engage both men and women in Nauru to reduce inequalities.

Location within government

At present the Women's Affairs Department and the Home Affairs Ministry, is housed in a separate geographic location from the main government offices, which makes it difficult for staff to regularly and informally interact and share information with colleagues in other ministries. It is also marginalised thematically from the core business of government by its location within the Ministry for Home Affairs. Positioning the department more centrally would facilitate more attention to the ways in which gender equality is relevant to the mandates of all ministries, and would demonstrate senior government commitment to changing gender relations that disadvantage women in economics, leadership, and decision-making.

Resources and capacity

The Women's Affairs Department has four staff members and a budget of approximately AUD \$80,264 (2012–13 and includes staff salaries) which is small in relation the scale of issues related to gender inequality and the empowerment and advancement of women. This in turn limits overall government effectiveness and the quality of development results.

As noted above, and as will be elaborated in the sections below, the department currently has informal and collaborative relationships with other ministries and departments including Health; Education; Statistics; Commerce, Industry and Environment; and Media. Limited budget and low staffing numbers constrain the Women's Affairs Department from comprehensive engagement across sectors. Increased engagement could potentially involve raising awareness and capacity building with other ministries that would support gender analysis and more gender responsive planning and programming across government.

At present the department staff work unpaid overtime hours to address the current workload and meet the requirements of visiting missions. This situation risks burning out staff and undermining the work of the department over the medium to long term. One strategy that the department has used to ensure wider implementation of programmes is active engagement with civil society. There is scope to continue and formalise some of these arrangements to support mainstreaming — especially where groups also work with other ministries on thematic issues.

Technical capacity

The overall technical capacity of staff in the Women's Affairs Department is limited. Staff have had little formal training in gender analysis and planning and all have had to develop their understanding of gender equality and women's issues on the job. The extent and sources of training have varied and been primarily through short courses lasting from two weeks to three months.

One staff person has completed two years of tertiary training. For other staff, development partners have sponsored courses and training opportunities linked to ending violence against women and provision of counselling services. There has been no government sponsorship of staff training which demonstrates limited government commitment to building human resource capacity for gender equality.

Two of the four people have backgrounds in media, which supports the awareness-raising work of the department. However the workload and related time constraints of staff limit their ability to take advantage of available media and broadcasting facilitates in the government's Media Bureau.

Reporting mechanisms

The Director of Women's Affairs is required to report regularly on annual operating plan expenditures. The department develops the annual operating plan and then monthly expenditure reports are submitted through the Secretary of Home Affairs to the Chief Secretary.

Either the Department for Planning and Aid Coordination or donors themselves develop reports on donor supported initiatives. The exception to this is reporting

on ad hoc initiatives such as consultations and workshops held by development partners; in these situations the Women's Affairs Department reports on minor financial costs such as catering and venue rental. There are pros and cons to the centralised reporting model. On the positive side it reduces the time department staff spend on reporting, but negatively it means that there is potential for loss of knowledge, data and lessons learned.

Reporting within the Women's Affairs Department is relatively ad hoc. This has until now been effective given the small staff size and the fact that most staff have worked together for a considerable length of time — the newest staff person has been in the department for four years and two staff members have been in place for more than 15 years.

Sex-disaggregated data

The fact that most substantive reporting on development funds is done outside the Women's Affairs Department means that data collection and analysis is not part of the regular work of staff.

On the topic of ending violence against women, the women's shelter does collect data on cases but they have not been fully analysed. The UNFPA led Family Health and Safety Study, in its early stages at the time of the stocktake, has the potential to provide a wealth of data and analysis that can be 'owned' by the department and used as evidence to leverage changes in policies and attitudes about violence against women. However, the success of the initiative is dependent on the participation of Nauruan women.

The other priority focus areas for the department — women in political decision-making and increasing women's economic participation, and improved results for women's health and education — have data sources that originate outside the department. Related to increased evidence on gender equality in economic participation, the Household Income and Expenditure Survey will provide valuable data; however, the department may need additional technical resources to analyse the data and translate them into advocacy and policy messages.

