



Australian Government

Department of Foreign Affairs and Trade

# Pacific Women Shaping Pacific Development

Design Document

April 2014

# Pacific Women Shaping Pacific Development: Design Document

## Executive summary

### Introduction

*Pacific Women Shaping Pacific Development (Pacific Women)* is a 10 year program focused on enabling women and men across 14 countries in the Pacific to improve the political, social and economic opportunities for women. It reflects the Government of Australia's commitment to work for improved equality and empowerment of women. *Pacific Women* will support Pacific countries to meet the commitments by Pacific leaders to work for gender equality.

### The Pacific Region

The Pacific Islands region is vast and culturally diverse. Pacific island countries face many common challenges mostly related to geographic isolation, small dispersed populations and limited natural resources. Gender inequality is of particular concern. Violence against women is widespread; women's participation in political leadership is among the lowest in the world; and there are multiple barriers to economic participation and empowerment of women.

### Policy Context

In 2012 the leaders of Pacific Island countries committed to the Pacific Leaders' Gender Equality Declaration. Through the declaration they undertook to implement specific national actions to progress gender equality with particular attention to areas of gender-responsive government programs and policies, decision-making, economic empowerment, ending violence against women, and health and education.

Australian Government policy has focused for some time on the importance of gender equality for national economic and social development. The Australian Government has that gender inequality in the region is contributing to the undermining of long-term development.

### Pacific Women Delivery Strategy

In 2012 a detailed Delivery Strategy was developed for *Pacific Women*. The Delivery Strategy established the interconnected nature of women's disempowerment in the Pacific and the need for change across several areas including:

- Enhanced knowledge and evidence base to inform policy and practice;
- Strengthened women's groups, male advocates and coalitions for change;
- Positive social change towards gender equality and women's agency;
- Improved women's leadership and decision-making opportunities;
- Increased economic opportunities for women;
- Reduced violence against women and expanded support services;
- Improved gender outcomes in education and health.

The Delivery Strategy also identified the strong support and interest in working for women's empowerment and development across the Pacific and the need to build from existing knowledge and capacity. The Delivery Strategy established the higher-level development outcomes sought by the program and outlined an overall implementation approach which included regional and country level activities.

### **Pacific Women Design Process**

In 2013 the Delivery Strategy was developed into a program design to guide the implementation of *Pacific Women*.

### **Consultations**

An extensive consultation process also included regional workshops hosted in Fiji and PNG. The key messages from these workshops suggested that while there was action across the Pacific towards addressing women's inequality, it was insufficient to address the need. There was a major disjuncture between micro and macro level activities and between organisations working in the same areas. Work was often siloed, with poor sharing of information and learning. There was insufficient attention to identifying and recording evidence of outcomes and impact, and insufficient analysis of why or how change might happen.

Alongside the consultation process, *Pacific Women* country plans were developed to cover the 14 Pacific Island Forum countries. The key message from the country plan design processes was that women's experiences needed to be understood in their local context. The Pacific regional is vast and culturally diverse. There can be wide variation within any country, particularly between women who live in rural and urban areas. Responses and activities need to be grounded in good quality understanding of the local context and the sociocultural dynamics of the communities where women live and where children are socialised.

The issues raised during the regional consultations and the *Pacific Women* country plan development provided the basis for the program design. The design document updates and extends the focus areas outlined in the Delivery Strategy. It provides information around program objectives and outcomes, theory of change, implementation and management and detailed systems for M&E.

### **Lessons learned from previous programs**

Building on the analytical work of the Delivery Strategy, further desk-based analysis of previous programs in the Pacific and lessons learned has also helped to shape the final design of *Pacific Women*.

#### *Gender based violence*

The consultations supported the strong findings from the Delivery Strategy that violence is one of the most pervasive and severe limitations upon women in the Pacific. Recent research notes that violence is widespread and increasing. In many countries gender based violence is part of systematic control of women by their partners and family members. Further, that it has a devastating impact on the health and wellbeing of women, their families and communities.

Attention needs to be given to expanding access to quality services for women and girls who are surviving violence. Indications are that this should start with increased support to existing services and development of new services at country level. This work should be undertaken in cooperation and consultation with existing service providers and other stakeholders including women themselves.

Preventing violence is also important. Research identifies that this is not a simple process and there is limited evidence of effective violence prevention in the Pacific. It requires action on several levels including a broader supportive environment where national laws and policies prohibit violence and justice systems uphold sanctions against violence. It also requires attention to changing women's and

men's beliefs about the rights of women and about the unacceptability of violence as a way for men and women to relate.

#### *Changing social norms, values, practices and attitudes*

The values and attitudes of men and women were identified as significant barriers to gender equality in the Pacific. Women's lack of agency, or their belief in their own self-worth and ability, limits both what they choose to do and what they expect of others. Perceptions that women have lower status than men create an environment of practical and legal discrimination from the household to the national arena. Significant structural and cultural barriers exist within the Pacific that continue to marginalise women from power, including colonial influences on traditional roles within the household and issues of land ownership.

There is evidence that using mass media and entertainment programs can influence attitudes and values of women, especially when these processes are participatory and build from research about the current experience of women. To be effective this work needs to be tailored specifically for particular audiences. It also needs to be part of a package that includes services and resources that women can access if they decide to make changes in their lives.

It is much harder to change attitudes and beliefs of men in the Pacific. Media and broad communication messages are less effective by themselves; messages from leaders, religious and traditional leaders as well as politicians, will not by themselves influence attitudes and behaviour of men. Men are likely to be influenced when there are multiple interventions reinforcing the same message and tailored to their context.

