

# **Delivery Strategy: Pacific Women Shaping Pacific Development**

## **2012-2022**

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## Executive summary

### Introduction

This Initiative – Pacific Women Shaping Pacific Development - aims to improve the opportunities for political, economic and social advancement of Pacific women.

The Delivery Strategy has been informed by an internal AusAID development process to produce a Concept Note, a range of commissioned background papers and evidence based reviews, consultations in six Pacific countries and extensive feedback and input from development partners, non-government organisations and other interest groups.

### Overview and problem analysis

There remains significant gender inequality across the Pacific, though the extent differs greatly in different contexts. Overall there are substantial barriers to women's equality, evident in current social norms, values and practices, influenced by the colonial past and the impact of 'modernisation'. There are political and power dimensions to gender inequality which intersect with current underlying beliefs. Lack of consistent and sufficient policy commitment and program investment by national governments and donors toward gender equity goals and support services for women has contributed to the poor status of women.

### Leadership/Decision Making

Women make up 18 per cent of parliamentarians in developing countries, but in the Pacific the proportion is just 3 per cent, which is the lowest in the world.

### Economic Empowerment

Men outnumber women in paid employment outside the agricultural sector by approximately two to one. The 2012 Economist Intelligence Unit's Women's Economic Opportunity Index places both the Solomon Islands and Papua New Guinea in the bottom five countries in the world (124 and 125 respectively out of 128).<sup>1</sup>

### Health

Pacific countries are generally making insufficient progress against their targets for MDG5 (improve maternal health), and by region Oceania ranks third worst behind Sub-Saharan Africa and Southern Asia. Over 60 per cent of Pacific women in four Pacific countries report physical and sexual abuse.

### Education

With the exception of Papua New Guinea, the region has achieved the benchmark for gender parity in education. However, several countries are below the developing country average for gender parity in primary (Tonga, Nauru and Vanuatu) and secondary (Niue and Solomon Islands) education. Solomon Islands and Vanuatu are also below the developing country average for gender parity in tertiary education. Quality of education remains a challenge for all countries.

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<sup>1</sup> Economic Intelligence Unit (2012). *Women's Economic Opportunity*, p. 9.

## Theory of change

The theory of change underpinning this Initiative is premised on:

1. The deep seated, entrenched and multi-faceted nature of gender inequality in the Pacific
2. The central importance of Pacific women and men, as individuals, groups and coalitions, driving indigenous change
3. The potential for Australia and other external partners to play a catalytic role in supporting Pacific actors to create positive changes towards gender equality.

The Initiative's theory of change is summarised in the top half of Diagram 1 (see below).

As an end point, gender inequality in the Pacific will have been addressed when Pacific women can fully, freely and safely participate in political, economic and social life. At this point, women's agency (the capacity to act and make free choices) will not be constrained by perceptions, or physical manifestations, of inequality, and women will be able to fully and effectively participate in processes that shape Pacific institutions from the household to national levels.

Reaching this ambition will take generations. However the change process will follow an evolutionary process where change will be uneven. The theory of change makes the case there are a range of interventions that if sensitively, strategically and consistently implemented will build the enabling environment and community knowledge, skills and opportunities for Pacific women to progress change.

Change requires both underlying and direct interventions. It can be unpredictable. **Underlying interventions in positive social change, women's advocacy, health and education** are necessary to buttress **direct interventions in the areas of women's decision making, economic opportunity and reducing violence**. In combination, the interaction of underlying and direct interventions will lead to an increase in women's agency, which will in turn increase the opportunity for Pacific women to participate more fully in social and economic life.

Intersecting all interventions is the understanding that changes in women's status and opportunities in the Pacific will involve the active engagement of both women and men in contesting and adapting gender roles and responsibilities.

The change process highlights:

- The high degree of interconnectedness within and between the various interventions
- Local variation in how interventions interact across the Pacific in line with local variation in the political and social context
- The need to address gender inequality at different levels and with different groups e.g. young women and men

- The potentially catalytic role donors can play in supporting gender equality in the Pacific through extra financing of local efforts, and improving the knowledge and evidence base for positive change.
- Although important, outside agencies cannot impose change; sustainable change will only be driven by indigenous agents, groups and coalitions.

### Program delivery

The lower half of the figure in Diagram 1 provides an overview of the proposed Australian program (or theory of action) that responds to the theory of change. This consists of the substantive interventions the program will support (purple boxes), and how the program will work (yellow boxes).

### Program Outcome

The proposed Australian program recognises the desired higher order development outcome is generational in nature. Hence a realistic, intermediate 10 year program outcome is:

*Targeted communities in the Pacific support women to have increased knowledge, skills and opportunities to enable them to participate in economic, social and political life.*

### Program Interventions and Phasing

The program will focus on seven key, substantive areas of intervention (key result areas).

1. Enhanced knowledge and evidence to inform policy and practice
2. Strengthened women's groups and coalitions
3. Positive changes in social norms, values, practices and attitudes towards gender equality and women's agency
4. Improved women's leadership and decision making opportunities
5. Increased economic opportunities for women
6. Reduced violence against women and expanded support services
7. Improved gender outcomes in education and health.

### Program Delivery

The program will support engagement with the Pacific Islands Forum and through existing bilateral arrangements to encourage leaders, governments and partners to implement a range of gender policy actions in their own legislatures, programs and budgets.

It is proposed to establish a regionally based management structure, notionally titled the Pacific Gender Equality Hub, with resourcing to enable planning, delivery and monitoring at the country level. There will be an outpost (or Spoke) of the Hub in Papua New Guinea in recognition of the level of need and population size. Management arrangements will reflect good gender equality practice.

Although managed at the regional level, the program will be planned, delivered and monitored at the country level. The program will be open to all countries in the Pacific with the allocation of

resources between and within countries being based on a number of criteria. These are set out below.

- Congruence with partner governments' development policies and plans
  - Need – based on numbers of people who will directly benefit and scale of gender disadvantage
- Capacity to make a difference:
  - Evidence of a critical mass of local champions and success in terms of existing local willingness/resources for change
  - Availability of implementation partners – ability for additional investments to build on current programs to achieve increased scale or provide complementary investment
  - Current scale and effectiveness – assessment of the context and local priorities, size and nature of AusAID and other donor programs, and government commitment.
  - Ability of interventions to address constraints in an integrated way – activities that demonstrate the interaction of decision making, economic empowerment and reducing violence.
  - Programs that show impact already – not programs that have been shown to show impact marginally.
- Ability to have a real and immediate impact on the lives of women, rather than primarily strengthening institutions.

Work is ongoing to develop a resource allocation formula to transparently allocate resources between countries. This would include an element of incentive or reward for country allocations within the program based on gender equality performance.

The program's resources would be programmed within each country via a joint, country level programming approach to develop county work programs. These processes would involve program staff from the hub, bilateral staff at Posts, government and civil society stakeholders, and key Development Partners. Engagement and monitoring of program support would be through the bilateral Partnerships for Development processes. The program will use a range of modalities, including co-financing, managing contractors and working with non-government organisations.

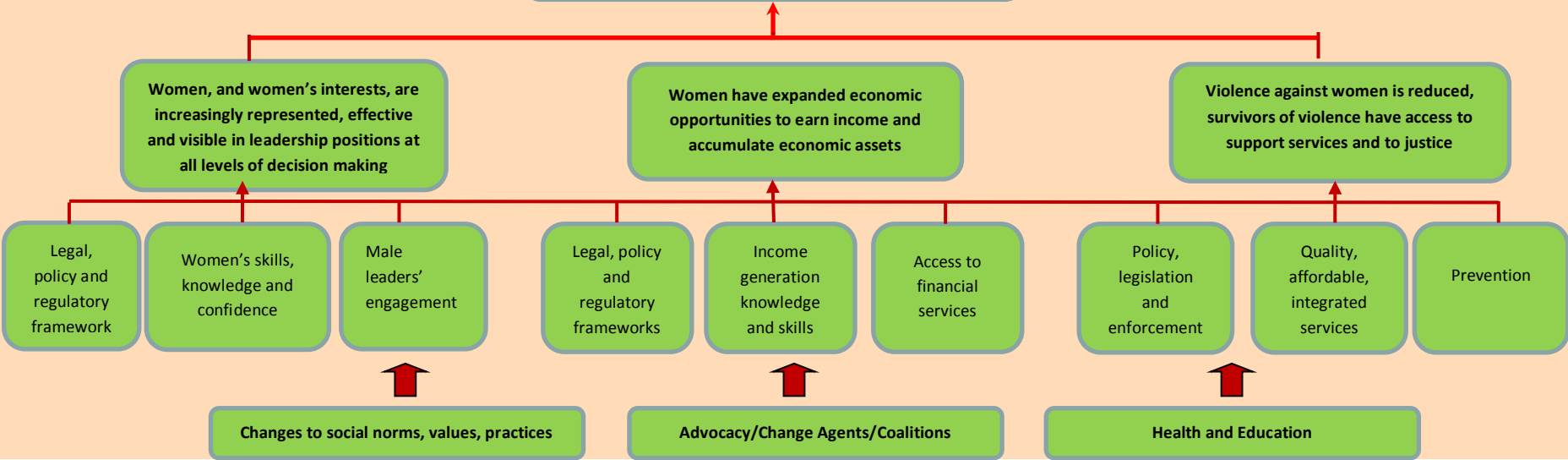
The program will be phased over a ten year period. It will take a 'venture capital' approach where a range of initiatives will be tested and successful ones taken to scale. An action research approach will inform the continuous improvement of the work and indicators will be developed collaboratively to ensure that a range of reporting requirements can be well met, along with developing an evidence base for the drivers of change.

The Delivery Strategy identifies possible activities to progress over the first two year phase along with the fact that this is a high risk initiative that needs careful management to ensure delivery of an ambitious, but worthwhile agenda.

Diagram 1

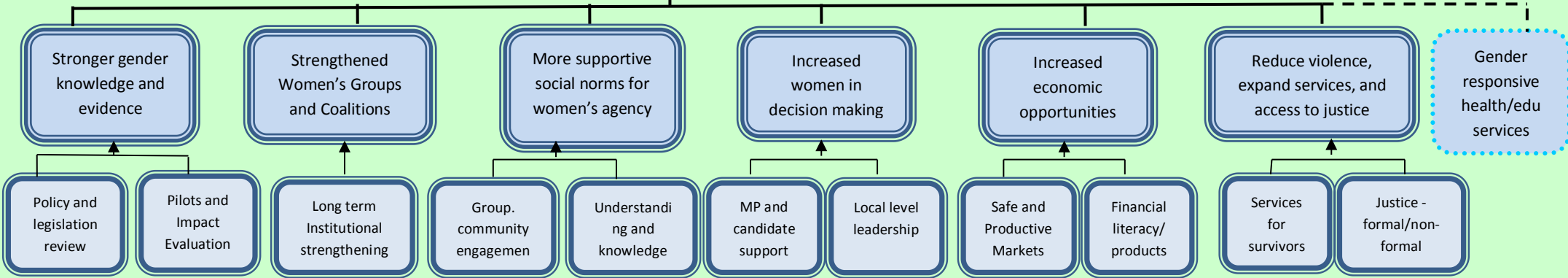
**Higher Development Outcomes**

**Women in the Pacific participate fully, freely and safely in political, economic and social life**



**Australia's areas of interest**

**Targeted communities in the Pacific support women to have increased knowledge, skills and opportunities to enable them to participate in political, economic and social life**



**How Australia will work**



## Section 1: Introduction

### Overall analysis

1. **This Delivery Strategy presents a new initiative in the Pacific to support country efforts to improve gender equality and the lives of women and their families.** The Delivery Strategy has been informed by an internal AusAID development process to produce a Concept Note, a range of commissioned background papers and evidence based reviews, consultations in six Pacific countries and extensive feedback and input from development partners, NGOs and other interest groups. (See Annex 1 for a list of groups consulted.)

2. **There is a strong rationale globally for investment towards gender equality.** Equality of women is a human right as articulated in the Convention of the Elimination of All Forms of Discrimination against Women (CEDAW). It is also a core development goal of the international community recognised in the Millennium Development Goals (MDGs). There is evidence that greater gender equality improves economic circumstances at country, local and household level. There is also evidence that increasing representation of women in decision making improves outcomes in health, education and other local services and in some cases, reduces corruption.<sup>2</sup> AusAID's own Gender Thematic Strategy clearly articulates the links between improved equality and improved development for all, as do a range of Pacific regional and national policies and plans.

3. **Sustained, good quality, targeted interventions that are well resourced can improve the lives of women and their families and decrease inequality.** Gender mainstreaming is important and will continue, but there is a clear case for extra investment in areas of persistent inequality where there are 'market failures' such as women's participation in decision making and leadership, economic empowerment of women and improving women's safety through reducing violence against women. It is essential to adopt an approach that impacts on a range of dimensions of inequality and discrimination, including legal frameworks, behavioural norms and attitudes about gender roles and access to services.

### Problem analysis

4. **There remains significant gender inequality across the Pacific, though the extent differs greatly in different contexts.** It is manifested in widespread gender-based violence, women's limited decision-making and leadership opportunities and women's lack of economic empowerment. These barriers to women's equality often translate into lack of opportunity to

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<sup>2</sup> Duflo, E. and P. Topalova (2004). "Unappreciated Service: Performance, Perceptions, and Women Leaders in India". Mimeo, MIT, p. 12.



make effective choices and to transform those choices into desired outcomes.<sup>3</sup> The root causes of the barriers can be found in social norms, values and practices, influenced by colonial histories, and a lack of awareness based on poor education systems.