Collaboration with Ministries of Health and Education will be required to extract and analyse data on women's and girls' health status relative to that of men and boys.

The role of civil society

The small size of the Nauru population and the fact that the country is a single island have influenced the ways in which the Women's Affairs Department interacts with civil society.

Civil society organisations operate with relatively informal standards. Because most people know or know of each other, initiatives can be conducted with ad hoc or intermittent participation. This is a challenge for the Women's Affairs Department in so much as they cannot count on regular and sustained commitment from civil society groups. This is because individuals involved may be 'wearing many hats' and spread their time between a range of interests and social causes. Civil society groups also face challenges to communicate and advocate with government. CSOs do not necessarily have skills to influence decision-makers on key issues and during stocktake consultations CSO

representatives noted that decision-makers do not always have the skills to integrate bottom-up feedback into policy, planning and government programmes.

At the same time, because most people know each other they can rally support when needed for specific events or advocacy on a particular topic at a particular time. The department has noted that it has a good relationship with a number of civil society groups and can potentially involve them in gender mainstreaming work. The department also screens applicants and proposals for development support from these groups and consequently has an influence on how and where capacity is developed among the general membership of civil society groups.

The role of development partners

Regional and multi-lateral development partners have had a key role in supporting Nauruan women to develop capacity and reinvest their skills and knowledge into their communities — particularly through funding them to attend the Community Education and Training Center (CETC). In this way donors have indirectly supported the Women’s Affairs Department by creating a pool of women who understand specific issues and who have skills to support women’s development within their own communities.

Development partners also directly support the Women’s Affairs Department through funding to ending violence against women, training in counselling and service provision and in capacity development on gender issues targeted to other government ministries. In the past, development partners have funded one staff person from the Ministry of Finance to attend a gender budgeting course and they have supported development of the Police Domestic Violence Unit. In addition donor support has facilitated the drafting of the Nauru Women’s Policy and a number of small programmes and workshops related to women’s economic empowerment and women in leadership.

Despite support to the Ministry of Finance and the police there has as yet not been significant support for gender mainstreaming across the whole of government. This is despite the fact that statements in the National Sustainable Development Plan indicate it is required to enable successful development.

2. Enabling environment overview

This overview of Nauru’s enabling environment for gender mainstreaming looks at the factors required to successfully integrate gender equality considerations into the work of government. An explanation of these categories has been provided above in Box 1 and definitions are restated at the beginning of each section below. Of the factors that enable gender mainstreaming, political will and organisational culture are less tangible and more difficult to measure but they can have significant influence on how government staff behave, make decisions and whether they are aware and supportive of gender mainstreaming. Other factors that contribute to the enabling environment — including legal frameworks, technical capacity, financial resources and accountability mechanisms — are more concrete, but understanding of those issues varies depending on individuals’ backgrounds and positions in government. However, for these latter factors, defined targets can be set and tracked to measure

progress towards international norms and standards. Each of the enabling environment factors cut across and influence the others and shape the way a government approaches their duty to fulfill women's and men's human rights and thereby promote gender equality. The sections below look first at the perceptual issues related to political will and organisational culture and then at the more tangible aspects of Nauru's enabling environment for gender mainstreaming.

It should be noted that due to the small size of the country, a limited number of interviews were conducted on the key issues discussed below. The information was supplemented through focused interviews with ministries that have mandates with specific responsibilities related to the enabling environment for gender mainstreaming. The discussion below represents the combined feedback from these two types of discussions.

Other factors also influence the enabling environment for gender equality in Nauru. These include the recent fluctuations in economic stability, the current vulnerability of much of the population to poverty, the high prevalence of non-communicable diseases and associated disability, and a prevailing low level of technical capacity in government. All of these factors undermine the ability of government to focus beyond what is perceived to be 'core business'. Consequently introducing government-wide emphasis on gender equality will require strong rationales, strategic planning and dedicated staff in senior posts across government who are willing to advocate for change on this level.

a. Perceptions about political will

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

Perceived level of political will for gender mainstreaming among government respondents:

High/Medium High - 0 %

Medium/Medium Low - 100%

Low - 0%

Of those informants responding to the question 'how would you describe the level of political will for gender mainstreaming in Nauru' all indicated that the level of political will for gender equality in Nauru was medium. Some individuals noted that the rhetoric for gender equality and women's human rights, and Nauru's signing of CEDAW, indicate a higher level of commitment but that this is not demonstrated through government actions.