There appears to be a role for *Pacific Women* to support Pacific stakeholders, including Pacific governments, organisations, communities, women and men, to develop their own solution to this challenge of how to change attitudes. This is likely to include attention to institutions such as schools, churches and media; work with Pacific men to develop strategies that fit their context; and scaling up the experience from existing successful community-based programs.

#### *Economic empowerment*

Women's economic insecurity contributes to their lack of control over their own development and that of their family. World Bank research suggests that for women to exercise their agency they need to have access to economic security and some protection from economic shocks.

Action in this area includes providing access for women to the formal economic system. This needs to sit alongside improvements within the informal economy, in particular around issues of safety, working conditions and improving incomes for women.

Support is required to expand the effective work being undertaken at the community level through local savings schemes and to increase access to rural banking systems. Some countries in the Pacific are experimenting with social transfers and social insurance, and this may be an additional necessary option for economic security for some groups of women.

This is an area where *Pacific Women* can add value through support for a broad range of economic development strategies for women, with attention to the most appropriate options for different contexts. The program can also work through other Australian aid bilateral and regional programs to influence existing governance and economic programs to ensure they promote and improve the economic position of women in the Pacific.

#### *Leadership and decision-making*

Increased participation and voice of women improves the social and economic development in a country. In particular, increasing women's voice in formal and informal decision-making processes

from community through to national levels is important to ensure their inclusion in and contribution to development.

There is already support for programs directed at increasing the number of women in formal leadership at national and subnational levels in the Pacific. While *Pacific Women* will continue to support such programs, it will also work to identify opportunities for women to have increased voice in decision-making in other fora. One strategy for this may be through increased support for coalitions and networks of women.

#### *Health and education*

Underpinning improved gender equality in the Pacific are opportunities for women to have increased and better quality access to health and education services.

By working with DFAT's bilateral aid programs, *Pacific Women* is in good position to work through existing programs and relationships with national governments to improve the delivery of gender sensitive services in the health and education sectors.

#### *Legal systems*

Police and justice systems play a very important role in providing protection for women who are survivors of violence. This may be an important area for *Pacific Women* to provide additional support at national level.

Despite the Convention on Elimination of All Forms of Discrimination against Women being the second most ratified international human rights treaty in the Pacific, most Pacific Island constitutions and customary laws obstruct women's access to education, employment and the capacity to be heard in decision-making. In particular, most Pacific island constitutions do not grant women equality in substantive terms. While United Nations agencies and other organisations give particular focus to this area of work, *Pacific Women* can contribute to the development of the enabling environment for women through focusing on the impact of this work and assessing its contribution to change for women.

#### *Women's groups and coalitions*

The design consultations highlighted the considerable diversity in women's lives across the Pacific. This includes women who live with disability, widows, women living in rural areas, young women and women of lesbian and transgender orientation. A common feature of the experience of these women and others, such as women living with HIV and AIDS, was their different insights about power and opportunities for change. There is considerable opportunity for *Pacific Women* to exercise convening and brokering power to bring representatives of these groups together and support them to use their knowledge and experience to construct inclusive solutions to women's disempowerment.

In addition, it is clear that some Pacific women's networks have struggled to work cooperatively. The geography of the Pacific, together with the differences between women in urban and rural settings and the constant competition for funding and donor interest, has tended to drive women's organisations and groups into siloed and single issue action. People were highly supportive of *Pacific Women* acting to convene and bring together different networks in the Pacific and promoting greater coordination and cooperation between existing and new networks.

*The above consultation and research findings resulted in the development of the Pacific Women final design document.*

### **Goal and objectives**

The program goal builds upon the original Delivery Strategy goal, with some additions to ensure its inclusive focus:

**Women in the Pacific (regardless of income, location, disability, age or ethnic group) participate fully, freely and safely in political, economic and social life.**

The outcomes sought by the program include the following:

- **Women, and women's interests, are increasingly and effectively represented and visible through leadership at all levels of decision-making.**
- **Women have expanded economic opportunities to earn income and accumulate economic assets.**
- **Violence against women is reduced and survivors of violence have access to support services and to justice.**
- **Women in the Pacific will have a stronger sense of their own agency, supported by a changing legal and social environment and through increased access to the services they need.**

### **Program theory of change**

The changes sought by *Pacific Women* cut across individual, family, community and national levels. It needs to happen within formal systems as well as within the informal rules and practices that make up women's lives. Critically, these changes are interconnected; change in one area alone is insufficient. The program needs to work in ways which connect activities, developing competencies and strategies across the areas where change is being sought. While country and regional activities have started, and focus on some of these areas, they will need to expand and develop to address the range of change sought. To this end *Pacific Women* country and regional activities will be implemented utilising two key strategies:

1. Supporting Pacific women to increasingly own and direct the change

This strategy requires *Pacific Women* to broaden the range of local stakeholders involved in the program. This will include a focus on partnerships and coalitions as well as leveraging from the wider Government of Australia's work with national governments and working with Pacific men.

2. Implementing the program through a complexity lens

*Pacific Women* is a complex program. Therefore the country and regional approaches to change will have to develop over the life of the program moving towards more sophisticated and joined up approaches to change. This will be supported through a 'learning by doing' or 'action learning' approach with a focus on high quality analysis, good quality M&E and responsive and opportunistic approach to program management.