#### Lack of evidence base for change

5. **Underlying some of the inertia in the progress of equality between women and men, lies a lack of data and evidence about what has helped improve equality.** A number of countries collect statistics but few have the capacity to systematically analyse and use it to inform development policy. Little is understood empirically about how the different strands of inequality interact with each other to form entrenched disadvantage and conversely, what the entry points are for support that can unwind these strictures over time.

#### Impact of current social norms, values and practices

6. **Although there are substantial barriers to women's equality evident in current traditions practiced today, there are many examples of cultural practices that previously protected women's interests.** In some cases, missionary cultures embedded new gender roles that removed women from their previous productive work, in gardens for example, to more limited roles within the house.<sup>4</sup> Colonial histories have therefore played a significant role in destabilizing some of the existing balances in traditional systems. There are ongoing examples of current external practices that continue to marginalize women from power. For instance, some private sector resource companies operating in matrilineal areas do not recognise women's land ownership and seek out men to make agreements on use of land, excluding women from their rightful place as keepers of the land.<sup>5</sup>

7. **There are political and power dimensions to gender inequality in the Pacific based on some of these current underlying beliefs, norms and practices.** Perceptions that women have lower status than men create an environment for legal and practical discrimination from the household to the national arena. In many cases, it is in the interests of men to maintain the power status quo.

#### Local coalitions for change are fundamental

8. **The Women's Movement is fundamental to driving improvements in equality globally.** The Women's Movement across the Pacific is affected by the same challenges that affect the economic environment in the Pacific including poor communications, lack of institutional capacity to network and organise and lack of enabling environments that support women's

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<sup>3</sup> World Bank (2012). *World Development Report 2012: Gender Equality and Development*. World Bank, Washington D.C. p. 48.

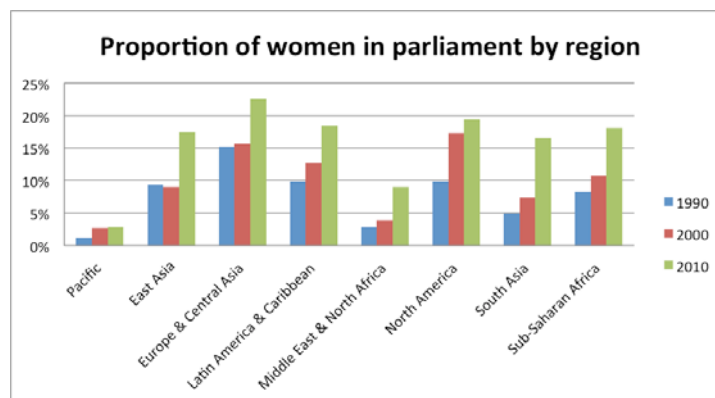
<sup>4</sup> Pollard, Alice, A. (2000). *Givers of Wisdom, Labourers without Gain: Essays on Women in Solomon Islands*, Institute of Pacific Studies, Suva, p. 42.

<sup>5</sup> Asker, S. (2009). *Research of Aspirations and Perceptions toward inclusive and sustainable natural resource management in the Solomon Islands*, Live & Learn Environmental Education and IWDA, pp. 39-40.

participation in structures outside family, clan and community, lack of transport systems to connect people easily and affordably, and lack of education supporting women’s equality. Despite this, there are strong advocates and coalitions for change that exist in each country, including young women advocates, who could benefit from increased resources and skills. Changes in social practices and institutions must be led by local women and men, as it has been in all countries of the world.

### Women’s participation in political leadership and decision making opportunities

Graph 1: Women’s Leadership by Region



9. **The current political and electoral systems favour men and cultural stereotypes often rank women lower than men in society.**<sup>6</sup>

Women make up 18 per cent of parliamentarians in developing countries, but in the Pacific the proportion is less than 3 per cent,<sup>7</sup> and of the seven countries in the world with no female

parliamentarians, four are from the Pacific. Also, as can be seen from Graph 1, in contrast to the rest of the world female representation in parliaments in the Pacific is stagnating.<sup>8</sup> There is also a significant under-representation of women in leadership and decision making at the sub-national level of government, as well as in leadership positions in statutory authorities and the private sector.

10. **Despite an increased commitment in the region for more effective parliaments<sup>9</sup> governance institutions and frameworks have not effectively given voice to the concerns of all citizens, particularly women, and the avenues for civil society engagement in decision making remain inadequate.**

Pacific Island countries show ineffective oversight by legislatures and poor record of ratification of international human rights instruments, resulting in limited implementation of international standards into domestic law, and largely absent legal frameworks and institutionalised mechanisms (such as national human rights institutions) for

<sup>6</sup> UNDP Pacific Centre & PIFS (2009). *Utilising Temporary Special Measures to Promote Gender Balance in Pacific Legislatures: A Guide to Options*, p. 43; International Parliamentary Union (2011), *Women in Parliament in 2011: The Year in Perspective*; UNDP (2012), *Support to Pacific Parliaments: Fast Facts*.

<sup>7</sup> Solomon Islands, Federated States of Micronesia (FSM), Nauru and Palau have no women in parliament, and only Kiribati and Samoa have more than one (with four and two respectively).

<sup>8</sup> Paxton, P., Green, J. and Hughes, M. (2008) *Women in Parliament, 1945–2003: Cross-National Dataset*, Inter-university Consortium for Political and Social Research, Ann Arbor, MI; World Bank (2012) *World Development Indicators*, Washington D.C..

<sup>9</sup> UNDP (2012). Unpublished manuscript.

human rights protection. Corruption continues to be a major challenge, while oversight and regulatory institutions, such as the Offices of Ombudsman and Auditor General, are often poorly resourced.<sup>10</sup>

11. **Even where there are clear mandates for women in decision making, there has been a lack of long term, well resourced and coordinated engagement with women and men at household, community or national level to support efforts to improve women’s participation in decision making.** In Papua New Guinea for instance, there is an Organic Law that mandates nominated women to sit on local and provincial budget and planning committees, yet these positions are often unfilled, or filled with political appointees who are expected to vote along male lines. There has been no sustained support for women’s voice in these fora, nor for coalitions between men and women representatives to advocate women’s interests.

12. **Over the last decade or more, Pacific Island countries have been taking some steps to strengthen national institutional capacity for the integration of gender and women’s human rights as critical cross-cutting issues in all aspects of development and governance.** A recent stock-take of six countries (Cook islands, Federated States of Micronesia, Papua New Guinea, Republic of Marshall Islands, Solomon Islands and Tonga) by the Secretariat of the Pacific Communities (SPC), reveals that some elements of an enabling environment for mainstreaming gender and women’s human rights are in place in these countries. For example, some of the key human rights instruments are ratified, many countries have national women/gender policies in place and national women’s machinery. However, a number of barriers exist: technical capacity in mainstreaming gender is overall weak; important gaps exist between international and regional commitments and national legislations; gender perspectives are rarely reflected in strategic government plans and programs; there are weak mechanisms and few guidelines to systematically mainstream gender; linkages between the national women’s machineries and the line and sectoral government institutions are very weak; and budget dedicated to addressing gender issues and implementing national gender policies is largely insufficient.

#### **Women’s participation in economic life**

13. **There is a significant and persistent gap between male and female participation in economic activity and labour markets.**<sup>11</sup> Across the Pacific, men outnumber women in paid employment outside the agricultural sector by approximately two to one. Cook Islands and Niue are the only countries where women account for more than 50 per cent of employment in the non-agricultural sector. In Melanesia, women occupy only a third of jobs within the formal

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<sup>10</sup> UNDP (2012). Unpublished manuscript.

<sup>11</sup> United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) (2007). “Improving Employment Opportunities in Pacific Island Developing Countries”, *Small Island Developing States Series, No. 1*, pp. 5-6, 18.

economy, and males typically earn 20 to 50 per cent more than women because they are working in jobs that attract higher salaries.<sup>12</sup> The 2012 Economist Intelligence Unit's Women's Economic Opportunity Index places both the Solomon Islands and Papua New Guinea in the bottom five countries in the world (124 and 125 respectively out of 128). The highest ranked Pacific island country – Fiji – is ranked only 81 and performs below the global average in every category and on most indicators.

**14. In most Pacific Island Countries, women's economic activity is primarily in the informal sector, as vendors of agricultural products and locally produced foods and handicrafts, or in micro-businesses associated with tourism.** Despite the important role women have in the informal sector, they are often not involved in local authority decision-making in the management of markets, and neither do they have control over land and other assets. Women need support through legislation and policies that protect their labour rights, enhance their ability to engage more effectively in the economy and increase household level income security.

**15. Research by mWomen shows women's access to mobile phones in the Pacific is a great deal less than men.**<sup>13</sup> According to this research commissioned in 2009, all Pacific Island countries had gender gaps in mobile phone access. For example, in Fiji the gender gap was 19%; Samoa 32%; Tonga 37%; Solomon Islands 35% and Papua New Guinea 24%.<sup>14</sup> This is another example of the economic disadvantage faced by women since access to such technology can improve economic productivity, along with better access to banking and other financial services.

**16. Estimates from the Asia-Pacific region suggest that the lost output resulting from restrictions on women's participation in labour markets is in the range of US\$42-47 billion per year.**<sup>15</sup> The World Bank estimates that the elimination of barriers that prevent women from participating more fully in certain sectors or occupations could increase labour productivity by as much as 25 per cent in some countries.<sup>16</sup> Increasing women's ability to own and mobilise assets and resources generates significant economic returns. The Food and Agriculture

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<sup>12</sup> AusAID (2012). *Women's Economic Empowerment in the Pacific: Gender Situation Analysis*, Australian Agency for International Development, Canberra.

<sup>13</sup> mWomen is a global partnership between the world-wide mobile phone industry and the international development community. mWomen (2011). Unpublished manuscript.

<sup>14</sup> mWomen (2011). Unpublished manuscript, pp. 91 – 110.

<sup>15</sup> United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) (2007). "Improving Employment Opportunities in Pacific Island Developing Countries", *Small Island Developing States Series, No. 1*, p. 18.

<sup>16</sup> Ibid.

Organization estimates that equalizing access to productive resources between men and women could increase agricultural output by 2.5 to 4 per cent.<sup>17</sup>

**17. A long tradition of national peace and stability characterizes many countries in the region but there is an increasing incidence of social and ethno-religious tensions and conflict and increasing crime and violence in some countries.** This has been associated with unequal distribution of benefits from economic and social development. For instance, unequal distribution of benefits from resource extraction and inadequate land management and tenure systems exacerbate tensions and affect women and men in different ways. For instance, as land is registered during the process of setting up extractive industries, women and girls are often losing what land rights they originally had customarily, since land is being registered in the names of men only and negotiations with companies are dominated by men, even in matrilineal areas.<sup>18</sup>

**18. Increasing unemployment due to the youth bulge in populations in many countries, combined with lack of job opportunities, has also led to pressures on land, conflict and migration to urban areas where alienated youth may have few opportunities to improve their lives.** Poverty is experienced differently by young women and young men in such circumstances, leading to different kinds of vulnerabilities, community costs and potential interventions.

#### **Women's experience of violence by intimate partners or family members**

**19. Violence against women prevalence surveys in Solomon Islands, Kiribati, Vanuatu and Tonga reveal the incidence is the worst in the world with over 60 per cent of women and girls having experienced violence at the hands of intimate partners or family members.** This violence is an abuse of women's human rights, leaving many women scarred for life physically and emotionally. Such violence traps women in abusive relationships, limits their ability to earn an income and enforces cultural norms that prejudice men's power over women's human rights. Prevalence studies have revealed the fact that most often violence is inflicted by men to reinforce cultural gender roles, for example, ensuring the dinner is on the table at the 'correct' time. Many countries do not yet have adequate domestic violence legislation. There are few services providing emergency accommodation and longer term support, and access to justice is difficult even in countries where there is basic legislation protecting survivors of violence.<sup>19</sup>

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<sup>17</sup> World Bank (2012). *World Development Report 2012: Gender Equality and Development*, World Bank, Washington D.C., p. 5.

<sup>18</sup> Asker, S. (2009). *Research of Aspirations and Perceptions toward inclusive and sustainable natural resource management in the Solomon Islands*, Live & Learn Environmental Education and IWDA, pp. 39-40.

<sup>19</sup> Ellsberg E, Heilman B, Namy S, Contreras M and Hayes R. (2012). *Violence against Women in Melanesia and Timor-Leste: Progress Made Since the 2008 Office of Development Effectiveness Report*, ICRW, p. viii.

Although there have been some one off media campaigns to raise awareness and change behaviour, mostly funded by donors, these have not been sustained.

20. **Intimate partner violence has been recognised as a key driver of the HIV epidemic, as it affects women’s ability to negotiate safer sex and serves as a barrier for women to seek testing and treatment, or to prevent transmission to children of HIV.** This is a particular issue for Papua New Guinea where the HIV rate is high, and so is sexual violence against women. According to the 2010 Surveillance Report from the Papua New Guinea National Department of Health, the cumulative ( 1987 -2010) total of people living with HIV is 31,609. These cumulative infections included 13,503 (43%) males, 16,785 (53%) females demonstrating the feminization of the epidemic.

21. **There can also be negative outcomes among children of women who experience violence, including increased levels of child mortality and emotional and behavioural problems.** Sexual abuse in childhood and adolescence is also associated with higher risk of subsequent victimisation, early sexual activity, substance abuse and multiple sexual partners.