It was noted that while issues of women's human rights are prioritised in CEDAW, there is a need to raise awareness about those rights across ministries; this will be a first step to rationalise change. Informants also pointed out that staff require technical capacity development so that they can analyse the realities of Nauruan society in the context of gender, and then identify the most

appropriate ways to integrate those issues into gender responsive plans and programmes.

At present while government has demonstrated political will by signing onto international commitments, establishing a women's affairs portfolio and allocating funds to the Women's Affairs Department, they have not committed to allocate the funds, time and human resources to ensure change is facilitated across the whole of government.

b. Perceptions about organisational culture of government

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

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

High/Medium High - 0 %
Medium/Medium Low - 100 %
Low - 0 %

A

number of informants noted that there is a lack of direction on gender mainstreaming from central government to ministries. Where there is emphasis on gender issues it seems to be initiated by donors and development partners and linked to programming or a specific project. A few of these initiatives are also collecting some programme-related sex-disaggregated data but these are not necessarily shared with the Women's Affairs Department.

On a day-to-day basis gender equality is not a common discussion point within most ministries, nor is it on the agenda of many high-level meetings or staff meetings. However, some ministries, Health and Education particularly, did note that gender is a discussion topic with donors. In the context of climate change, mitigation and adaptation strategies often include making sure that men and women are both aware of resource management issues, but work at this level is not yet widespread.

There has been some gender sensitisation on an ad hoc and informal basis by individuals sharing information and initiating discussions. There have also been male champions for gender equality — particularly in the context of ending violence against women — although their engagement is often not sustained.

The existence and perpetuation of gender stereotypes was noted as a constraint to integrating gender equality into people's thinking about how they do their work, as was the generally weak capacity for conceptual analysis and strategic planning.

As with stocktakes conducted in other Pacific Island countries, many of those interviewed associated positive organisational culture for gender with male/female staffing numbers in their offices. While this is one factor in the overall equation it is not definitive in itself. Policy direction about collecting and analysing sex-disaggregated information and attitudes towards women's and

men’s equal rights in the workplace and in the context of ministry and department mandates are equally important.

The table below provides only a sample to demonstrate staff balance issues. In the nine ministries that gave a response to the question on ‘What are the numbers of men and women in the top three levels of positions in your ministry?’ It shows that there are more men than women holding or acting at the highest secretary or equivalent level. At the second and third levels, which are also mainly managerial (as opposed to technical or fieldwork oriented posts) there is more balanced representation. Informants noted that the male and female balance in lower positions remains stereotyped. For example, primary teachers and nurses are mainly female while extension officers in agriculture, lands and fisheries are mainly male.

Table 2. Staffing balance in the nine ministries responding to this question

Post	Position or majority of positions filled by women	Balance staffing between men and women	Position or majority of positions filled by men
Highest post	Three positions		Six positions
Second highest level posts	Majority female in three ministries	Relatively balanced in two ministries	Majority male in four ministries
Third highest level posts	Majority female in two ministries	Relatively balanced in three ministries	Majority male in four ministries

Other human resource issues related to organisational culture include protocols for advertising, interviewing and hiring as well as the existence of workplace protections against sexual harassment. While Nauru does not have a sexual harassment policy or regulations in place, in advertisements for government posts women and men are encouraged to apply. Interview panels are not supposed to ask women about their pregnancy status or intention to have children but we were told that this does happen — which indicates a de facto bias against women in their reproductive roles.