Two interim program objectives will be used to assess progress against the strategies as part of the program theory of change:

**By the end of the first three years of the program, the capacity, resources and relationships are established and action in key result areas is evident across the country and regional program activities.**

**By the end of year six of the program, joined up services and action, independent of, but informed by, Pacific Women will be evident in all 14 countries.**

### **Program implementation**

*Pacific Women* will be implemented through work at country and regional levels. Activities will focus on both expanding access to quality services for women and a growing process of engaging a wider range of development partners and other stakeholders, leveraging other programs to work for gender outcomes and developing and improving the scope and sophistication of the program.

Country plans have been developed which represent locally relevant responses and starting points for change towards the result areas identified in the Delivery Strategy. They reflect a rich set of activities and ideas and provide an important opportunity for cross learning about approaches to supporting and achieving women's equality and empowerment. *Pacific Women* will continue throughout the 10 years to be implemented primarily through country based plans and programs broadening from this initial set of activities. The country plans will be supported to strengthen and expand Pacific ownership and direction of the program and strategies for change.

A small set of regional activities have been, and will continue to be, designed to address common issues across the region and to complement and build on country specific activities.

A major strategy for the program will be to work in partnership with others. Partners will include national governments, Pacific regional organisations in particular the Pacific Island Forum Secretariat (PIFS) and the Secretariat for the Pacific Community (SPC), United Nations organisations in the Pacific, regional and local civil society organisations and international non-government organisations (NGOs) and research institutions. There will also be opportunity to collaborate with international development organisations as the World Bank and the Asian Development Bank (ADB) as well as other donors through the Council of Regional Organisations of the Pacific (CROP) Gender Working Group.

Attention will be given to supporting existing and emerging coalitions and networks across the Pacific. *Pacific Women* will mainly focus on supporting establishment of, and information sharing through, these networks and alliances. It will support increased coming together of people with similar interests, including working through the DFAT's *Pacific Leadership Program* (PLP).

*Pacific Women* will have a focus on capacity development utilising a range of existing and new resources to develop a suite of capacity options and opportunities that respond to varying capacity needs across the region.

There will be a strong emphasis on high quality M&E and sharing program information and research relevant to Pacific women's empowerment with all stakeholders. *Pacific Women* will manage a website that will act as a clearing house for work on gender equality at country and regional levels.

Research will focus on areas where *Pacific Women* seeks to achieve change. Emphasis will be given to research that generates new information and research that tests and examines the assumptions and hypothesis of the program.

*Pacific Women* will work in cooperation with many Australian aid and broader DFAT programs, where appropriate, to leverage better results for gender equality and women's empowerment across the entire portfolio. In particular *Pacific Women* will work closely with the *Pacific Leadership Program*, focussing on women's leadership and women's groups and coalitions. *Pacific Women* will also engage with the *Developmental Leadership Program* to utilise the technical expertise and research approach from that program.

### **Program management, governance and accountability**

*Pacific Women* will be managed and implemented through a combination of roles and responsibilities. Coordination and technical direction, and management of some regional activities will be undertaken by a small team in the Canberra Pacific Regional Branch, which will also act as the link between the program and the wider Australian aid program and external stakeholders. Overall responsibility for the program is held by the First Assistant Secretary, Pacific Division.

Management of *Pacific Women* country plans is the responsibility of aid program staff at Australian High Commissions (Posts) in the Pacific. The Head of Mission will have overall responsibility

supported by the First Secretary with responsibility for gender equality and the gender team (where there is a gender team). It is expected that sectoral managers will also engage to identify existing gaps in their programs and opportunities for greater inclusion of gender-responsive service development. Consolidation of the program in each country will be sought through inclusion of the program objectives into the respective bilateral agreements with each national government.

A *Pacific Women* Support Unit will be contracted to support program management and the many facets of program level and activity level implementation. The Support Unit will provide technical, administrative and logistical support to DFAT bilateral and regional programs to manage country and regional plans for *Pacific Women*. This may include sub-contracting and managing individual activities identified in country and regional plans as agreed with DFAT. The Support Unit will also contribute to policy analysis and strategic guidance; provide technical advice to DFAT, implementing partners government agencies, NGOs and civil society organisations on M&E systems, plans and reporting; develop and implement a communications strategy to guide reporting and communications activities; and alongside DFAT staff, engage with Pacific women and men and women's organisations and coalitions to maintain and strengthen Pacific Islander ownership of the program and facilitate inclusive, durable developmental change.

*Pacific Women* is advised by an Advisory Board comprising eminent Pacific women and men. Additional mechanisms will be developed at national level to promote accountability to national stakeholders for program progress. The CROP Gender Working Group will provide an opportunity for DFAT to share information and learning about the program as well as be accountable for its outcomes.

### **Program budget**

*Pacific Women* is designed as a 10 year program with a budget of \$320 million. Approximately 70% of the budget is allocated for activities at country level. The remaining 30% will be utilised for funding of regional or multi-country activities and regional program management.

### **Monitoring and evaluation**

The primary purpose for M&E of the program is to assess progress towards the long-term objectives. M&E also serve other purposes including accountability; program improvement; evaluation of key assumption; driving change in Government of Australia and other stakeholders; and communication.

The M&E approach has been designed with attention to the complex and context bound nature of the program. It is proposed that in order to meet the range of information and assessment needs, different but overlapping M&E systems will be established throughout the program. These include:

- Activity level M&E both for country projects and regional activities;
- Monitoring at the level of each country with attention to the outcomes from country plans and broader Government of Australia work in that country;
- Program level M&E including overall country progress against key indicators and assessment of *Pacific Women* contribution to the progress. This area of assessment will be focused around collection of data against key indicators and evaluation questions.

Assessment will also include attention to the performance of both DFAT and the Support Unit service provider. It is proposed that major independent program review will be undertaken at the end of three years and at the end of six years of the program to contribute to program improvement and assess progress against intermediate objectives.