22. **Men’s and women’s views of appropriate ‘manly behaviours’ (i.e. masculinities) are quite restricted.** The idea of men as warriors is an example of such views and feeds into the idea that use of violence to resolve differences, or to control other’s behaviours, is acceptable.<sup>20</sup> In Solomon Islands, 72 per cent of women interviewed for the prevalence survey believed their husbands had a right to bash them if they did not perform wifely duties such as sex on demand, child care and meal provision at the right time and so on. This demonstrates the wide acceptance of the idea that there are prescribed roles for women and men and that men as the leaders of the households are empowered to ‘discipline’ women if they do not live up to these prescribed norms.

#### Education matters

23. **With the exception of Papua New Guinea, the largest Pacific country, the region has achieved the benchmark for gender parity in education.** However, several countries are below the developing country average for gender parity in primary (Tonga, Nauru and Vanuatu) and secondary (Niue and Solomon Islands) education. Solomon Islands and Vanuatu are also below the developing country average for gender parity in tertiary education. In a number of countries there are also issues about how gender is addressed in the curriculum as well as the balance between male and female teachers. This impacts on how children and young people view their options for employment and how they consider the relationship between men and women in society and their ability to take action to address inequality.

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<sup>20</sup> Eves, R. (2006). *Exploring the Role of Men and Masculinities in Papua New Guinea in the 21st century: how to address violence in ways that generate empowerment for both men and women*, Caritas Australia, p. 44.

## Health matters

24. **Pacific countries are generally making insufficient progress against their goals for MDG5 (improve maternal health), and by region Oceania ranks third worst behind Sub-Saharan Africa and Southern Asia.** Poor maternal health in the Pacific significantly affects women's livelihoods. Poor maternal health outcomes have been linked with violence against women.

25. **There is extensive unmet need for contraceptives across the Pacific, resulting in lack of ability for women to control their own fertility and adding to their expected caring responsibilities and 'reproductive work'.** Globally, one of the most significant advances in recent years to women's agency was the introduction of the oral contraceptive pill. Fundamental to women's ability to participate beyond household level has been the ability for women to control their own fertility. Unmet need for contraceptives and family planning is also linked to high birth rates and therefore increased risk of maternal health complications.<sup>21</sup>

## Lessons Learned

### Investments to date

26. **A rapid stock-take of current AusAID gender activities in the Pacific indicates that our investments to date have not focused in a systematic or comprehensive manner on the priorities necessary to redress entrenched disadvantage in all areas.** However, there have been good, long term investments in building an evidence base for understanding the prevalence and impact of violence against women and support of capable community based partners whose impact across the region is evident. More generally though, many development partner initiatives have lacked Government or community commitment, are often relatively small and/or targeted on one community, do not seek to engage both women and men in support for changes to gender roles and are often not sustained or closely linked to other efforts.

27. **While continued efforts to mainstream gender equality are important across development efforts, evidence suggests that specific, and more significant, investments are required to shift entrenched and persistent barriers to equality in the key areas of women's participation in leadership and decision making, improving economic opportunities and reducing violence against women.**

### Local coalitions for culturally appropriate change

28. **Experience suggests that community based interventions that support local coalitions advocating for change are key to improving the role of women in holding governments to**

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<sup>21</sup> UNFPA (2012). *Good Practices in Essential Supplies for Family Planning and Maternal Health*, United Nations Population Fund, New York.

**account for effective service delivery.**<sup>22</sup> Participation in such advocacy can also improve the perceived status of women and change community norms about the roles of women and men.

29. **There are commonly used traditional concepts in many Pacific communities, such as the idea of reciprocity, that lend themselves to developing a greater understanding of social accountability and good governance.** These could be supported further to improve the ability of decision makers to recognise their responsibility to both women and men in the community.

30. **Although social and cultural change often takes many years, there are examples in the Pacific where such change has occurred extensively and rapidly.** However, the key drivers of such changes – whether positive or negative – are not known fully understood, nor the role of women and men in shaping such changes.

#### Engagement with local power brokers and men

31. **In-country consultations revealed the importance of engaging male power brokers as well as women at community, provincial and national level to begin to change cultural norms about women’s right to participate in decision making outside the home.** Previous support has focused on improving women’s capacity to run for parliament. This has been important but not sufficient, because the barriers are less to do with women’s capacity and more to do with structural barriers that privilege, and are reinforced by men. Therefore, engagement with men to reduce these barriers and support women’s participation is crucial.

32. **To date, there has been limited focus on other structural and cultural barriers that prohibit women’s involvement in politics, such as changing the burden of care that women carry at household level.** Without men beginning to take on some of the responsibilities of child care and food provision for example, only elite women who can afford to buy in support, will be able to take up the challenge to be involved in public decision making. Poorer women and single mothers will continue to prioritise their time to ensure basic family needs are met.

#### Women’s leadership

33. **Recent research on the electoral results of women candidates in Papua New Guinea<sup>23</sup> and Solomon Islands<sup>24</sup> indicates that women candidates who have demonstrated leadership within local constituencies often perform better and could benefit from specific campaign support rather than generalist training.** Local women leaders also need access to campaign funds and mentoring by other successful women leaders, as well as reform to electoral laws. Needs vary according to the political situation in each Pacific country so more could be done to

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<sup>22</sup> AusAID (2012a). *Supporting Women’s Leadership and Coalitions: Effective Approaches for Developmental Change*, Australian Agency for International Development, Canberra, Unpublished manuscript.

<sup>23</sup> Haley, N. Unpublished manuscript on State Society and Governance in Melanesia.

<sup>24</sup> Kama, J.(2012). Unpublished manuscript.



support a range of appropriate initiatives. AusAID and a number of other development partners have funded technical support to identify options to be considered that will improved women's participation in politics. These options include electoral reform, political party reform and the introduction of temporary special measures for women's seats in parliaments and support for candidates training to increase women's success in elections. However, much of this work has benefited individual women through one off training, but with limited focus on community perceptions and cultural change.

### **Economic development**

34. **Little is known about the gender dimensions of economic growth regionally.** Poor economic statistics contribute to this. Remittances contribute an injection of cash into many economies, notably Tonga, though little is known about the gendered dimensions of sending and receiving remittances and the impact on the lives of women and men. In Samoa, there is a perception that the ability to earn money overseas has siphoned off younger men and therefore reduced food security since men are the main farmers in Samoa.<sup>25</sup> Anecdotal information in Vanuatu obtained at Post is that every tourist boat to dock in Port Villa injects about \$400 into the pockets of women's micro-enterprises associated with tourism. Such opportunities to attract foreign currency to grow the whole economy in ways that invest money in women's endeavours are important but the extent of the ability to capitalise on these opportunities is not known.

35. **Support for women's economic empowerment has been piecemeal.** It has often focused on 'stereotypical' areas of women's employment, rather than investing in traditionally male dominated areas of livelihood generation that are more likely to earn higher incomes. There has been some support for agriculture, though in both Papua New Guinea and Solomon Islands AusAID has largely phased out investments in this area. Support for Pacific governments to reduce barriers to business development has not significantly benefited many women's businesses in the Pacific which are in the informal sector. On the other hand funds that have supported financial inclusion programs have benefitted women's micro-enterprises as they have been targeted specifically at this client group. However, even in this area, the range of financial services could be enhanced to focus more on the specific needs of women and be extended to reach more rural women and their families.

36. **Research in Papua New Guinea shows that poverty alleviation is most likely to occur if domestic markets, based on produce markets, are improved.**<sup>26</sup> Better links with the enabling

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<sup>25</sup> Women in Business in Samoa (2012). Consultation/conversation with Adimaimalaga Tafuna'I, CEO, dated 13/07/2012.

<sup>26</sup> R.M. Bourke, quoted in Dewey, S. (2011). *Pacific markets and market vendors : evidence, data and knowledge in Pacific Island Countries: literature review and annotated bibliography*, Suva, Fiji : U. N. Women, Pacific Sub-Regional Office, p. 15. This is particularly true at the moment as demand for fresh produce is very high due to the

environment at local level is essential in this work. UN Women and UNDP's support for improving produce markets in Fiji, Vanuatu, Solomon Islands and Papua New Guinea demonstrates that these markets can be the 'hook' to improving women's livelihoods since almost all poor women's economic activities are linked to such markets. Market rehabilitation undertaken by the Incentive Fund in Papua New Guinea in Mt Hagen demonstrated that improvements in market infrastructure improved livelihoods of women and men.<sup>27</sup> This work also demonstrated the importance of community voice in market governance since the market has since degenerated as it was 'captured' by a local politics, reaping the benefits of the taxes and invested little in maintenance and market safety.

### Violence against women

**37. There has been significant investment in research that has led to clear and credible evidence regarding the prevalence and characteristics of violence against women with prevalence surveys carried out in Samoa, Kiribati, Solomon Islands, Tonga, Vanuatu and Fiji, using rigorous methods adopted by the World Health Organization.** The studies found that as many as two out of three women have been beaten, raped or otherwise mistreated during their lifetimes, usually by a current or former intimate partner. These studies all point to levels of physical and sexual violence that are among the highest in the world.<sup>28</sup> Violence against women is damaging emotionally and physically (even life threatening) and it can increase the costs of health care, social services and policing. It also results in loss of productivity from both paid and un-paid work.

**38. Investments in ending violence against women have established some emergency shelters, but current support is not going anywhere close to meeting the needs in urban areas, with almost a total lack of services in rural and remote areas.** Services aimed at reducing male violence are also very few and far between. Evidence suggests that different sectors (health, education, police, services for survivors) need to work together to provide better referral networks. There is also evidence of the need to work with traditional justice systems to increase protection for women and a need to build on current investments in the work of influential partners, such as churches, who play a central role in shaping current norms and values in Pacific society.

**39. A key part of any strategy to eliminate violence against women, must be prevention efforts.** Consistent with global trends, however, longer term prevention strategies have

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demand created by the Liquefied natural gas project, attracting thousands of workers to the country and increasing the cash in the pockets of those drawing down the benefits of the project.

<sup>27</sup> Rush, J. (2008). *Changing Lives: Stories from the Australia Papua New Guinea Incentive Fund, an AusAID Program, 2000 – 2008*, Coffey International Development, Port Moresby, pp. 21-23.

<sup>28</sup> AusAID (2011a). *Pacific Violence Against Women Agenda: Guidance on Violence Against Women Programming Across the Pacific*, Australian Agency for International Development, Canberra, p. 3.

received less attention across the Pacific region compared with efforts to improve women's access to justice and services.<sup>29</sup> Prevention of violence requires coordinated efforts at all levels aimed at raising awareness, changing community norms about violence and increasing women's status in society. At its core, prevention involves providing communities with the information and skills required to take action against the harmful impact of violence against women on families and communities, as well as challenging attitudes that promote men's power over women and acceptance of violence as a legitimate way to resolve conflict. Supporting the transformation of deeply held values and beliefs that justify men's violence against women is a crucial long-term goal of violence prevention efforts.

#### **Dimensions to equality are fundamentally connected**

40. **There is a high degree of interconnectedness within and between the various dimensions of equality discussed in this Delivery Strategy.** Increasing the number of women in leadership positions is critical and may be catalytic, but a critical mass is unlikely to be achieved whilst women are unsafe, poorly educated, ill and lack money, and whilst societal attitudes perceive women to be inferior. Similarly, increasing women's income is often viewed as foundational for social and political empowerment, but putting more money in the hands of individual women does not alone lead to necessary social changes. In fact there is evidence that in the short term, increased resources for women may in some circumstances lead to increased violence against women. In the same way, having a small number of women in parliament and local level government is important but does not in itself end violence or improve the livelihood of the majority of women. Health and education outcomes are important platforms for greater equality, but without complementary actions, will not be sufficient to fully or quickly redress specific aspects of gender inequality.

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<sup>29</sup> AusAID (2011a). *Pacific Violence Against Women Agenda: Guidance on Violence Against Women Programming Across the Pacific*, Australian Agency for International Development, Canberra.

## Section 2: Theory of Change

41. Diagram 1 above illustrates this theory of change.
42. **Gender equality in the Pacific will have been achieved when Pacific women can fully, freely and safely participate in political, economic and social life.** At this point, women's agency (the capacity to act independently and make free choices) will not be constrained by perceptions, or physical manifestations, of inequality. Women will be able to fully and effectively participate in processes that shape Pacific institutions from the household to national levels.
43. **Reaching this ambition fully will take generations though the effects from various interventions may progress at different rates in different contexts, reflecting an evolutionary approach to social change.** Therefore, the theory of change makes the case there are a range of interventions that if sensitively, strategically and consistently implemented over time, will enable targeted communities in the Pacific to support women to have increased knowledge, skills and opportunities to participate in political, economic and social life.
44. **A 'venture capitalist' process will trial a number of approaches to test out what works.** The idea is to support a number of promising practices, recognising some will be more successful than others – and only those that are successful will be scaled up.
45. **The theory of change demonstrates that women's lives are complex and full of complications.** They are shaped and distorted by social norms, values and cultural practices so change will not necessarily progress in a logical sequence and there will not be simple linear relationships between cause and effect.
46. **The success of the program rests on its ability to support local endeavours to achieve positive social changes that lead to greater women's agency and empowerment, and improvements in equality between women and men.** Solutions for the problems women face in their lives must be rooted in local contexts. They must also be led by local women, with active support from local men and local institutions. Gender equality requires changes to both women's and men's gender roles, along with the norms and attitudes that shape such identities. They will occur through an increase in the reflective capacity of women and men, along with structural changes that re-balance power. Changes to gender relations are mediated through household level relationships between women and men so without engagement at household and community level, changes in the public sphere may not be translated into practical changes that improve women's lives and change gender relations positively at the local level.