Other organisational culture indicators include general knowledge about gender equality issues and comfort levels to discuss those issues in the context of mandates and national interests. Informants were aware that the NSDP includes references to gender equality but the majority did not articulate how this could be applicable to their own mandates. The majority of people participating in the stocktake indicated that they considered gender issues and equality to be the responsibility of the Ministry of Home Affairs and the Women’s Affairs Department in particular.

c. Legal and policy framework

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

Guiding international conventions and agreements

Nauru has signed international conventions, as well as global and regional agreements that require and/or guide governments to integrate gender into its work to ensure development results are achieved and that those results benefit all Nauruan citizens. This section provides an overview of the main agreements Nauru is party to, which include references to gender equality and the rights of women and girls.

Table 3. International conventions relevant to gender mainstreaming in Nauru

Commitment	Ratification/ signing date	Gender-related guidance on convention
Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)	Accession 2011	All articles related to gender equality and non-discrimination
Convention on the Rights of the Child	Accession 1993	Addresses gender equality directly and addresses issues of non-discrimination
ICPD	Endorsed 1994	Addresses women's and men's sexual and reproductive health and rights
Convention on the Rights of Persons with Disabilities	Accession 2012	The preamble and seven articles specify gender issues related to persons with disabilities
Convention on Biodiversity	Ratified 1993	Provides interpretation of gender issues, gender strategies and action plans related to the convention
Framework Convention on Climate Change	Ratification 1993 Protocol 2001	Provides interpretation of gender issues, gender strategies and action plans related to the convention
Convention on Desertification	Accession 1998	Convention body and UN organisations have produced fact sheets and guides on gender issues related to desertification

Millennium Development Goals

A lack of data makes it difficult to track a number of MDG indicators, but Nauru is off-track in relation to MDGs 1 (Poverty) and 7 (Environment). In relation to gender equality and health related MDGs there are mixed results.

In gender equality the data on educational parity are positive but do not include analysis of the high rates of truancy, nor do they factor in the implications of the high adolescent fertility rate. There is little available information on women's economic participation; and Nauru is off-track relative to women's political participation.

In health, missing data make it difficult to assess Nauru's actual status for MDGs 4 and 5. Child mortality (MDG 4 indicator) is quite high for a small population base although it is improving slightly. There are missing data on maternal deaths (MDG 5a) although antenatal care and deliveries in clinical settings are high. With regard to MDG 5b and universal access to contraception, contraception use is low, unmet need is high and adolescent fertility is the second highest in the region. The poor results under MDGs 4 and 5 are also indicative of low levels of

gender equality based on women's lack of control and decision-making about their own reproductive health and rights.

Regional agreements

There are a number of regional agreements on gender equality that Nauru has signed in recent years and which reflect regional commitment to international norms and standards for women's and girls' human rights. The regional agreements reinforce the relevance of gender issues for Pacific states such as Nauru and support analysis and action on Pacific development priorities in the context of gender issues. As presented in Appendix 2, in 2012 Pacific Islands Forum leaders made a comprehensive agreement to 'commit with renewed energy to implement the gender equality actions of:

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
- Millennium Development Goals (MDGs)
- Revised Pacific Platform for Action on Advancement of Women and Gender Equality (2005 to 2015)
- Pacific Plan
- 42nd Pacific Island Forum commitment to increase the representation of women in legislatures and decision-making
- 40th Pacific Island Forum commitment to eradicate sexual and gender based violence.³

Constitution and legal framework

The constitution includes a statement on non-discrimination on the basis of sex and has been amended to address the right to maternity leave. However, it is not clear how this is enforced in the private sector. It should also be noted that there is no provision for gender balance to support fathers in taking parental leave and spending time to bond with their infants. In addition, since ratification of CEDAW in 2012, the government has committed itself to reviewing legislation to remove discrimination against women and to revising the criminal code to provide improved justice for victims of gender-based crimes.

In discussions during stocktake interviews gender inequality in citizenship law and rights to land were noted, but no other specific areas of law were identified as discriminatory. There was mention, however, of de facto discrimination against women and girls including gaps in law enforcement and within the justice system — particularly related to physical and sexual violence against women and girls. This was linked to stereotypes, social stigma, ingrained patterns of discrimination within the household and in communities, and a pattern of impunity for perpetrators.