### **Risk Management**

*Pacific Women* is a high risk program. There are risks for the Government of Australia as well as for organisations and individuals who choose to work with the program. However, there are also



significant risks for the women, particularly poor and vulnerable women, who will be influenced and impacted by the program.

Risks include those arising from context, such as lack of political buy-in in the Pacific, and the approach undertaken by the program, for example a lack of adequate resources allocated to the program. A risk matrix has been developed to assist program managers to effectively manage risks. Risk management activities include building and strengthening relationships with key stakeholders to ensure buy-in and accountability, and developing useful resources to assist staff at Post to efficiently and effectively implement the program.

While program risks exist, *Pacific Women* recognises the considerable risk of not acting for change. Given that research shows that large groups in the Pacific remain vulnerable and struggle to support themselves and their families and that women in particular are suffering on several levels, failure to act will almost certainly lead to further suffering and considerable waste of development potential sorely required in the Pacific region.

### **Sustainability**

Working for women's equality and empowerment will be a highly complex, long-term and challenging process. *Pacific Women* long-term outcomes are dependent upon the actions, capacities and motivations of other development partners and while some of these are well motivated and already working for change, others will need to be further influenced and motivated.

Therefore the program approach to sustainability will be to work for immediate and tangible changes while also building capacity, interest and motivation among women and other stakeholders to support wider and more sustaining change strategies. The aim will be to build long-term capacities, strategies and commitment within each country to continue to work for women's equality and empowerment well beyond the 10 year life of *Pacific Women*.

### **Safeguards**

*Pacific Women* has a strong focus on the needs, experiences and strengths of marginalised women, including women living with disability. Country plan analysis, reporting and assessment include a focus on the experience and outcomes for women with disability.

Child protection will be given attention in country and regional level designs as well as in work with coalitions and other partners. This policy has been highlighted in the guidance that has been developed for country and regional designs and other strategies. DFAT's child protection policy will be utilised within in all program implementation strategies.

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## Acronyms

ADB	Asian Development Bank
APPR	Annual Program Performance Report
AusAID	Australian Agency for International Development (now DFAT)
CAPF	Comprehensive Aid Policy Framework
CBO	Community-Based Organisation
CEDAW	Convention on Elimination of all forms of Discrimination Against Women
CROP	Council of Regional Organisations of the Pacific
DFAT	Department of Foreign Affairs and Trade
DfID	Department for International Development
DPO	Disabled People's Organisation
EEZ	Exclusive Economic Zone
EPPSO	Economic Planning, Policy and Statistics Office
FSM	Federated States of Micronesia
GER	Gross Enrolment Ration
GoA	Government of Australia
GPI	Gender Parity Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICRW	International Centre for Research on Women
IFC	International Finance Corporation
IWDA	International Women's Development Agency
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MMR	Maternal Mortality Rates
MOH	Ministry of Health
MSC	Most Significant Change
NGO	Non-Governmental Organisation
NZD	New Zealand Dollar
PACTAM	Pacific Technical Assistance Mechanism
PAF	Performance Assessment Framework
PEP	Post exposure prophylaxis
PIF	Pacific Islands Forum
PIFS	Pacific Islands Forum Secretariat
PLP	Pacific Leadership Program
PNG	Papua New Guinea
QAI	Quality at Implementation
RMI	Republic of Marshall islands
SIDHS	Solomon Islands Demographic and Health Survey
SIDS	Small Island Developing States
SIFHSS	Solomon Islands Family Health and Safety Study
SPC	Secretariat of the Pacific Community
STI	Sexually Transmitted Infection
TFR	Total Fertility Rate
TNCWC	Tonga National Centre for Women and Children
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Program

UNFPA  
WHO

United Nations Population Fund  
World Health Organization

# 1. Introduction

*Pacific Women Shaping Pacific Development (Pacific Women)* is a 10 year program focused on enabling women and men across 14 countries<sup>1</sup> in the Pacific to improve political, social and economic opportunities for women. The program will work across multiple areas and sectors in recognition of the complex and interrelated barriers that exist to women's development in the Pacific. It reflects the Government of Australia's (GoA) commitment to work for improved equality and empowerment of women, alongside the focus on gender equality by Pacific countries, as identified in the 2012 Pacific Leaders' Gender Equality Declaration. It builds upon the experience and lessons learned by DFAT and other development partners in their work to support development across the Pacific.

In 2012 a detailed Delivery Strategy was developed for *Pacific Women*<sup>2</sup>. From January to May 2013 this was developed into a program design to guide implementation. This document summarises that design. It outlines the rationale and strategy for *Pacific Women*, identifies the short, medium and long-term objectives, and provides detail about how the program will be implemented and how progress will be monitored and assessed over time.

## 2. Background

### 2.1 The Pacific Region

The Pacific islands region is vast and culturally diverse. There are considerable differences between and within states and territories of the Pacific region including differences in ethnicity, culture, population size, land area and economic characteristics. At the same time Pacific Island countries face many common challenges. These include:

- Geographic isolation;
- Small, sometimes dispersed population that limit economies of scale and domestic revenue opportunities;
- Limited natural resources;
- Rapid population growth;
- Shortage of critical infrastructure;
- High vulnerability to the impacts of climate change and natural disasters as well as economic shocks such as fluctuating international fuel and food prices<sup>3</sup>.