47. **Good quality research that show the drivers of change will be needed to increase the evidence about what causes beneficial changes.** Therefore, the initiative will be flexible and use an action research approach to trial actions and learn over time. This approach will also build in incentives for change and innovation. It will enable the capacity to either expand on small initiatives that have proven to work in one location or test out new approaches, and where appropriate replicate approaches based on local evidence of effectiveness and a critical mass of capacity.

48. **Change requires both underlying and direct interventions.** Underlying interventions in changes to social norms practices and values, women's advocacy and health and education are necessary to buttress direct interventions in the areas of women's decision making, economic opportunity and reducing violence.

49. The key underlying interventions are:

- **Changes in social norms, values, attitudes and practices about women and men's perceived roles and status.** This is necessary to underpin and support increased agency for women to benefit from support services, and participate in leadership, and economic development opportunities.
- **Increased advocacy by women and their supporters.** Advocacy, agitation and action for change by women, women's groups and coalitions that include male supporters, are critical drivers of sustainable institutional change.
- **Improvements in health and education outcomes for women and girls.** This will provide the foundational human capital for women to participate more fully in development opportunities.

50. The key direct interventions are:

- **Increased representation of women in decision making fora.** This will provide both a powerful demonstration of female capacity (to both women and men) and more opportunity for women to contest and progress further change in their interests.
- **Increased economic opportunity (income and assets).** This will contribute to changed perceptions and the material situation of women and their households, communities and societies. It will also help women meet their basic needs, and the needs of their families. It may improve their access to health, education and other services, and allow time and confidence to take up leadership opportunities – formal and informal.

Increased income may also enable them to leave an abusive relationship since they will be able to support themselves and their children, and meet customary obligations.

- **Improved safety for women through better services for the survivors of violence (legal, counselling, medical and shelter), more effective violence prevention, improved legal frameworks and access to justice.** This will increase the options for women to free themselves from violent relationships and open up possibilities to benefit from investments in health and education, leadership and economic programs.

51. **Interventions in one area will affect changes in another, sometimes positive, or negative.** Interventions in one area have the potential to magnify benefits for women due to this flow on affect. This is also true in reverse, so careful thought needs to be put into the range of activities designed to leverage change so no harm is done.

52. **There is a need to address gender inequality at different levels.** ‘Bottom up’ change in the nature of the interventions at the local level and ‘top down’ will be required in the policy and legislative enabling environment. Legal equality for women can open the door to transformation in other spheres. Access to justice must be broadly available.

53. **Donors can play a catalytic role in supporting gender equality in the Pacific.** In addition to providing additional investment to supplement inadequate Government investment in the key interventions, outside agencies also contribute towards increasing the knowledge and evidence base to inform policy and practice.

54. **Australia in particular has a role to play as an active member of the Pacific community.** It is not just a donor, but a participant in regional affairs and can work in partnership with other countries in the region to increase equality for women through dialogue in pacific policy forums.

55. **Although important, outside agencies cannot impose change.** Sustainable change will only be driven by indigenous agents, groups and coalitions. Outside agencies need to support, work through and otherwise build the capacity of indigenous change agents, be they government, civil society, communities or individuals.

56. **Social changes to gender roles will be brought about through support for local advocacy campaigns.** Such advocacy campaigns will need to use a variety of approaches and be developed by local change agents. They will need to combine media campaigns with in-depth community conversations between women, men and young people. Attitudes will also be influenced by changes to legal frameworks and policies, accompanied by effective implementation mechanisms to reduce discrimination. It is essential to engage with male

power brokers at all levels, and with powerful institutions such as churches and traditional structures to reduce the barriers women’s currently face and build coalitions with both women and men for change.

57. **Although the change process is evolutionary in nature, the program seeks to address the fact that the problem is generational.** To address the issue effectively will require sustained, comprehensive and evidence informed actions over a period of at least 10 years and more likely more. The approach will be multi-sectoral, multi-stakeholder and multi-level (national, sub-national and community). It will also need to include young women and men since they are often the most motivated to bring about social change.

### Program logic based on the theory of change

58. **The proposed program will contribute towards this overall theory of change through the types of interventions it supports, and how it supports these interventions.** The lower half of Diagram 1 above provides an overview of the proposed Australian program (or theory of action). This consists of the substantive interventions the program will support (purple boxes) and how the program will work (yellow boxes).

59. **This program will require sustained, comprehensive and evidence informed actions over a period of at least 10 years.** An intermediate program outcome, to be achieved over the 10 year duration of the program is:

*Targeted communities in the Pacific support women to have increased knowledge, skills and opportunities to enable them to participate in economic, social and political life.*

### Types of interventions

60. **The program will invest selectively in evidence based actions that contribute to the increased participation of women in decision making, improved access to financial and market opportunities, improved safety, and positive social change.** The program will also support and strengthen indigenous champions, groups and coalitions in advocating and contesting gender positive change. Alongside these targeted investments, the program will engage with Australia’s growing health and education programs to maximise the benefits that accrue to women and girls.

61. **The program will test out a range of promising interventions with a view to scaling up those that show evidence of positive social change.** This reflects the ‘venture capitalist’ view of development that has been successful in other regions of the world.

## Ways of working

62. **The programs' investment choices will be informed by research, evaluation, and analysis.** To maximise impact, support will be targeted between, and within, countries based on explicit criteria. Key amongst these will be the capacity to benefit as determined by the presence of local agents interested and committed to work in an integrated manner to address gender inequality. The program will use and build local capacity and promote women's empowerment, including in its own management arrangements.

63. **The investment will be long term, with the initial phase (two years) investing in 'quick wins'.** This will consolidate and expand known effective programs, whilst the knowledge base is built to inform additional investments, and to take successful investments to scale in subsequent years. Over time, the combination of foundational investments in health education, attitudinal change, and women's advocacy along with targeted integrated investments in women's leadership, economic opportunity and reducing violence will lead to strong indigenous demand, capacity and realisation of gender positive change across countries in the Pacific.

64. **This Initiative is complementary to the core commitment of the Pacific Division to effectively mainstream gender considerations into its entire program of support to the Pacific.** The Initiative does not replace the need for mainstreaming – and the associated managerial and technical requirements in the Division to support mainstreaming. The Initiative will complement this work through providing additional targeted investments in areas that are considered critical to address entrenched gender inequality and as such will not be readily addressed through a mainstreaming approach (i.e women's leadership, women's economic empowerment, ending violence against women, strengthening women's groups and coalitions, and positive attitudinal change). It is expected that, over time, progress in these targeted areas will contribute to the improved effectiveness of the Division's broader gender mainstreaming approach through the creation of increased demand for gender responsive programming from Government and civil society.

65. **The Initiative will also indirectly support the mainstreaming of gender across the Division's investments through the provision of enhanced technical gender technical resources to produce research and analysis on the drivers of gender inequality in the Region and the performance of programs.** The Initiative will also be a resource to contribute to policy engagement with Pacific governments at regional and bilateral fora (eg the Pacific Islands Forum, and the bilateral Partnerships for Development).

66. **The structure to ensure the program can play this influencing role will be developed in the first phase of implementation.** The following are principles that could be used to



determine what specific investments the program supports and what should remain in the wider portfolio of work delivered through the Pacific Division:

- Existing work funded through mainstream programs should remain funded through those programs. This will ensure this new initiative does not fall into the trap of funding a grab bag of disparate projects that do not reflect the Theory of Change. It will also help to continue the investment within mainstream programs
- Existing work in mainstream programs should seek to scale up their effectiveness and investment as the new initiative demonstrates good practice and drivers of positive change relevant to such programs
- The new initiative could fund innovations relevant to mainstream programs if they also relate to the key direct and underlying investment areas articulated in the Theory of Change e.g. an impact evaluation of road infrastructure programs on women's empowerment could shed light on direct economic benefits for women and the relationship between women's participation in decision making and development for all.

67. **This new initiative will also seek to inform Australian Whole of Government partners who are actively engaged in development work in the region.** Good practice demonstrated within the initiative will influence investments across all Australian government delivered work and this will improve the effectiveness of development efforts in total.

68. **Over time, it is expected that the entire Pacific portfolio of work will be able to demonstrate greater investment in women's empowerment and gender equality, and more capacity to effect positive changes, through the activism of the new initiative.**

### Section 3: Program interventions

69. The program will focus on seven key, substantive areas of intervention (key result areas).

1. Enhanced knowledge and evidence to inform policy and practice
2. Strengthened women's groups and coalitions for change
3. Positive changes in social norms, values, practices and attitudes towards gender equality and women's agency
4. Improved women's leadership and decision making opportunities
5. Increased economic opportunities for women
6. Reduced violence against women and expanded support services
7. Improved gender outcomes in education and health.

70. **Of these, the first six are targeted interventions (represented by the solid lines in Diagram 1) and the seventh will be indirectly supported via an enhanced mainstreaming approach (represented by the dotted lines in Diagram 1).** Within each of these areas, the Program will focus on interventions that – based on evidence and lessons learnt – will contribute to progress toward gender equality.

#### Phased approach

71. **The complexity and entrenched nature of gender inequality in the Pacific requires a phased approach.** Consequently the program will be implemented in three sequential and mutually reinforcing phases over the 10 year duration.

- *Phase 1 – Establishment and Early Wins (2 years):* This phase will establish the program management arrangements, operating principles and procedures, and key advocacy and delivery partnerships. It will also commence initial investments in a range of 'early wins' that current evidence suggest are effective and provide a solid step towards the desired outcomes in each of the key result areas (see below).
- *Phase 2 – Consolidation (2-5 years):* On the basis of an established management and relationship platform and growing implementation partner capacity, this phase will expand proven interventions and progressively incorporate evidence-informed actions into new programs.
- *Phase 3 – Moving to scale (5-10 years):* On the basis of a mature program, deep knowledge base and active and capable implementation partners, this phase will take effective programs to scale across the Pacific. At this point, it is expected the program would draw both on program specific funds and additional funds

leveraged from government and donors for programs that are seen to be effective and politically and socially important.

## Key result areas

72. **The key result areas (KRAs) of this program are summarized below, along with ideas of investments for the first phase.** (See Investment Level section for some specific indicative activities for each KRA.) In each case, there are existing partners already working in the area, or who have already expressed interest in exploring topic areas more closely, so partner roles and contributions will be clarified in the earliest phase of the program.

### Key Result Area 1: Enhanced knowledge and evidence base to inform policy and practice

#### *Objective*

To produce timely, relevant and quality gender knowledge to inform policy engagement and programming choices across the program's key result areas.

#### *Rationale*

There is some evidence of emerging practices that are effective in improving equality but there is much that is not known about the drivers of gender inequality in the Pacific, and specifically what works in particular local contexts. There is a need to undertake significant and detailed evaluations and research to guide the development of activities as this program is implemented. Equally important is sharing findings across the Pacific and beyond.

#### *Key investments*

The program will:

- Plan and conduct targeted impact evaluations of program interventions
- Identify and commission applied gender related research
- Facilitate dissemination/sharing of evaluation and research
- Package knowledge products to inform policy and programming.

### Key Result Area 2: Strengthened women's groups and coalitions for change

#### *Objective*

To improve the capacity and effectiveness of change agents – especially women, and inclusive of male supporters – in promoting and achieving gender positive change in the Pacific.

### *Rationale*

There is evidence that indigenous women champions, and broader advocacy groups and coalitions that may also include men, are critical drivers of institutional change from household level to national arenas. Currently, there are a broad range of Pacific women's advocacy groups and others who are working, often in isolation, towards gender equality in women's participation in leadership, economic empowerment and ending violence against women. These groups are using a range of different techniques to do so such as awareness, education, training and running campaigns. The effectiveness of these agents can be enhanced through support for training, mentoring and capacity building of organisations and more secure and longer term funding.

### *Key investments*

The program will:

- Support the institutional capacity strengthening of selected women's advocacy groups and champions through a package of assistance such as technical support, mentoring, and where appropriate, core support
- Facilitate formation of networks and coalitions of individuals and groups to work together in progressing gender positive changes at local, national and regional levels
- Work with key regional partners to establish a Pacific Gender Equality Centre that can be the coordination point for high level ownership of the overall initiative and oversee cutting edge research, evaluation and sharing of lessons learned, as well as be a regional resource/training centre and clearinghouse to improve capacity across the region.

### **Key Result Area 3: Positive changes in social norms, values, practices and attitudes towards gender equality and women's agency**

#### *Objective*

To support local efforts to positively change deeply ingrained current social norms, values, attitudes and practices that lie at the heart of gender inequality in order to increase women's agency and improve equality.

#### *Rationale*

Changes to social norms and values that attribute power differently to women and men are central to the success or failure of this program. Persistent negative social norms, values and practices towards women's equality are the key to discrimination against women. Evidence suggests that awareness campaigns are important but should be

grounded in local level advocacy and engagement with women and men and powerful institutions like traditional decision makers, faith based organisations and governments. One off awareness campaigns are not enough to change entrenched perceptions of gender roles. Community conversations that draw on a range of communication methods, will be most likely to shift barriers since they include engagement with community powerbrokers, as well as women, men and young people. It will be important to support local approaches that confront, in a culturally appropriate way, persistent negative practices that continue to reduce women's agency and diminish their lives. Current negative practices are enshrined in household relations, clan and community dynamics and public institutions. Again, a strong research and evaluative approach to determine the drivers of positive change will be critical to invest effectively in this area.