As noted above in the overview of the national women's machinery, the National Sustainable Development Plan draws direction on women's rights from the constitutional and legal framework of Nauru and establishes the context within which gender equality should be addressed across the whole of government. The

³ <http://www.pina.com.fj/?p=pacnews&m=read&o=4535371750416152240ff11f10ecf5>

new National Women's Policy is aligned with and provides specific focus and emphasis for priorities and implementation.

d. Technical capacity

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 programmes

How would you describe the technical ability of your staff to do gender mainstreaming?

High/Medium High - 0 %

Medium/Medium Low - 80 %

Low - 20 %

Technical capacity to undertake gender mainstreaming was reported to be medium by most of those participating in the stocktake. However, there was little evidence to demonstrate this level of skill. With the exception of the Ministry of Home Affairs no ministries have gender focal points and only one person in another ministry was known to have any gender-related training.

Within the Ministries of Health and Education there are a number of gender issues that are tracked through MDG and UNESCO indicators and the senior people interviewed were very articulate on gender. In Education it was noted that the process of addressing their mandate and tracking indicators has created awareness of gender issues and has also developed some 'instinctual' capacity to promote and support a balance of rights between girls and boys. However, even with this 'on-the-job' expertise capacity was assessed as medium.

In the health sector gender mainstreaming capacity was considered to be low. Training for medical professionals does not include attention to gender issues nor to the power relations related to gender and health. For example, front line service providers do not receive specific training on violence against women and do not yet have specific protocols for dealing with sexual and physical aspects of those crimes.

Informants in other ministries reporting a medium level of technical capacity for gender mainstreaming did not cite specific examples of how this capacity is used or demonstrated. Many noted that the Ministry for Home Affairs needed to give them direction and training.

The Ministry of Commerce, Industry and Environment identified that they are expecting formation of a 'Women in Agriculture' Unit. However, there was no further information available about the priorities or objectives of the unit. The Women's Affairs Department also referenced this development as the only example where gender issues were being explicitly integrated into another ministry's mandate.

Improving technical capacity for gender mainstreaming is complex and requires simultaneous interventions related to improved data,

development of specific accountability mechanisms, targeted financing and increased technical capacity. When asked about the most appropriate and effective means to develop capacity, the majority of informants identified the need to do training and awareness building in the context of each ministry's work. The importance of ongoing mentoring and coaching were mentioned along with the benefits for some people to attend more in-depth and specialised training. Some of those interviewed identified a need to deliver training in modules so there is a step-by-step applied learning process and integration of new skills into each person's area of work.

e. Adequacy of financing for gender mainstreaming

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

Are government and development partners financing gender equality adequately?

Yes - 50 %

No - 50 %

There was mixed and very limited response to the question on whether the government is allocating adequate budget to integrate gender into its work across all ministries. Informants noted that they did not know what the budget figures were between ministries and therefore their responses were based on impressions rather than financial data.

Those informants who felt the majority of responsibility for mainstreaming rests with the Women's Affairs Department indicated that financing was adequate, based on the fact the department exists and has dedicated staff. Those who expressed an understanding that their own ministries should incorporate gender into planning and programmes identified a lack of funds and some lack of capacity to do this.

It was also noted that currently most allocations for gender mainstreaming outside of the Women's Affairs Department are linked to donor initiatives, for example, in health, education, climate change and ending violence against women. In some cases these are components of programmes related to collecting data or engaging men and women in communities on a specific topic. In other cases the allocations are linked to sponsoring staff to attend general trainings or workshops that may have a session or presentation that includes gender issues.

f. Accountability mechanisms

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 gender equality related results

Gender focal point in ministry?

Yes - 0%

No - 100%

Accountability for integrating direction from the NSDP into ministry mandates rests with individual ministries. The Planning and Aid Coordination Department screens proposals to ensure they are in alignment with NSDP but doesn't have process for monitoring gaps — for example, to assess when proposals omit relevant gender issues. National planning templates do not include questions about how programmes address social or gender impacts. Currently the only national level reporting on gender issues is linked to MDG indicators and to UNESCO Education for All indicators in education.