Regional approaches to development in the Pacific have a long history and regional organisations and regional strategies have played an important role in supporting Pacific governments to meet increasingly complex development demands. Significant regional organisations include the Secretariat of the Pacific community (SPC) created in 1947 and the Pacific Islands Forum (PIF) established in 1971. Both are established to advance the interests of the region's countries.

Australia is the region's main economic partner and also the region's leading aid donor. Australian aid to the Pacific includes bilateral assistance to 14 Pacific countries and territories which are members of PIF, support for Pacific regional organisations and support for various regional and subregional programs.

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<sup>1</sup> The 14 countries include Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.

<sup>2</sup> AusAID (2012) "Delivery Strategy: Pacific Women Shaping Pacific Development 2012- 2022".  
<http://www.AusAID.gov.au/publications/pages/Pacific-gender-equality-strategy.aspx>

<sup>3</sup> AusAID, 2010.

Millennium Development Goal (MDG) performance across the Pacific region is mixed. Gender inequality is of particular concern. Violence against women is widespread, especially in Melanesia. Women's participation in political leadership is among the lowest in the world and there are multiple barriers to economic participation and empowerment of women.<sup>4</sup> A snapshot of key indicators for women in the Pacific (see Annex Two) shows that despite reasonable parity and achievement in education for women and in some areas of maternal and child health, the levels of violence and the lack of economic and political opportunities for women remains high across the region. Also of note is the lack of statistics for many key areas.

Gender inequality in each of the 14 countries interacts with other features to cause particular challenges, but also opportunities for change and it is important to understand this considerable diversity. Qualitative baseline data to assist the understanding of the various challenges and opportunities in each of the 14 countries is provided in Annex Two.

## 1.2 Policy context

In 2012, at the Pacific Island Forum meeting, the leaders of Pacific Island countries concluded that gender inequality in the Pacific is imposing a high personal, social and economic cost to Pacific people and countries, and that improved gender equality would make a significant contribution to future Pacific development. In response they issued the Pacific Leaders' Gender Equality Declaration<sup>5</sup> which committed them to implement specific national policy actions to progress gender equality in the areas of gender responsive government programs and policies, decision-making, economic empowerment, ending violence against women, and health and education. The Pacific Island Leaders requested donor partners to support the work of the Declaration, providing resources and working with Pacific government to fulfil the Declaration commitments.

The Australian Government recognises that one of the best ways to promote economic growth in our region is to empower women and girls.<sup>6</sup> Gender equality is a critical cross-cutting theme across Australia's aid program, with all programs required to integrate gender equality and women's empowerment concerns. The aid program also supports targeted programs to promote gender equality and women's empowerment. Priority areas of focus are:

- Advancing equal access to gender-responsive health and education services;
- Increasing women's voice in decision-making, leadership, and peace-building;
- Empowering women economically and improving their livelihood security; and
- Ending violence against women and girls at home, in their communities, and in disaster and conflict situations.

The Australian government has identified that gender inequality undermines long-term development in the Pacific<sup>7</sup>. It refers to the substantial evidence that shows improved women's equality would contribute to improved economic and social development<sup>8</sup>.

In response to this policy and strategic focus, in 2012 the Australian Government committed to a 10 year program focused on improving the equality and empowerment of women in 14 Pacific countries.<sup>9</sup> This program, the *Pacific Women Shaping Pacific Development* program, aligns with the Declaration

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<sup>4</sup> AusAID, 2009; Pacific Islands Forum Secretariat (PIFS), (2013), '2013 Pacific Regional MDGs Tracking Report', Suva, Fiji.

<sup>5</sup> Pacific Islands Forum Secretariat, (2012), "Pacific Leaders' Gender Equality Declaration", Forum communiqué, 43rd Pacific Islands Forum, Rarotonga, Cook Islands, 28- 30 August.

<sup>6</sup> Julie Bishop, Minister for Foreign Affairs, speech at opening address – 2014 Australasian Aid and International Development Policy Workshop

<sup>7</sup> AusAID, 2010.

<sup>8</sup> World Bank (2012), Kabeer & Natali (2013)

<sup>9</sup> The 14 countries cover all the member countries of the Pacific Island Forum, excluding New Zealand and Australia; it therefore includes: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu

and commitments of the Pacific leaders and provides the framework for the Australian Government to work to support women's equality and empowerment in the Pacific region.

## 2.3 From delivery strategy to program design

### Delivery Strategy

This program design is based on a comprehensive Delivery Strategy. The *Pacific Women* Delivery Strategy was informed by extensive consultations throughout the Pacific (see Annex One), supported by a series of research papers focused in particular on reducing violence against women, improving women's leadership and improving women's economic opportunities<sup>10</sup>.

The Delivery Strategy established *the interconnected nature of women's disempowerment* in the Pacific, and the need for change across several key result areas:

1. Enhanced knowledge and evidence base to inform policy and practice.
2. Strengthened women's groups, male advocates and coalitions for change.
3. Positive social change 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.

The key concept that change needs to happen across several areas in order to ensure sustained empowerment for women is strongly supported by other donors and long-term research<sup>11</sup>. The Delivery Strategy also identified the strong support and interest in working for women's equality and development across the Pacific and the need to build from existing knowledge and capacity. This led to **three key principles for program implementation**:

- The program will promote evidence-informed policies and programs, drawing from current experience and ongoing attention to high quality monitoring, evaluation and research.
- The program will support sharing of information and increased coordination and liaison between development partners working for women's empowerment in the Pacific.
- Change for Pacific women can be supported by donors but must be shaped and led by women and men in the Pacific.

The Delivery Strategy established the higher-level development outcomes sought by the program and outlined an implementation approach which included regional and country level activities supported by an overall program approach.