### *Key investments*

The program will:

- Support awareness campaigns on specific gender issues run by local partners who can work with communities to develop effective ways of working with women, men, young people and receptive leaders from powerful institutions such as churches or traditional structures. Support would be provided for approaches that encourage the development of 'reflective capacity' to increase personal understandings about gender roles, parenting and cultural norms that lie at the heart of inequality.
- Funding for impact evaluations that throw light on the drivers of social change through community engagement.

### **Key Result Area 4: Improved women's leadership and decision making opportunities**

#### *Objective*

To increase the number and effectiveness of women participating in decision making fora at national, sub-national and local levels in the Pacific.

#### *Rationale*

A number of Pacific countries have begun, but not completed, processes to create reserved seats for women in national parliaments. This process is important and requires ongoing support, as do other reform efforts such as political party and electoral system reform. Training, mentoring and access to funds are also important. Recent research suggests that opportunities for women to participate in decision making at the local level in a range of fora (both public and private), can demonstrate women's

effective leadership and contribute to changing mind sets that do not see women as leaders. Women in decision making will also improve development outcomes for all and this can reinforce improved voice for women, once people experience the advantages.

### *Key investments*

The program will:

- Provide a package of support for women candidates and MPs to improve their ability to influence politics at the national and sub-national levels
- Provide support for policy engagement and legislation for temporary special measures for women in political leadership at national and sub-national levels
- Provide support for community development approaches that promote the role of women in local leadership roles
- Expand opportunities for women to participate in decision making over land use relating to resource industry activity.

### **Key Result Area 5: Increased economic opportunities for women**

#### *Objective*

To improve the access of women to financial services, digital technologies, markets and employment.

#### *Rationale*

Pacific Island women are significant private sector actors, but are concentrated in the informal sector. Currently women are disproportionately responsible for the production and sale of small-scale agricultural produce at Pacific Island marketplaces. Research by the International Finance Corporation and others underlines the beneficial impact of initiatives to improve women's financial literacy and access to banking services. Expanding these services further and tailoring them to women's needs, including through providing greater access to micro-banking, access to digital technologies, and training at marketplaces, has good potential to increase income in women's hands. However, evidence suggests this support also needs to address the local regulatory environment within the marketplace and local government around taxes and fees which can disadvantage female vendors. There is also a need to improve the broader regulatory and policy environment to support women's employment and businesses and to improve opportunities to grow the overall economy through industries where women are concentrated, such as tourism. There is also potential to support benefits to flow to women in countries which have active mining and energy extractive industries.

### *Key Investments*

The program will:

- Support the development and provision of new financial and business support programs and partnerships targeting women, with a view to increasing income from current activities and creating incentives and opportunities for women to enter the private sector
- Expand programs that improve the governance and safety of produce markets, including through the provision of a range of complementary financial and other support services such as business training, adult education and child care to women vendors
- Support policy engagement and provide technical support to remove/change legislation preventing women from participating in businesses and formal employment.

### **Key Result Area 6: Reduced violence against women and expanded support services**

#### *Objective*

To increase access to services for the survivors of violence, increase access to justice and reduce the incidence of violence against women.

#### *Rationale*

Current support is meeting only a fraction of need, particularly in rural and remote areas. There is also an imperative to change norms regarding violence towards women, but there is limited regional evidence on how to do this successfully. Some promising approaches are emerging on violence prevention which need to be assessed and expanded as appropriate. These include male advocacy programs and community level committees against violence against women. There is also need to explore how influential partners, such as churches, schools and other local formal and non-formal institutions can be involved in violence prevention activities.

### *Key Investments*

The program will:

- Finance the expansion of services for the survivors of violence (medical, psychosocial and legal counselling, safe shelter)
- Investigate, trial, evaluate and where successful expand promising violence prevention practices

- Investigate, trial, evaluate and where successful expand activities that increase access to justice (traditional and formal) for survivors of violence
- Support policy engagement and legislative reform around the passing and enforcement of appropriate domestic violence legislation.

#### **Key Result Area 7: Improved gender outcomes in education and health**

##### ***Objective***

To ensure women and girls receive maximum access to and benefit from investments in health and education.

##### ***Rationale***

Given the significant scale-up in AusAID Pacific health and education spending in the coming years, this program is not proposing to provide additional gender earmarked funding for health and education services. However, the additional gender engagement and technical resources available through this program and gender specialisation in AusAID's Canberra workforce will be used to ensure gender equality is fully considered in these sectors.

##### ***Key Investments***

The Program will:

- Engage with and provide technical support to health programs to ensure family planning, violence services and maternal and adolescent reproductive health receive adequate support
- Engage with and provide technical support to education programs to ensure a focus on good quality early child hood provision that provides a foundation for improved social practices, female literacy, curricula change to incorporate gender equality and training opportunities (in particular the number of women accessing AusAID training and scholarship opportunities overall and in non-traditional tertiary and vocational areas).



## Section 4: Delivery Approach

### Sustained, informed policy engagement

73. **Sustained, informed policy engagement to encourage leaders, governments and partners to implement a range of gender policy actions in their own legislatures, programs and budgets will be central to the program.** This includes continuation of support for government efforts to improve governance, including mainstreaming gender equality and implementing budgets and planning processes which are gender responsive. At the regional level, the Pacific Islands Forum, and associated meeting and mechanisms, will be central to this work. At the country level, policy engagement on gender will be expanded through dialogue around the bilateral Partnerships for Development and within programs operating as Sector Wide Approaches. Staff capacity to engage in such dialogue will be built through technical capacity offered by the new initiative in concert with sectoral specialist within the Pacific Division. Good practice and difficulties staff face in this area will be carefully analysed as part of a process of continuous learning and improvement.

74. **It will be critical to resource Pacific Island regional agencies to play a role in convening regional dialogue with development partners.** There is an existing development partners coordination meeting on gender, convened by the Pacific Forum Secretariat and SPC which could be scaled up to provide more holistic engagement. These agencies also convene a three yearly conference on Women in the Pacific and this is another potential regional engagement point. Processes to support coordination and policy dialogue will be determined in the first phase of the initiative implementation. Australia's role as a partner, beyond its role as a donor will also necessitate involvement of Whole of Government partners in such dialogue.

### A visible, innovative management structure

75. **A key finding from the design process is that Posts require additional, dedicated and appropriately skilled staff to increase AusAID's policy and program profile in gender in the Pacific.** It is proposed to establish a regionally based management structure – notionally titled the Pacific Gender Equality Hub – that will lend presence and status to the work in the region and also support country led programming. The nomenclature 'Hub' has been chosen to signify that the management structure aims to support and facilitate implementation through a partnership approach with Pacific agencies, AusAID bilateral posts and key development and regional partners. There would be scope for other development partners to support the Hub through staff secondments or financing.

76. **Over time, the program will test and explore with Pacific stakeholders the establishment of a long term Pacific Gender which could be located in an existing regional**

**institution.** If this were to form, the AuAID Pacific Gender Equality Hub could migrate to form part of the broader Centre.

77. **The Pacific Gender Equality Hub would actively support the development of technical capacity of AusAID staff.** It would provide on the job training for staff in, for instance, policy dialogue for gender equality. In consultation across the Pacific, it would also support the country level reporting on gender progress, and the analysis of such reporting. It would provide extra contracted technical support to advise country programs on the quality of their gender work within mainstream programs. It would also provide opportunities for interested staff to develop gender equality capacity on monitoring and evaluation, design, partnering. The Hub would work closely with the new cadre of gender expertise within the Canberra based Pacific Division to coordinate capacity development efforts. In the first phase, a capacity development plan would be developed in consultation with country and regional programs, drawing on current good practice, to establish effective ways of supporting staff in improving their gender development practice. There would be ability within the Hub to offer secondments for staff to Suva for on the job mentoring and learning by doing.

78. **The Pacific Gender Equality Hub would oversee research and evaluation efforts across the region and would coordinate a program of communication and sharing of lessons from programs.** It would also house key technical capacity that countries could draw on to deliver their activities e.g. gender expertise, monitoring and evaluations, communication, partnering. The Hub would be known as a think-tank on gender equity, able to leverage country specific, high level, support for programs and to advise on appropriate new activities and coordination of efforts.

79. **Although the program's base will be in Suva, it will have a footprint at the country level to provide dedicated gender technical and program staff (AusAID and contracted) to support bilateral posts plan and deliver gender programs.** These additional staff could be based in the 'Hub' in Suva or in 'spokes' via full time positions at larger Posts or fly in short term support for smaller posts.

80. **The footprint will include an outpost within Papua New Guinea to ensure the success of the program in the largest country, with arguably the most entrenched disadvantage for women.** The outpost (or Spoke) will mirror the role, staff profile and use of contractors, of the Hub in Suva. This Spoke, will be responsible for supporting Papua New Guinea, Solomon Islands and Vanuatu due to proximity and cultural overlaps. Good planning and communication between the Hub and the Spoke, will be essential. The main difference will be that the Spoke will be primarily responsible for programming, technical support of Posts in the three countries, and relationship/stakeholder development and management whereas regional 'public goods'

such as regional research, sharing good practice, reporting of initiative performance across all countries, and overall coherence and coordination of the initiative will remain with the Hub in Fiji.

**81. Management arrangements will be carefully designed and scoped in the next phase of the design but key elements of the Hub include:**

- An Advisory Board of high level representatives from Pacific countries and senior donor, multi-laterals and civil society representation. The Board would provide input to the program, as well as providing advocacy for gender equality in the region (See Annex 2 for a draft terms of reference for committee members based on the Pacific Leadership Program model.)
- An AusAID led and staffed core management team headed by a Senior Gender Program Specialist who would be responsible for overall program coherence, progress, reporting, monitoring and review
- A managing contractor that would support the management team and be responsible for developing, overseeing and supporting country level programs of work around the programs key result areas as well as a program of capacity development for strategic non-government organisations. This will include country level assessments, programming, contract and financial management and monitoring and evaluation (See Annex 3 for initial thoughts of the role of the contractor.)
- Coordination in what is currently a diffuse and competitive environment through information and lesson sharing and support for joint gender programming approaches. The Hub would also oversee the program’s research, impact evaluations, and analysis agenda.

**82. A Development Partner Coordination and Investment Committee will be established under the Gender Equality Hub.** The purpose of this Committee will be to provide a forum for development partners (multilateral regional and bilateral), to coordinate their gender investments across the Pacific and, for those donors who are contributing to the Initiative – either financially or via complementary programming – to agree on how their contributions should fit within the overall strategic direction of the Initiative, and within country specific work programs. The Committee would have two levels of membership – contributing and observers. Contributing members would be those donors who wish their contribution to be actively programmed and/or managed through the initiative. Observer members would be those donors who wish to share information to assist in overall coordination of their gender activities, but not financially contribute to the Initiative.

## Country led, criteria driven

83. **Although managed at the regional level, the program will be planned, delivered and monitored at the country level.** The program will be open to all countries in the Pacific with the allocation of resources between and within countries being based on a number of criteria. These are set out below.

- Congruence with partner governments' development policies and plans
- Need – based on:
  - numbers of people who will directly benefit
  - scale of gender disadvantage
- Capacity to make a difference:
  - Evidence of a critical mass of local champions and success in terms of existing local willingness/resources for change
  - Availability of implementation partners – ability for additional investments to build on current programs to achieve increased scale or provide complementary investment
  - Current scale and effectiveness – assessment of the context and local priorities, size and nature of AusAID and other donor programs, and government commitment.
  - Ability of interventions to address constraints in an integrated way – activities that demonstrate the interaction of decision making, economic empowerment and reducing violence.
  - Programs that show impact already – not programs that have been shown to show impact marginally.
- Ability to have a real and immediate impact on the lives of women, rather than primarily strengthening institutions.

84. **Work is ongoing to develop a resource allocation formula to transparently allocate resources between countries.** This would include an element of incentive or reward for country allocations within the program based on gender equality performance. The program will also explore the feasibility of focusing within specific geographic areas in countries to demonstrate impact before expanding to other areas.

85. **The program's resources would be programmed within each country via a joint, country level programming approach to develop county work programs.** These processes would involve program staff from the hub, bilateral staff at Posts, government and civil society stakeholders, and key Development Partners. Engagement and monitoring of program support would be through the bilateral Partnerships for Development processes. These work programs

will identify the most sensible and strategic use of the additional resources from within the initiative. This will take account of existing activities and the availability of key implementation partners. Not all the areas included in the Initiative would necessarily be included in all countries. It will depend on local priorities. (See Next Steps later in this section for more information on this aspect.)

## Role of partners

### Government

86. **The program will seek where possible to align with partner government gender policies and initiatives, where they exist, and to strengthen the enabling environment for gender equality and increase services for women, men, girls and boys.** In some cases, it will be important to build government capacity to mainstream gender equality and promote sustainability of programs with a view to improving the lives of women and their families directly. There will be a particular focus on working with governments at sub-national and local level to improve their service delivery and accountability to women and men. In the first instance, this may necessitate working outside of existing government systems. The program will focus on improving the voice of women in demanding better governance at the political and administrative levels so it will support coalitions in society advocating for such changes.