As noted above, there are no gender focal points within ministries. The Ministry of Health was the only ministry — with the exception of Home Affairs — that said some job descriptions include responsibilities for gender equality. These are primarily donor-funded positions, but the secretary and some directors also have statements on gender issues in their terms of reference. However, there are no related performance indicators and no specific or detailed responsibilities linked to these statements.

The Women's Affairs Department Annual Operating Plan is the most detailed accountability framework for government work on gender equality. It is also the only accountability mechanism that involves a regular reporting schedule to senior government. Data to support reporting are a challenge. The Women's Affairs Department is striving to collect baseline information on violence against women — one of their main areas of responsibility — through the Family Health and Safety Study. In addition, if baseline data can be collected and collated, the National Women's Policy can be monitored for progress on women's empowerment.

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

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

a. Supports

The constitution of Nauru provides a basis for non-discrimination and sound governance with a respect for human rights. The ratification of key international conventions such as CEDAW, and endorsement of agreements such as the International Conference on Population and Development, Education for All and the MDGs provide specific guidance to the government including on baseline data collection related to gender equality. Also, following ratification of CEDAW,

the commitment of government to undertake legislative review to ensure no laws discriminate against women is promising.

The NDSP statements and guidance on gender equality and rights provide specific opportunity for all ministries to address gender equality in their work and integrate gender responsive objectives into their annual operating plans. This is critical to promote responsibility and accountability across government and ensure that men and women benefit equally from development.

The commitment of development partners to promote gender equality as a key aspect of development success is a driving force for gender equality in Nauru. Linked to this and to the above point about Nauru's international commitments to equality and rights, there are entry points in health, education and environment where gender responsive policy and programming can be started. These can be used as the basis for good practice examples to demonstrate the positive impacts of gender equality.

The dedication, experience and interest of the staff in the Women's Affairs Department is an asset for gender mainstreaming. Department staff can become catalysts to support colleagues across government to undertake their own gender equality initiatives.

Expressed interest of some staff across government is also an important support to gender mainstreaming. These staff are assets for any gender mainstreaming initiative and can be supported to become leaders and champions for colleagues in their respective ministries and sectors.

b. Constraints

There is currently no clear policy level guidance to support a 'whole of government' approach to gender mainstreaming in Nauru. The NSDP sets out high-level objectives and performance indicators but guidance and responsibility for gender mainstreaming processes and mechanisms are not delegated equitably across government. Without clear direction and assigned roles for all ministries there is a risk that the Women's Affairs Department will continue to be seen as the only government office with responsibility for implementing gender mainstreaming.

The lack of conceptual and technical understanding about what gender mainstreaming is, and how it is relevant to both men and women, is a serious barrier to development success across government as a whole, as well as within ministries and sectors. Most people expressed that gender is commonly perceived to be 'about women' and they did not seem to envision men being engaged to promote gender equality. Without engagement of both men and women, power dynamics that maintain women in an unequal position will not be changed.

Technical ability to understand and analyse gender issues is required across government and creates a starting point for gender responsive planning and programming. The stocktake interviews indicated that people perceive a moderate level of capacity for gender mainstreaming, but they could not cite significant evidence to support those perceptions. There may therefore be a lack of conceptual understanding about what gender mainstreaming requires in

terms of skills, time and financial support. A critical mass of staff with this understanding can initiate change, generate evidence and demonstrate results.

Lack of data on relations between men and women in the context of each ministry's work makes it very difficult to analyse development issues and measure change. Data collection systems need to systematically require sex- and age-disaggregated information and incorporate formulas that support gender analysis. Being able to use data to tell a story about how men and women contribute to and benefit from development initiatives is a first step in gender mainstreaming.

There are limited accountability mechanisms that support gender mainstreaming in Nauru, although incorporating questions on gender and social impacts into the annual operational plans and the Department of Planning's assessment frameworks would be a logical starting point. Accountability mechanisms for gender mainstreaming must be incorporated into existing, robust accountability processes in order to ensure sustainable integration of data and analysis on men's and women's contributions to and experiences of development.