### Design document

The design document builds on the Delivery Strategy by further developing the program's conceptual framework and theory of change and providing detailed arrangements for program implementation, management, monitoring and risk management. Further consultations and research were undertaken to draw on lessons learned from existing and previous programs in the Pacific and beyond. These additional findings are summarised in this document as a basis for providing the rationale behind the *Pacific Women* program approach.

The design document sits alongside *Pacific Women* country plans and regional activity designs which provide the detail on what will be funded and how these funding decisions are made.

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<sup>10</sup> The research papers are available on the PWSPD website:  
<http://www.pacificwomen.org/resources/documents/>

<sup>11</sup> Kim et al, 2007, Aktaruzzaman & Guhu-Khasnobis, 2012, World Bank 2012, Carnegie et al, 2013



### 3. Consultation and research: lessons learned

The Delivery Strategy proposed that program outcomes should focus around decreased violence against women, increased economic opportunity and increased leadership by women. The consultation and research for the program design reinforced that these are the primary areas where change is sought across the region.

#### 3.1 Consultation process

The consultation and research undertaken for the program design focused upon the lessons to be learned from existing and recent programs within the Pacific region and beyond and built upon the consultations undertaken for the Delivery Strategy.

In cooperation with the Pacific Islands Forum Secretariat (PIFS), a regional workshop was held in Fiji for organisations and groups working in women's empowerment in the Pacific. In recognition of the size and unique challenges in PNG, a further country workshop was held there, where organisations and program representatives were invited to share outcomes and lessons learned from their work<sup>12</sup>.

Building upon these workshops, consultations were held with Pacific regional organisations and a range of Fiji-based and PNG-based organisations and stakeholders, together with Australian-based development organisations including Australian International NGOs. These consultations sought to go beyond identification of the problems, to start to consider appropriate and feasible responses. Extensive review was also undertaken of current studies, research and evaluations of DFAT and other donor funded work in the Pacific relevant to women's equality and development. This approach was important to ensure that the program built from the existing knowledge and experience in the Pacific. It was also important as part of the program approach to build an understanding and appreciation of the existing networks and organisations working for women's equality in the Pacific and exploring how a donor supported program could most effectively work with those existing stakeholders.

The findings from these consultations and research review are summarised in the following sections. The key messages were that while there was considerable action across the Pacific towards addressing the needs of women, there were also major disjuncture between macro and micro level activities (influencing policies and laws, increasing access to services, and changing attitudes and beliefs about women and men's roles) and between development partners working in the same areas. Work was often siloed with poor sharing of information and learning. There was insufficient attention to identifying and recording evidence of outcomes and impact and insufficient analysis of why or how change might happen.

Alongside this consultation process, *Pacific Women* country plans were developed to cover the 14 Pacific countries. In line with the commitment made by the Australian government to rapid implementation of *Pacific Women*, the first three country plans (PNG, Solomon Islands and Cook Islands) were developed by the end of 2012. From that point the program design and country plan designs operated as an iterative and interactive process with each informing the other. This interaction, managed through the DFAT gender focal points in each of the country programs, was designed to ensure that *Pacific Women* reflected the needs and experiences of women across the 14 Pacific countries, with particular emphasis on understanding the views and experiences of women living in poverty, rural women and women living with disability. There was regular support and guidance to country plan design teams, enabling them to learn from other country experience and ideas. This included the development of detailed design guidance and tools to assist country plan formulation. (See Annex Three). In turn, the process helped to shape the overall program implementation and management approach outlined later in this document.

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<sup>12</sup> Reports from both workshops are available on the PWSPD website:  
<http://www.pacificwomen.org/resources/documents/>

Each of the country plan design processes and subsequent country plans have identified specific learning and relevant country issues. Overall however, the key message has been that women's experiences have to be understood in their local context. The 14 Pacific countries which are the focus of this program are each very different. There can also be wide variation within any country, particularly between the experience of women in rural and in urban areas. Responses need to be grounded in good quality understanding of that local context and the socio-cultural dynamics of the communities where women live and where children are socialised.

Finally, a small number of regional and multi-country activities were identified and designed throughout this period. These activities were identified in consultation with key stakeholders, in particular Australian whole of government partners, Australian research institutions and Pacific regional organisations such as the Secretariat for the Pacific Community (SPC). They represented opportunities for regional and sub-regional impact in key areas, complementing the work identified at country level.

The design consultation and country and regional plan development process validated the key result areas identified in the Delivery Strategy where change needed to happen. They also raised additional lessons and some new insights, questions about those change areas and contributed considerable ideas about how to move forward, with attention to priorities for action.

### 3.2 Gender-based violence

The Delivery Strategy concluded that:

- Violence against women and girls is pervasive in the Pacific.
- Intimate partner violence is a key driver of the HIV epidemic.
- There are negative outcomes among children of women who experience violence.
- Men's and women's views of appropriate masculinity are quite restricted.

The country plan research undertaken to date, together with the consultation discussions, support these findings, identifying that violence is one of the most pervasive and severe limitations upon women in the Pacific Islands.<sup>13</sup> There are some differences<sup>14</sup>, but the data from various countries suggests that gender based violence is part of systematic control of women by partners and family members. Some of the most recent research notes that this widespread and increasing level of violence has a devastating impact on the health and well-being of women and their families and communities.<sup>15</sup>

Throughout the consultation process there were two consistent messages about the way in which violence against women should be addressed. The first was that services for women and girls surviving violence are inadequate and that there needs to be attention to improving the quality and range of these services. The second key message was that attention also needed to be given to preventing violence.