### Civil Society

87. **The capacity of civil society organisations varies across the region and while they will be an important partner in implementation of the program, there will be a need to be selective in the partnering approach and to build gender capacity.** While this is not an ordinary grants program, a part of the approach will be to strengthen technical ability and implementation capacity of effective, representative organisations with obvious women's leadership. There will also be a role for an NGO strengthening facility that will support the gradual strengthening of NGO advocates and coalitions for change, to ensure a sustainable base for gender equality advocacy within the region.

### Private Sector

88. **In the area of women's economic empowerment, private sector organisations like finance institutions, social responsibility divisions of large corporations, and Chambers of Commerce will play an important part in the delivery of a number of the program priorities.** These groups will also play a role in educating development partners on effective public/private partnerships.

### International

89. **There are a large number of multilaterals and bilateral donors operating in the region, many of which are already activity pursuing initiatives to promote gender equality.** They will

be important partners in both providing advice on the direction of the overall initiative, and working as delivery partners. Where appropriate, joint and/or parallel funding of activities will be encouraged.

#### Research and think tank bodies

90. **These institutions will play a key role in researching effective change strategies and communicating findings.** There will be a particular focus on partnering with Pacific bodies (including within Australia) to enable the delivery of high quality gender equality research and evaluation within the Pacific.

#### Modalities

91. **Since the program is multifaceted, it will need a range of delivery modalities.** Decisions for modalities will be based on value for money, competence and ability to deliver results for women. Modalities will include:

- Delivered directly by AusAID country program staff
- Co-financing with multilateral, regional and bilateral agencies
- Managing contractor(s) in both the Gender Equality Hub and where appropriate and feasible within existing bilateral activities to deliver enhanced gender activities (e.g. civil society strengthening programs)
- NGO/civil society/research funding ‘windows’ in the form of commissioned activities to test or deliver specific programs and provide long term core support for advocacy and service delivery agencies.

92. **Modalities and partners will be identified in each country work program.** The following issues will be considered during these deliberations in selecting the delivery modalities, partnerships and forms of aid being proposed in this delivery strategy:

- The potential management impact of a rising budget on small country programs
- The need to minimise the transaction costs for national partners
- The need to ensure that Australian aid has visibility but does not jeopardise Pacific relationships, and
- Where considered appropriate, the capacity for AusAID to play a lead role.

#### Selection of partners

93. **The initiative will selectively seek out partnerships with organisations and alliances to meet the strategic objectives of the program.** Partners will be identified in the course of developing country work programs. Although grants will be given, the initiative is not a grants facility. Grants are one mode of delivery and the partnerships with the organisations delivering, will be pivotal to the success or failure of the overall initiative. Where the initiative uses the

grants modality for delivery, funds will be allocated to key partners depending on the following criteria:

- Share the same vision for gender justice
- Share the same programming values
- Demonstrate good gender practice in their management arrangements
- Demonstrate capacity to deliver, or the ability to improve such capacity (this particularly relates to NGOs or Pacific governments, not development partners who will be expected to have such capacity)
- Have the ability to impact on the lives of poor women directly
- Consider the value for money and comparative advantage of potential delivery partners e.g. previous performance and results, technical expertise, management capacity and costs, relationship networks, acceptance and reputation with national stakeholders
- Maximise opportunities to improve coordination and harmonisation of initiatives being supported by other development partners
- Seek to establish efficient and effective administrative arrangements that are tailored to the human resource constraints AusAID and delivery partners face.

94. **A system of feedback will be developed in Phase 1 to ensure partnerships continue to meet the above criteria.**

### Investment level

95. **It is envisaged that the program will increase in cost as absorptive capacity increases and progress is made against intermediate outcomes.** As a result, it is proposed that the funding for the program is scaled up over the 10 year period as follows:

- Initial investment for year 1 to 5 will be AUD 7 million – 30 million/year
- Years 5 to 10 will be AUD 30 million – 50 million/year.

96. This scale up increases the proportion of PAC Division resources allocated to this program from approximately 1 per cent in year one, to approximately 3 per cent in year five and onwards.

97. It is assumed the funds for this program would be sourced from the PAC Division scale up.

98. **It is envisaged that the majority (70 per cent+) of the program's funds would be programmed and implemented bilaterally.** The remaining funds would support the regional management function (Hub) and those activities that were truly regional or could not be

allocated and programmed at a country level (e.g. regional network support for MPs or advocacy groups).

99. **This investment is considered a minimum as it is envisaged that the program will, over time, also successfully leverage additional targeted and mainstreamed funding for gender activities.** This investment is also considered to be additional to existing gender funding in the Pacific (both targeted and mainstreamed). A key intent of this Initiative is to provide the impetus and ability to enhance and increase the effectiveness of the existing and future general investments from AusAID, other development partners and governments toward gender equality. An actual figure of increasing investments within mainstream programs will be developed as part of Phase 1. (See paragraphs 64 to 69 for more information about the mainstreaming approach.)

100. **Investments in first two years could include:**

KRA	Program	Funds
<b>KRA 1</b>	Post-election research on women's performance in Papua New Guinea (national and local elections), Kiribati and Solomon Islands to determine what makes campaigns successful and therefore what kind of support is needed to improve electoral outcomes for women	AUD 800K
	Capacity assessments of country Ministries of Women undertaken by Secretariat of the Pacific Council (SPC) to determine the strengths and needs of government capacity to meet the needs of women and men	AUD 500K
	Expanding the Financial Diaries for the Poor to elicit base line information necessary for designing appropriate financial services for unbanked women and men	AUD 500K
	Establishment of management arrangements (the Hub)	AUD 2.8m
<b>KRA 2</b>	Establishment of capacity development package and facility for key women's advocacy agents. This is necessary to enable more effective targeting of support for community advocacy around women's rights. The package would help strengthen organisations' technical capacity, financial management and ability to provide services	AUD 500K
<b>KRA 3</b>	Expansion of proven community awareness development programs that have been effective in improving gender relations	AUD 700K
<b>KRA 4</b>	Support to strengthen women's voices in decisions over community economic infrastructure in resource rich areas	AUD 500K
	Establish a facility (online and face to face) that would form a platform for advocacy to improve election outcomes for women e.g. mentoring of candidates and existing parliamentarians, facilitating private donations for campaigning, providing a communication point and enabling local, national and regional networking to advocate and organise change	AUD 500K



<b>KRA 5</b>	Increase support for financial inclusion products, literacy and transfers	AUD 1m
	Support for produce markets that would increase women's sales. This could include refurbishments based on an incentive approach with local governments, development of adjunct business incubators, improving vendors voice in local government decision making about markets and use of taxes and development of child care facilities	AUD 3m
<b>KRA 6</b>	Expand shelters and develop more shelter models to increase safety of women survivors of domestic violence	AUD 5.5m
	Support for the global Safe Cities program in Port Moresby that is starting to improve the safety of one market but has potential to increase the overall safety of the city, reducing violence against women and improving women's economic opportunities	AUD 2.5m
<b>Total</b>		AUD 18.8m

### Indicators for success

101. **See Annex 4 for a menu of indicators to measure success and progress.** These indicators are drawn from AusAID's Performance Assessment framework as well as other development partner's work in measuring success in similar areas of work. They have been cross checked with existing Pacific Island commitments but there is a need to do much more substantive work on indicators, in consultation with program partners. Ideally, indicators would form the basis of country reporting for the program regionally and could be used to meet a range of reporting obligations, international, domestic and project.

### Policy Coherence

#### Global framework

102. **All but two Pacific countries (Tonga and Palau) have ratified the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW),** which commits countries to a range of actions to advance women's empowerment, including in: leadership and decision making (including through use of temporary special measures for women's participation in parliaments), ending violence against women and promoting the economic empowerment of women.

103. **The 2012 World Development Report "Gender Equality and Development" provides the global framework for this program.**<sup>30</sup> This report argues that to reduce gender inequality, action is required to:

- a. Reduce excess deaths of girls and women by improving delivery of clean water and sanitation and increasing maternal health services

<sup>30</sup> World Bank (2012). *World Development Report 2012: Gender Equality and Development*, World Bank, Washington D.C., pp. xxii-xxiii.

- b. Shrink persisting education gaps by improving access to education for girls and young women when poverty, ethnicity or remoteness excludes them
- c. Narrow the disparities in earnings and productivity by removing women’s time constraints, improving women’s access to resources including land and credit, and tackling information problems and institutional biases that work against women
- d. Reduce gender differences in voice in households and society by increasing women’s control over household resources and enhancing women’s ability to accumulate assets including through laws, increasing women’s voice in society by introducing quotas and fostering leadership
- e. Limit reproduction of gender inequality across generations by reaching adolescents and young women.

#### Regional

104. **The program is also consistent with regional commitments** such as the Pacific Platform for Action on the Advancement of Women and Gender Equality, the Pacific Plan 2005 and the 42nd Pacific Island Forum communique which highlighted the need to intensify efforts to promote gender equality and address sexual and gender based violence. This commitment has been further cemented by the establishment of the Pacific Forum Reference Group on Sexual and Gender Based Violence and the recent Pacific Regional Action Plan on Women, Peace and Security.

105. **The program is closely aligned with the policies and plans of many Pacific partner governments and development partners.** The majority of Pacific Island Forum countries have national gender policies or action plans in place. The program is also consistent with the ambitions of other donors and multilaterals such as the United States, the European Union and New Zealand.

#### Australia

106. **Three of AusAID’s “Effective Aid” strategic goals are of particular relevance to this program.** Under the “promoting opportunities for all”, the program seeks to empower women to participate in the economy, leadership and education. Under “investing in food security, sustainable economic growth and private sector development, the program will (i) improve food security by investing in agricultural productivity, infrastructure, social protection and the opening of markets; and (ii) improve incomes, employment and enterprise opportunities for poor people in both rural and urban areas, including the development of sustainable mining industries to boost overall economic development. Finally, under “supporting security,

improving the quality of governance and strengthening civil society”, the program will improve governance in developing countries to deliver services, improve security and enhance justice and human rights for poor people.

107. **The program delivers AusAID’s gender commitments by operationalizing the Gender Thematic Strategy, “Promoting Opportunities for All: Gender Equality and Women’s Empowerment”.** This strategy articulates four pillars, including promoting women’s leadership and decision making, improving women’s economic empowerment and livelihoods and ending violence against women.

108. **Women with disabilities will be encouraged to participate and benefit from the program, in line with AusAID’s Development for All Disability Strategy.** The program will work with the Pacific Disability Form and national members to establish legitimate entry points. The approach will be ‘funded mainstreaming’ where five per cent of the funds will be allocated to deliver this work.

109. **Partnerships for Development signed between Australia and partner governments express general support and commitment to improving gender equality.** However, none explicitly refer to the program pillars as priority development outcomes or within schedules. AusAID will negotiate the next round of partnerships to be more inclusive of gender considerations.

### Risks and Mitigation Approaches

110. **In a scaled-up aid environment, AusAID needs to adopt a sensible approach to risk management, guarding against risk and fraud while delivering programs and assistance to the rural poor people who need it urgently.** AusAID’s internal audit section reviews the specific fraud control mechanisms of Australian partners such as non-government organisations, contractor firms and tertiary institutions while the Multilateral Assessment Framework considers the quality of fraud and risk management by multilaterals at the global level.

111. **At the country level AusAID takes account of these higher-level assessments and will engage with partners locally to assess their fraud and risk management systems.** AusAID will also monitor the implementation environment regularly (annually at a minimum) with a view to updating risk frameworks to ensure that risk mitigation and management plans remain robust and up-to-date.

112. **Overall, the program is rated as High Risk.** See Annex 5 for the full risk matrix. Below is a summary:

- **Capacity limitations of partners:** Unfortunately, in many Pacific countries the pool of potential partners is small, and they are often burdened with many demands on their time. A phased approach with alternative delivery mechanisms will be used in the short to medium term while capacity is built within partner organizations
- **Insufficient local data and evidence to support interventions:** Whilst there is international evidence to draw on in relation to gender inequality, there is a lack of evidence about the precise nature of catalytic change in the Pacific. In response, a key focus of the program will be to undertake significant and detailed evaluations to guide the development of activities.
- **Backlash against women benefitting from program activities:** There is potential for the program to cause harm to women through a backlash from men, as women begin to benefit from activities. This will be managed by careful thought and planning of each activity to ensure women are not harmed in this way. Incentives to encourage male support will also be used as direct benefits to men can mitigate harm to women beneficiaries.
- **Misuse of funds by key partners:** AusAID will provide funds to key partners for delivery for many activities and it is possible that there may be misuse of funds by some parties. This risk will be mitigated through capacity assessments of all new partner systems to identify such risks and build capacity to avoid the potential for mismanagement of funds.
- **Unrealistic or overambitious objectives:** The theory of change seeks to address the question and clarify intended outcomes and how they are to be achieved before the design has 'locked in' unrealistic and unattainable objectives. Flexibility and phasing will ensure that as implementation proceeds it is possible to review and revise objectives and strategies.
- **Technical capacity of AusAID:** The program will need significant practical gender expertise to manage and deliver and there is a risk that AusAID will not be able to find such expertise within existing ranks and external recruitment will take time. The aim is to improve this internal and external gender capacity over time and to source capacity externally while capacity in the region, and in AusAID, grows.
- **Management burden and costs:** There is a risk of adding to the management burden of AusAID staff, compromising the quality of management and activity monitoring in the short and medium term. It will therefore be crucial that the management of the program is adequately resourced, both in Canberra/Suva and at all other participating Posts.
- **Lack of ownership by Pacific women and Pacific countries:** The Pacific Leadership Program has demonstrated the critical importance of local ownership of initiatives. There is a risk that if the program is seen as an Australian led program only, there will be

a backlash from both men and women in the Pacific. It will be critical to build local ownership at both the political level and the community level to avoid this risk, as the program begins to trial pilot interventions.