Stereotypes and entrenched attitudes about women's and men's roles in their professional and private lives were mentioned repeatedly during the stocktake interviews and discussions. There are few opportunities for young men and women to break out of these molds and the economic and social context of Nauru reinforces these barriers. In theory there are no restrictions on what women and men can do and be, but social stigma, levels of adolescent fertility and lack of economic opportunity contribute to maintain the status quo.

c. Additional factors impacting enabling environment for gender mainstreaming in Nauru

The small size of the country is both a support and constraint to gender mainstreaming. It is conducive to information sharing and promotion of messages about gender equality and mainstreaming within government. At the same time it perpetuates weaknesses in data collection, reporting and documentation as there are assumptions that people will automatically be aware of information by virtue of the small size of government and the population in general.

Nauru's geographic isolation and recent economic history have resulted in outmigration of talented people, exploitation of the environment beyond the limits of sustainability and increased poverty. The establishment of the Australian Regional Processing Center for asylum seekers has provided revenue to government but not without associated negative social and economic costs to Nauruan communities. Staff are leaving government posts to work in better paid menial employment at the processing centre and this undermines the provision of health and education services. Government is consequently increasingly reliant on a relatively large percentage of expatriate staff from within the region.

Outmigration and disability related to non-communicable diseases also reduce the available pool of qualified personnel. Replenishment of the human resource base is further undermined by the high rate of truancy in the education system which means children are not attaining required competencies to apply for

government posts. Each of these occurrences has contributed to social instability and weakened government's ability to provide effective services.

4. Summary of preliminary findings and recommended strategic approaches for gender mainstreaming

The Stocktake on Gender Mainstreaming Capacity in Nauru identified a number of preliminary findings, which are detailed in the sections above. These are related to the enabling environment for gender mainstreaming and are as follows:

- There is a need for a comprehensive review of legislation and the Criminal Code to ensure non-discrimination and improved justice for victims of gender based crimes.
- There are weaknesses and gaps in accountability for gender equality across the whole of government. While the NSDP directs government to promote women's rights and gender equality, there are no processes in place to ensure that this happens.
- Work on gender mainstreaming is not well understood and many people seem to equate gender equality with an issue solely related to women. The Women's Affairs Department is seen to be the only arm of government responsible for working on gender equality. There is a need for increased conceptual and technical awareness about gender mainstreaming and how it relates to the advancement of women.
- Collection and analysis of sex-disaggregated data is currently limited. Lack of data undermines strategic planning and programming and negatively impacts monitoring and accountability. There is a need to use data in advocacy to tell a story about how women and men contribute to and benefit from the development process.
- Gender analysis, planning and programming capacity is not fully developed and not well applied in Nauru. There is a need to enhance capacity across government and in the context of each ministry's mandate.

Taking action on the above findings will require demonstrated political will on the part of politicians and government staff. It will also require dedicated funding to support each stage of mainstreaming.

a. Political will and organisational culture

Increasing political will and organisational culture that is supportive of gender mainstreaming requires both awareness and action. As a starting point, to build awareness the Women's Affairs Department and development partners can:

- work with the Minister for Home Affairs to provide presentations on gender equality and development effectiveness to parliamentarians and senior government officials. As part of this effort the department can articulate and clarify differences and links between issues of gender equality and women's empowerment
- work with selected ministries — starting with CIE, Planning, the Department of Human Resources and Labour — to create advocacy

material on gender equality in the context of ministry and departmental mandates.

b. Legal and constitutional frameworks

Ensuring that legal frameworks entrench non-discrimination is a starting point and pre-requisite to the government fulfilling its human rights obligations to Nauruan men and women.