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<sup>13</sup> AusAID has undertaken a series of studies looking at the impact of violence against women in Melanesia. These include *Violence Against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches in 2008* and *The Violence against Women in Melanesia and Timor-Leste - Progress made since the 2008 Office of Development Effectiveness report in 2011* in preparation for the Australia-US Pacific Women's Empowerment Policy Dialogue: Stopping Violence Against Women on 3-4 November 2011.

<sup>14</sup> For example, as noted in the baseline data in Annex Two, in the Cook Islands only 22% of women report that they have experienced violence, compared to rates of over 60 % for Fiji, Kiribati, PNG, Samoa, Solomon Islands, Tonga and Vanuatu. While this may mask variations between the experience of urban and rural women, it suggests some difference of experience in the Cook Islands from other Pacific countries. There may be much to learn in this different example that would be of benefit to violence prevention in other countries.

<sup>15</sup> SPC 2009; SPC 2010; WVCC 2011

## Services for survivors of violence

The needs of survivors of violence in the Pacific are well understood. Numerous research studies have pointed to similar service requirements:

- Increased number of culturally appropriate safe spaces for survivors of violence.
- Emergency medical responses, including Post Exposure Prophylaxis (PEP)<sup>16</sup> treatment and treatment to avoid unwanted pregnancy.
- Counselling services provided by people with expertise in trauma-based counselling.
- Follow-up support such as repatriating women, re-establishing women and their families in new locations, or supporting women to reclaim their land and home.
- Strengthened response from the police and formal justice systems, as well as community-based justice systems, to respond to women's right to protection from violence.
- Integration of violence against women responses into health and education services<sup>17</sup>.

Services need to be better integrated with referrals and coordination between service providers and, as far as possible, provide for the various needs of survivors of violence in one location. Services need to be relevant to the local context and accessible to women from urban or rural areas as well as to women with disability.

Across the Pacific there are excellent examples of good quality services, at community and sub-national level, where people have organised to support women survivors of violence to minimise the harm caused to them and their families. There is a wealth of experience and knowledge from these existing service providers.<sup>18</sup> It is clear however that these services are inadequate to respond to the scale of the need in most Pacific countries.<sup>19</sup>

Work to support survivors of violence clearly needs to be priority area for *Pacific Women*. Consultations for the design suggest that this should start with increased support to existing services and development of new services at country level. This should be undertaken in cooperation and consultation with existing service providers, and other stakeholders including women themselves.

Key to service expansion will be to increase access and provide choices for women. For example, provision of safe space for women is likely to mean different arrangements in rural and urban areas. Counsellors need to be trained and qualified, and their approach to supporting women needs to be respectful of different beliefs and values. Effective long-term solutions for women who are seeking to escape from violent situations will vary depending upon country and local context<sup>20</sup>. A good quality response will mean services are developed in a way that respects the rights of women to make different decisions for themselves and their families.

Alongside protection and long-term security for women, attention has to be given to legal and justice systems. A woman's belief in her right to be free of violence is dependent upon the messages provided through the formal systems and processes within which she lives. This requires ongoing work with police and legal systems to continue to develop and implement responses to violence. There is considerable evidence to suggest that this requires additional resourcing for police and specific training, as well as development of dedicated units within police forces<sup>21</sup>. The court systems

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<sup>16</sup> Post-exposure prophylaxis is any preventive medical treatment started immediately after exposure to a pathogen (such as a disease-causing virus), in order to prevent infection by the pathogen and the development of disease.

<sup>17</sup> AusAID, 2008; 2009a; ICRW 2011.

<sup>18</sup> See for example: Report on the "Pacific Regional Meeting on Violence Against Women and Girls, Prevention and Responses, 12-16 November 2012, Fiji".

<sup>19</sup> ICRW, 2008

<sup>20</sup> For example, currently in parts of PNG support is being sought for repatriation of women and their families back to their original family location where they can seek safety and support from their birth family. In parts of Fiji, where women's identities are closely tied to their land, approaches such as this which moves women away from their land might further impoverish the woman and her children.

<sup>21</sup> ICRW, 2011

in a country, both formal and informal, need to have mechanisms to respond to violence and be required to apply those mechanisms in efficient and effective ways to provide protection for women. Research suggests that without this formal response to violence, women are much less likely to seek any form of support<sup>22</sup>.

The research shows that prevention of, and responses to, violence against women need to be provided as part of existing health and education services and programs. This ensures that domestic violence services are provided to an adequate standard and are responsive to the needs of survivors of violence, but also support a broader social message about the unacceptability of violence against women and children. The school curriculum can play a role in the prevention of violence against women by raising awareness of the rights of women and girls, challenging gender role stereotypes and teaching about respectful relationships.

Many of these systems and programs are already underway or in place in some part across the 14 countries where *Pacific Women* will work, but in other locations they need to be developed. As a donor-funded program, the role for *Pacific Women* will be to work through the existing Australian aid programs in co-operation with national governments, civil society partners and other donors and with women themselves, to initiate new services and expansion of existing services to increase access and choice.

### **Preventing Violence**

It was the view of people consulted for this design that violence will remain a major issue for men and women in the Pacific until attention is given to preventing violence and developing respectful and safe ways of relating between men and women and within communities.

This is far from a simple process and even these very broad consultations identified the complexity underlying causes of violence in the Pacific. In many countries violence has become a social norm and is justified in terms of culture. It is exacerbated by excess alcohol and drug abuse. Perhaps most disturbingly, many women as well as men consider violence to be normal and justified.