113. The Delivery Strategy has developed a number of approaches to assist in mitigating these risks. These include:

- A strong policy engagement component within the Initiative, including through the PIF and the bilateral Partnerships for Development, to encourage Governments to articulate and pursue national policy actions that promote gender equality within countries which the Initiative is able to support;
- The formation of a high level Pacific Advisory Board for the Initiative that will include eminent Pacific women and men in order to assist in advocating for gender equality across the region, and to advise the PGEI on appropriate strategies, entry points and activities;
- The adoption of a 10 year duration for the Initiative, and within that an iterative, rolling design process that invests in research and evaluation to ensure activities are appropriate to context, and that only activities that have a solid evidence base of effectiveness are supported to expand to scale;
- An overt focus on building the capacity of Pacific organisations – government and civil society – to both better advocate for effective policies and services, but also to deliver programs;
- The adoption of multiple delivery modalities based on assessment of capacity and performance at country level to deliver, and further the overt targeting of the Initiative resources to areas where there is commitment and capacity to deliver change;
- The establishment of the Gender Equality Hub will provide a dedicated and high quality resource to support country level planning and implementation of activities.

### Next steps

114. **After announcement of the initiative, a small AusAID team will be established (Design and Early Implementation Team) to begin a detailed planning, design and full implementation process.** The team will operationalise the early implementation activities identified in this Delivery Strategy. For example, allocation of funding across countries, mapping of policy engagement process, development of gender score card for countries, capacity development plan for staff and key partners, performance indicators, management arrangements within the Hub and Spoke, details of the proposed Advisory Board.

115. **The team will also enter into detailed consultations with Pacific Island governments, development partners and civil society actors on implementation priorities.** This will entail

country level gender planning processes in order to develop country specific work programs in each of the Pacific Forum countries. This planning processes will be conducted in a consultative way with key development partners, reflect ongoing programs, and opportunities for possible new collaboration. These work programs would identify the most sensible and strategic use of the additional resources from within the Initiative. This will take account existing activities and the availability of key implementation partners. Not all the Key Result Areas will necessarily be included in all countries. It will depend on local priorities. The original design missions will form the basis of these consultations.

**116. Lastly, the team will arrange for an open tender process for a contractor to support the operation of the Pacific Gender Equality Hub.**

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## Annex 1: Participants consulted during design

### Design Mission Country visit Papua New Guinea - Port Moresby 4-13 June 2012

Organisation
Department for Community Development
Office for Development of Women
PNG Council of Women
NZ Aid
AusAID Law and Justice Program
AusAID
AusAID
Digicel Foundation
UN Women
UN Women Pacific
Family and Sexual Violence Advocacy Committee (FSVAC)
Strongim Pipol Strongim Nesen Program (SPSN)
Market Division within NCDC
Incentive Fund Program
SNS Program
UNDP
National Council of Women
Electoral Commission
Haus Ruth,
Westpac Bank
ANZ Bank
BSP Bank
Church Organisations, Salvation Army and Catholic Church
Papua Hahine
Church Partnership Program

### Design Mission Papua New Guinea Country visit - Goroka - 4-13 June 2012

Organisation	Province
Women In Agriculture	Enga
Western Highlands Council of Women	Western Highlands
JIWAKA Women's Microfinance Institute	JIWAKA
Voice for Change	JIWAKA
Kup Women for Peace	Chimbu
Human Rights Network	Chimbu
LLG Councillor	Chimbu - Gembogl
Bridges	Chimbu

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Kainantu LLG	Eastern Highlands
Gipaheka Women's Ass	Eastern Highlands
Women in Agriculture	Eastern Highlands
CSO-PNGEC coordinator	Eastern Highlands
CARE International	Goroka - EHP
Oxfam International	Goroka - EHP
Fresh Produce Dev. Agency	Goroka - EHP
Coffee Industry Corporation	Goroka - EHP
International Women's Development Agency	Kundiawa
Media Development Initiative	Content Advisor

**Design Mission Country visit - Solomon Islands - 18-22 June 2012**

<b>Organisation</b>
Ministry of Development, Planning and Aid Coordination
Family Support Centre Solomon Islands
RAMSI
Leadership Solomon's – Pasifiki Services
Solomon Islands National Council of Women
Church of Melanesia Inclusive Community Program
Young Women's Christian Association (YWCA)
National Young Women's Parliament Group
Honiara City Council
TRIPOD governance
Isabel Province
Voice Blong Mere
Ministry of Women, Youth, Children and Family Affairs
Solomon Islands Women in Business Association
World Vision
Secretariat of the Pacific Community (SPC)
European Union/CSO program
NZ Aid
World Bank
UNDP
AusAID
Live and Learn + International Women's Development Agency
Christian Care Centre
UN Women

**Design Mission Country visit Samoa, Apia 11-13 July 2012**

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<b>Organisation</b>
Samoa Chamber of Commerce
Ministry of Education Sports and Culture
Ministry of Finance
AusAID
DFAT
Ministry of Women, Community and Social Development
NZ Ministry of Foreign Affairs and Trade
UN Women
UNDP
Samoa Police
Samoa Umbrella for non-Government organisations (SUNGO)
Women in Business
Attorney-General's Office
Samoa law reform
National University of Samoa
Female MP

#### **AusAID Post-led consultations in Tonga**

<b>Organisation</b>
National Reserve Bank of Tonga (GoT rep)
Ministry of Labour, Commerce and Investment (GoT rep)
Women in Sustainable Enterprises (WISE) association and CEO FEXCO-Western Union Tonga (private sector)
Pacific Horticultural & Agricultural Market Access Program (private sector)
Civil Society Forum of Tonga
AusAID

#### **AusAID Post-led consultations in Kiribati 25-29 June 2012**

<b>Organisation</b>
Ministry of Internal and Social Affairs, Women's Development Division
Government of Kiribati
UN Women
Kiribati Protestant Church
Kiribati National Church Committee
Government of Kiribati
AMAK - Aia Maea Ainen Kiribati National Women Federation of Kiribati
AusAID Tarawa

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**AusAID Post-led consultations in Vanuatu**

<b>Organisation</b>
Ministry of Justice and Community Services
Department of Women's Affairs
Department of Strategic Policy and Programming (Prime Minister's Office)
Vanuatu National Council of Women
Vanuatu Association of NGOs (VANGO)
Vanuatu Christian Council
Vanuatu Women's Centre
Public Service Commission of the Vanuatu Government
Ministry of Health
UNFPA
European Commission
UN Women
UN Joint Presence (UNICEF and UNDP)
Pacific Leadership Program (Vanuatu Coordinator)
AusAID Port Villa

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## **Annex 2: Draft description of the role of the advisory committee**

### **2. Purpose of Advisory Committee**

The Advisory committee will comprise eminent Pacific Islanders whose role is to:

- Provide strategic direction, advice and guidance to the Program
- Assist in connecting the program with other influential leaders in the Pacific
- Represent the program when required.

The Advisory Committee is not a Board of Directors or Trustees. Its members carry no responsibilities in the governance, stewardship or management of the program. These responsibilities rest with AusAID.

### **3. Structure and operation of the Advisory Panel**

#### **3.1 Structure**

The Advisory Panel will be comprised of eminent leaders from the Pacific Islands, Australia and New Zealand with a common vision to support gender equality in the Pacific. The number of official Advisory Panel members remains flexible to respond to the needs of the Program, but is expected to comprise of no more than 15 members. The Regional Director of the program will act as Secretary to the Panel.

The Committee will elect its own chair, who will hold the position for up to four years.<sup>31</sup> Individuals and representatives of relevant organisations may be asked to contribute to Panel meetings from time to time.

#### **3.2 Tenure**

The tenure of the Advisory Committee will be for the term of the program. Members are asked to stay with the Advisory Committee for a minimum of three years for consistency. It is expected members will retire from the Advisory Committee after five years, though some flexibility will be required to ensure all members do not retire at the same time.

Appointment of replacement members will be made by AusAID following discussion with the Chair and/or other Panel members.

#### **3.3 Meeting Procedures**

The Committee will meet annually. Between meetings, individual members will also meet with program representatives in country when appropriate.

Advice of the meeting, confirmed venue and travel arrangements will be sent to each member six weeks prior to the meeting. An agenda of proposed business and other relevant documentation will be sent to all Members approximately 10 days prior to the meeting.

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<sup>31</sup> Increase in term from 3 to 4 years was agreed at May 2011 Advisory Panel meeting.

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Brief minutes of meetings will be distributed to members within 14 days of the meeting.

#### **3.4 Expenses**

AusAID will meet all costs associated with Advisory Panel meetings (including travel and accommodation). A sitting fee will be paid in accordance with Remuneration Tribunal Act (RTA) directives as a non-designated Category Two committee.

#### **4. Information for the Advisory Panel**

The Secretariat will provide relevant information and regular updates to the Advisory Committee. The exact nature will be determined during set up of the program.

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### **Annex 3: Initial thoughts of the role of the contractor**

1. Running of office administration
2. Development of policies and processes relating to office administration
3. Contractor of short and long term technical support
4. Payment of staff
5. Logistics for staff and contractors movements
6. Logistics of meetings and training
7. Development and delivery of communication strategy
8. Development and distribution of knowledge products and events
9. Development of monitoring and evaluation framework
10. Support for in-country staff and contractors
11. Development and delivery of capacity development facility to support NGOs and coalitions for change in-country and regionally
12. Delivery of research program.

## Annex 4: Indicators for success

The Initiative will build local capacity to collect this data wherever possible. In some instances, the program will rely on development partners to collect data.

There will be a mix of quantitative and qualitative data collected. The Gender Equality Hub will provide a coordination point for collection as well as technical support

End of Strategy Development Objective	Anticipated Intermediate Outcomes	Outcome Indicators	Performance Targets against baselines ( <i>where relevant and known</i> )	Data Sources and Means of Verification
Pacific Island Communities support women to have increased knowledge, skills and opportunities to enable them to participate in political, economic and social life	Enhanced knowledge and evidence to inform policy and practice	Joint programming on gender equality with partners, based on evidence of what works  Good quality partnerships to improve equality in the region	<ul style="list-style-type: none"> <li>Partnerships for Development include clear outcomes for women and girls and positive changes to gender relations</li> <li>Existence of MOUs with all development partners to support improvements in gender equality</li> </ul>	<ul style="list-style-type: none"> <li>Partnerships for Development</li> <li>MOUs</li> </ul>
		Existence of good quality baselines to measure changes over time	<ul style="list-style-type: none"> <li>Research and evaluation plan developed in the first two years, informed by pilots e.g. access to formal credit, by sex and size of loan, extensive financial diaries for the poor, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Research plan developed by Pacific Gender Equality Hub</li> </ul>
		Range of knowledge products that can support gender equality changes at regional, national and local levels	<ul style="list-style-type: none"> <li>Number of and use of knowledge products</li> </ul>	<ul style="list-style-type: none"> <li>Pacific Gender Equality Hub</li> </ul>
	Strengthened women's groups and advocacy	Vibrant, effective community coalitions have improved women's	<ul style="list-style-type: none"> <li>All countries have at least one coalition for change representing women's interests at provincial</li> </ul>	<ul style="list-style-type: none"> <li>Pacific Gender Equality Hub to collect</li> </ul>



End of Strategy Development Objective	Anticipated Intermediate Outcomes	Outcome Indicators	Performance Targets against baselines (where relevant and known)	Data Sources and Means of Verification
	coalitions for change	empowerment and met women's service needs	<p>and local level.</p> <ul style="list-style-type: none"> <li>• At least 15 social accountability mechanisms in place</li> <li>• All country governments have advanced gender legislation or policy, based on the advocacy of these coalitions</li> <li>• 30% of Government funds allocated to services for women and girls and able to be calculated</li> <li>• 30% of women on ward committees in pilot sites deciding local level infrastructure and land use decisions in extractive industry sites</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP</li> <li>• Govt machinery of Women</li> <li>• Ministries of Finance and Planning</li> <li>• World Bank</li> </ul>
	Positive social change towards women's agency and gender equality	Communities that support equality for women and therefore improvements in women's lives	<ul style="list-style-type: none"> <li>• Existence of evaluated community awareness campaigns in all countries on at least one issue relevant to the initiative</li> <li>• At least 30% of the population of each country has heard of the campaign</li> <li>• 5% of these acknowledge attitude changes</li> </ul>	<ul style="list-style-type: none"> <li>• Pacific Hub for Gender Equality</li> <li>• Pacific Hub for Gender Equality</li> <li>• Pacific Hub for Gender Equality</li> </ul>
	Improved women's decision making and leadership opportunities	<p>More representative democracies</p> <p>Women's right to hold positions of leadership</p>	<ul style="list-style-type: none"> <li>• Percentage of seats held by women in national parliaments - target 30% of seats</li> <li>• Percentage of women holding Ministerial/Cabinet posts in</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP statistics</li> <li>• UNDP statistics</li> </ul>