- Ministry of Justice and regional organisations can support legislative review in relation to CEDAW, review and improvement of the Criminal Code and revision of discriminatory legislation.

c. Technical capacity

Developing technical capacity across government will be a pre-requisite to gender mainstreaming. This can be done through central government implementation of improved accountability mechanisms (see recommendations below) as well as on a ministry-by-ministry basis. For example:

- Ministry of Education can work with development partners, teacher training providers and political decision-makers to integrate gender equality into teacher training to ensure there is technical capacity to analyse and address gender inequality within the school system
- Ministry of Education can also work with development partners to develop clear statements of principles for gender equality in education with associated indicators and monitoring mechanisms
- Ministry of Health can work with front line service providers to ensure they have the awareness and skills to confidentially address the needs of specific 'at risk' client groups such as women and children who are victims of sexual and physical violence and women with disabilities
- Ministry of Health can support gender responsive health promotion programmes — including training for staff — to provide health promotion and family planning campaigns oriented to the different needs of women and men
- Ministry of CIE can work with development partners to develop protocols for collection of consistent and high quality sex-disaggregated information to inform more gender responsive planning for climate change, agriculture, and business development
- Ministry of Health and Ministry of CIE can liaise with CSOs that are also interested in gender equality — for example, the community based organisations and the Nauru Persons with Disabilities Organisation, to support thematic gender mainstreaming
- Bureau of Statistics can work with SPC to develop gender specific indicators and analysis guidelines linked to improved data collection across all ministries.

d. Financing

Financing for gender equality requires clear priorities based on an understanding of the costs of gender inequality and the positive effects of equality. This type of analysis can be built on observation of results and

experiences of other countries, as well as on national experience. As a first step, government can:

- invest in targeted and coordinated support to the Home Affairs Department, Department for Human Resources, Department of Planning and Aid Coordination and the Bureau of Statistics to enhance strategic capacity for gender mainstreaming across government.

e. Accountability mechanisms

Work within central government ministries to create senior level accountability mechanisms for gender mainstreaming across government is required. This includes:

- Department for Planning and Aid Coordination can work with development partners to integrate gender analysis into Annual Operational Plans
- Department of Human Resources and Labour to integrate gender mainstreaming responsibilities into the terms of reference for all ministry secretaries and their deputies.

APPENDIX 1

Ministries and organisations consulted

	Name	M/F	Position
Government			
DFAT	Marceau Detuamo	M	Director for Trade
Media Bureau	Ms Sharain Hiram	F	Acting Director Media Bureau
	Kaelyn Dekarube	F	Assist Director Media Bureau
Commerce Industry and Environment	Salodina Thoma	F	Director of Agriculture
	Reagan Moses	M	Climate change officer
	Claudette Wharton	F	Project officer GCCA PSIS
	Liluv Hsimeuera	F	Adaptation officer
	Jaden Agir	M	Water Unit
	Albert Teimitsi	M	National Ozone Officer
	Calistus Cain	M	Commerce and Business
	Erana Aliklik CIE	F	NBSAP
	Haseldan Buraunan	M	Water resource mgt
Health	Seta Vatucewaqa	M	Acting Secretary and Director of Public Health
Finance	Abigail Limen	F	Director Financial Reporting
Education	Maria Gaiyabu	F	Secretary for Education
Statistics	Lindsay Thoma	M	Bureau of Statistics
Planning and Aid Management	John Limen	M	Director for Planning
	Samuel Grundler	M	Director for Aid Management
Home Affairs	Mary Tebouwa	F	Secretary Home Affairs
	Pansy Starr	F	Language Bureau
	Richie Halstead	M	Tourism
	Joy Heine	F	Women's Affairs
	Tara	F	Women's Affairs
	Marjorie	F	Women's Affairs
	Victoria	F	Women's Affairs
Lands	Peniasi Nakuautoga	M	Director of Lands
	Fabian Ribauw	M	Director Lands and Survey
	Wes Tsitsi	M	Manager Field Office
Justice	Wilisoni Kurisaquila	M	Deputy Public Prosecutor
Civil Society			
Nauru Community Based Organisation	David Dowiyogo	M	President
Nauru Persons with Disabilities Organisation	Wini Tsitsi	F	Office Manager
Development Partners			
UN-Women	Helga-Barra Bragadottir	F	Country Development Manager
Government of Australia	Tracy Newbury	F	Director, Pacific Women Shaping Development

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