End of Strategy Development Objective	Anticipated Intermediate Outcomes	Outcome Indicators	Performance Targets against baselines <i>(where relevant and known)</i>	Data Sources and Means of Verification
		<p>respected</p> <p>Improved decision making of parliaments to meet the needs of citizens</p>	<p>Government (20%)</p> <ul style="list-style-type: none"> <li>• Percentage of seats held by women in provincial and local level governments – target 30%</li> </ul>	<ul style="list-style-type: none"> <li>• UNDP statistics</li> </ul>
		<p>More representative public services</p> <p>Women’s right to hold positions of leadership respected</p> <p>Improved decision making of governments to meet the needs of citizens</p>	<ul style="list-style-type: none"> <li>• Percentage of women at CEO and/or senior management level in: public service; SOEs – 50%</li> <li>• Completion of 15 gender stock takes which will develop baseline for gender mainstreaming in Government</li> <li>• 13 countries which have ratified CEDAW report regularly and accurately and remaining 2 countries ratify.</li> </ul>	<ul style="list-style-type: none"> <li>• Women’s Machinery of Government statistics</li> <li>• SPC stock takes</li> <li>• CEDAW committee</li> </ul>
		<p>Regional bodies demonstrate and respect women’s contribution to decision making</p>	<ul style="list-style-type: none"> <li>• Percentage of women in senior management posts in regional organizations - CROP (currently out of nine organizations and 15 senior management posts only three posts are held by women – target 50%)</li> <li>• Forum compact reporting against gender commitments</li> </ul>	<ul style="list-style-type: none"> <li>• CROP agencies</li> <li>• Centre for Gender Equality annual</li> </ul>

End of Strategy Development Objective	Anticipated Intermediate Outcomes	Outcome Indicators	Performance Targets against baselines <i>(where relevant and known)</i>	Data Sources and Means of Verification
				report to the Forum
	Increased economic opportunities for women	Increased access to, control over and use of productive resources by women	<ul style="list-style-type: none"> <li>• Proportion of businesses owned solely and jointly by women</li> <li>• Proportion of business licenses issued by year and by sex (male, female, jointly female/male)</li> <li>• Proportion of male, female and jointly owned businesses receiving financial, training and other business support services</li> <li>• Share of women in wage employment in the non-agricultural sector</li> <li>• 60% of women and men have access to financial services across the region</li> <li>• 60% of women have their own mobile phones</li> </ul>	<ul style="list-style-type: none"> <li>• Pacific island's Private Sector Organisation and Forum Secretariat</li> <li>• Ministries of Commerce and Industry</li> <li>• Ministries of Commerce and Industry</li> <li>• Ministries of Commerce and Industry</li> <li>• UNDP/UNCDF</li> </ul>
		Household relations change to enable women's equal participation in 'productive' work	<ul style="list-style-type: none"> <li>• Women's and men's share of unpaid family labour becomes equal</li> <li>• Women's increased decision making and control over household and community assets</li> </ul>	<ul style="list-style-type: none"> <li>• National Statistics Offices</li> <li>• Pacific Hub for Gender Equality</li> </ul>
		Policy and regulatory environment improves	<ul style="list-style-type: none"> <li>• Equal employment opportunity laws enacted and enforced</li> </ul>	<ul style="list-style-type: none"> <li>• ILO</li> </ul>

End of Strategy Development Objective	Anticipated Intermediate Outcomes	Outcome Indicators	Performance Targets against baselines ( <i>where relevant and known</i> )	Data Sources and Means of Verification
		to enable women's fair, safe employment	<ul style="list-style-type: none"> <li>• Introduction of sexual harassment policies in all countries</li> </ul>	<ul style="list-style-type: none"> <li>• ILO</li> </ul>
		More productive, safer and healthy produce markets	<ul style="list-style-type: none"> <li>• Proportion of women and men receiving productivity-enhancing inputs and services (extension, skills, training, technology, export-oriented marketing)</li> <li>• At least 30,000 produce market vendors who are women receive improved services and access training etc.</li> <li>• 20 Associations of market vendors able to advocate for the needs and rights of women</li> <li>• 20 of the region's produce markets have child care and other services available targeting women market vendors</li> <li>• 20% of market taxes and levies reinvested in market improvements and maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• UNWomen</li> <li>• UNWomen</li> <li>• UNWomen</li> <li>• UNWomen</li> <li>• UNWomen</li> </ul>
	Reduced violence against women and expanded support services	Improved legal protection to enable women to live safer lives	<ul style="list-style-type: none"> <li>• Number (10 of 15) of countries with enacted family law legislation that addresses violence against women, inheritance laws (land and property), marital property rights in case of divorce etc.</li> <li>• 50% of reported cases to the police are recorded and investigated</li> </ul>	<ul style="list-style-type: none"> <li>• UNWomen</li> <li>• Ministries of Police</li> </ul>

End of Strategy Development Objective	Anticipated Intermediate Outcomes	Outcome Indicators	Performance Targets against baselines ( <i>where relevant and known</i> )	Data Sources and Means of Verification
			<ul style="list-style-type: none"> <li>• Annual increase in disposal rate for cases involving physical or sexual assaults of women and girls</li> </ul>	<ul style="list-style-type: none"> <li>• Ministries of Police</li> </ul>
		Ability for women to access good quality support services and rebuild their lives	<ul style="list-style-type: none"> <li>• Every country has a referral network and for larger countries sub-national level networks are established and operating effectively</li> <li>• 20% of total population of women and girls with access to shelters and counselling services if required</li> </ul>	<ul style="list-style-type: none"> <li>• UNFPA</li> <li>• Ministries of Women</li> </ul>
		Community attitudes change to enable women and girls freedom from violence	<ul style="list-style-type: none"> <li>• 30% of participants in attitudinal change training and advocacy awareness initiatives are men</li> <li>• 30% of the population are male gender equality advocates and involved in coalitions in communities across the Pacific</li> </ul>	<ul style="list-style-type: none"> <li>• Pacific Hub for Gender Equality</li> <li>• Pacific Hub for Gender Equality</li> </ul>
	Improved gender outcomes in health and education services	Women have the skills to live fulfilling and productive lives	<ul style="list-style-type: none"> <li>• At least 60% of AusAID funded scholarships go to women in all countries</li> <li>• % increase in enrolment rates for women and girls at all levels of education</li> <li>• % increase in completion rates for women and girls at all levels of education</li> <li>• % increase in female literacy and</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID</li> <li>• Government ministries</li> <li>• Tertiary institutions</li> <li>• Government</li> </ul>

End of Strategy Development Objective	Anticipated Intermediate Outcomes	Outcome Indicators	Performance Targets against baselines <i>(where relevant and known)</i>	Data Sources and Means of Verification
			numeracy <ul style="list-style-type: none"> <li>• % of teachers and school administrators with gender-sensitive training</li> <li>• % increase in curricula which address gender equality</li> <li>• % increase of schools built or upgraded to be accessible and safe for girls and women to attend</li> <li>• % increase in number of female teachers and school administrators</li> <li>• % increase of women and girls in TVET leading to employment readiness</li> </ul>	ministries <ul style="list-style-type: none"> <li>• Government ministries</li> <li>• Government ministries</li> <li>• AusAID</li> <li>• Government ministries</li> <li>• Tertiary institutions</li> </ul>
		Women can control their own fertility	<ul style="list-style-type: none"> <li>• % increase in women's safe access to contraception and information to address women's unmet contraceptive needs</li> <li>• Increased number of women and men, boys and girls accessing family planning education and information</li> <li>• % increase in funds for family planning</li> </ul>	<ul style="list-style-type: none"> <li>• Government ministries</li> <li>• AusAID</li> <li>• AusAID</li> </ul>
		Women can have healthy babies safely	<ul style="list-style-type: none"> <li>• % increase of births attended by a skilled attendant</li> <li>• Increased number of skilled birth attendants</li> </ul>	<ul style="list-style-type: none"> <li>• Government ministries</li> <li>• Government ministries</li> </ul>

End of Strategy Development Objective	Anticipated Intermediate Outcomes	Outcome Indicators	Performance Targets against baselines <i>(where relevant and known)</i>	Data Sources and Means of Verification
			<ul style="list-style-type: none"> <li>• % increase of women able to access antenatal care in the early stages of pregnancy (special attention to rural areas and poorest women)</li> <li>• % increase in women able to access antenatal care regularly during pregnancy (special attention to rural areas and poorest women)</li> <li>• % increase of pregnant women with access to improved nutrition</li> <li>• Improved hospital safety and hygiene</li> <li>• % decrease in adolescent pregnancy</li> </ul>	<ul style="list-style-type: none"> <li>• Government ministries</li> <li>• Government ministries</li> <li>• ?</li> <li>• Government ministries</li> <li>• Government ministries</li> </ul>

## Annex 5: Risk matrix

	Likelihood	Consequence	Rating
<p><b>1. Operating environment:</b> What impact might the operational or physical environment (political instability, security, poor governance, lack of essential infrastructure etc.) have on achieving the intended objectives/results?</p>	Likely	Major	High
<p><b>Capacity limitations of partners:</b> It will be important to avoid relying too heavily on a few partners whose capacity is limited. Unfortunately in many Pacific countries the pool of potential partners is small, and they are often burdened with many demands on their time. A phased approach is advocated, in which alternative delivery mechanisms are used in the short to medium term while capacity is built within partner organizations. Careful monitoring of the progress of incremental change within organizations will be vital to ensuring the pace of change is managed appropriately.</p>			
<p><b>2. Results:</b> What is the risk that this investment will fail to achieve intended results or have negative unintended consequences? Would the failure to achieve the results in the proposed timeframe, or at all, affect the targeted beneficiaries directly? What level of impact would this have on beneficiaries?</p>	Possible	Minor	Moderate
<p><b>Insufficient local data and evidence to support interventions:</b> Whilst there is international evidence to draw on in relation to gender inequality, there is a lack of evidence about the precise nature of catalytic change in the Pacific. In response a key focus of the program will be to undertake significant and detailed evaluations to guide the development of activities. Where there is evidence of what works, the program will target quick wins by taking successful interventions to scale, in other areas, before large scale investments can be made, new approaches will be piloted. These pilot approaches will be rigorously evaluated to ensure successful actions can be identified and replicated.</p>			
<p><b>3. Safeguards:</b> Do any of the activities involved in this investment have the potential to cause harm safeguard issues (child protection, displacement and resettlement, environment and disability)? If so, what level of impact would this have?</p>	Likely	Moderate	High
<p><b>Backlash against women benefitting from program activities:</b> There is potential for the program to cause harm to women through a backlash from men, as women begin to benefit from activities. There is some evidence that some Pacific women have been beaten by husbands, as their income rises, or as their agency to make decisions improves. This will be managed by careful and thorough planning of each activity to ensure women are not harmed in this way.</p>			
<p><b>4. Fiduciary:</b> Is there a risk that funds will not be used for the intended purpose or will not be properly managed by a recipient individual, organisation or institution? If so, what level of impact might this loss of funds have both on our reputation and in terms of achieving objectives?</p>	Possible	Minor	Moderate
<p><b>Misuse of funds by key partners:</b> AusAID will provide funds to key partners for delivery for many activities and it is possible that there may be misuse of funds by some parties. This risk will be mitigated through capacity assessments of all new partner systems to identify such risks and build capacity to avoid the potential for mismanagement of funds.</p>			



<p><b>5. Reputation:</b> Could any aspect of the implementation of this investment potentially cause damage to the reputation of AusAID or the Australian Government? If so, what level of impact might this have?</p>	Possible	Moderate	High
<p><b>Unrealistic or overambitious objectives:</b> The theory of change seeks to address the question and clarify intended outcomes and how they are to be achieved before the design has ‘locked in’ unrealistic and unattainable objectives. Flexibility and phasing will ensure that as implementation proceeds it is possible to review and revise objectives and strategies.</p> <p><b>Technical capacity of AusAID:</b> The program will need significant practical gender expertise to manage and deliver and there is a risk that AusAID will not be able to find such expertise within existing ranks and external recruitment will take time. Across the Pacific this is a general problem experienced by other development agencies. The aim is to improve this internal and external gender capacity over time and to source capacity externally while capacity in the region, and in AusAID grows.</p> <p><b>Management burden and costs:</b> There is a risk of adding to the management burden of AusAID staff, compromising the quality of management and activity monitoring in the short and medium term. It will therefore be crucial that the management of the program is adequately resourced, both in Canberra/Suva and at all other participating Posts. There is a related risk of a disproportionate amount of the program being consumed by management costs.</p>			
<p><b>6. Partner relations:</b> Could any aspect of this investment, such as failure to achieve objectives, potentially damage Australia’s relationship with key partners? If so, what level of impact might this have?</p>	Possible	Moderate	High
<p><b>Lack of ownership by Pacific women and Pacific countries:</b> The Pacific Leadership Program has demonstrated the critical importance of local ownership of initiatives. There is a risk that if the program is seen as an Australian led program only, there will be a backlash from both men and women in the Pacific. It will be critical to build local ownership at both the political level and the community level to avoid this risk, as the program begins to trial pilot interventions. Efforts will be made to identify both female and male ‘champions’ in each of the countries in the communities and build networks among these champions at national level.</p>			
<p><b>7. Other:</b> Are there any other factors specific to this investment that would present a risk (e.g. this is a new area of activity or is an innovative approach)? If yes, please describe and rate the risk.</p>			
<p><b>Overall Risk Rating:</b></p>			<p><b>HIGH</b></p>