There is some suggestion in international research that this persistent use of violence arises in part from a wider sense of powerlessness for individuals and communities across the Pacific.<sup>23</sup> Others suggest that it arises from a very narrow understanding of power, where men and some women use violence to maintain their power in relationship to others because they do not have the opportunity for, or the examples of, alternative ways of exercising power.<sup>24</sup> There is evidence to suggest that men are more likely to use violence in conflict and post-conflict societies, as well as in highly masculine contexts.<sup>25</sup>

International research suggests that prevention of violence needs to be considered across several levels.<sup>26</sup> For effective prevention of violence there needs to be a supportive environment that includes many of the elements identified in the previous section. These include having laws and government policies in place which clearly prohibit violence against women and ensuring justice systems at both formal legal level and community level uphold the laws. It also includes services that are accessible to women and that reinforce community messages about the unacceptability of violence. Sustained prevention of violence requires that these various features come together to reinforce each other over time.

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<sup>22</sup> ICRW, 2011

<sup>23</sup> Carnegie, et al, 2013.

<sup>24</sup> Middleton-Moz, 1999.

<sup>25</sup> <http://webtv.un.org/watch/why-do-men-use-violence-and-how-do-we-stop-it-new-evidence-on-mens-use-of-violence-against-women-and-girls-and-its-uses-for-enhanced-prevention-csw-side-event/2212787287001/>

<sup>26</sup> World Bank, 2012.

*Pacific Women* can make a contribution through support to national governments' development of laws, policies and justice systems and through leveraging the work of other Australian aid programs working in these sectors.

However, the same research identifies that prevention requires change in women's and men's individual beliefs about the rights of women, including women's right to make choice about their own life and their right not be controlled by others. These changes need to be supported by transformations in community and broader cultural norms about the roles and worth of women and the unacceptability of violence as a way for men and women to relate. Throughout the consultations the process of trying to change individual family and community attitudes and beliefs about men's and women's relationships were seen as particularly challenging. Further attention is given to this area in the section below.

### 3.3 Changing social norms, values practices and attitudes towards gender equality

The Delivery Strategy concluded:

- Although there are examples of cultural practices that previously protected women's interests, many of these have been eroded or altered in ways which pose substantial barriers to women's equality.
- There are political and power dimensions to gender inequality in the Pacific, based on beliefs, norms practices and concepts of masculinity and the roles of men and women.

In line with these findings, the values and attitudes of men and women were identified in the consultation as significant barriers to gender equality in Pacific countries. In particular women's lack of 'agency', or their belief in their own self-worth and ability, limits both what they choose to do and what they expect of others. In practical terms this leads to women accepting situations where they are discriminated against and treated poorly. For example, research has documented that in many countries high numbers of women, as well as men, believe that violence towards women is justified.<sup>27</sup> There is also strong evidence around the intergenerational cycle of violence, with children who witness violence more likely to be involved in some form of violence with their partner- either as a perpetrator or victim - than those who had not been exposed to a violent upbringing<sup>28</sup>. It is important not to underestimate the importance of achieving change in this area. Women will be limited and continue to be disempowered if they do not believe that they are both able and entitled to benefit equally with men from development. If change does not begin in the attitudes of women and men, any outcomes achieved through *Pacific Women*, even over a 10 year period, will not be sustained. At the same time it is important to appreciate the challenges. There currently appear to be few incentives for men to relinquish power to women. The evidence of successful change in this area is small. Evidence from elsewhere suggests that sustained change in social norms is often a generational process.

There is evidence that using mass media and entertainment programs can influence attitudes and values of women, especially when these processes are participatory and build from research about the current experience of women.<sup>29</sup> To be effective, this work needs to be tailored specifically for particular audiences. Perhaps more importantly, the research shows that messages about change for women need to be part of a package that includes services or resources they can access<sup>30</sup>, as well as legislation that indicates government and social commitment to those changes. Without this more

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<sup>27</sup> For example research in Kiribati noted that there are high levels of justification and normalisation of SGBV by women (76%), more so than men (58%), especially where a woman is said to have neglected the children or gone out with telling her husband (Secretariat of the Pacific Community, 2009).

<sup>28</sup> For example research in Tuvalu found that women whose own father had beaten their mother were twice as likely to be involved in a violent relationship with their partner (Tuvalu Demographic and Health Survey, 2007).

<sup>29</sup> Adams, 2009.

<sup>30</sup> Skuse et al, 2013.

comprehensive approach there is a real risk that messages which challenge women to change and exercise their agency can do considerable harm.<sup>31</sup>

There is less evidence that media and other broad communication programs, *by themselves*, are able to influence the behaviour and attitudes of men. Further, while it is important to include religious and traditional leaders and leaders of faith-based organisations in campaigns against violence in the Pacific, messages from these sources *alone* will not generally influence the attitudes and behaviour of men.<sup>32</sup> Research shows men are more likely to be influenced when there are multiple interventions reinforcing the same message and tailored to their context. This includes influence through peer group interventions together with consistent messages from formal leaders and church leaders, alongside interventions that target their family and community.<sup>33</sup> In line with this, the consultations for the *Pacific Women* design identified some community and other programs using dialogue and peer group methods tailored for the local context and focused upon community-wide change, that were having some positive effect on attitudes of men.<sup>34</sup>

There was considerable discussion throughout the design consultations about Pacific valuing of family and community and the reciprocal nature of social interactions in various Pacific countries. There were several suggestions that messages which challenged current social norms needed to be carefully crafted to negotiate what people value about local traditions and communities, and to build on positive Pacific values.<sup>35</sup> While people supported individual human rights for women, a common response was that terminology and concepts needed to be reconceptualised in the Pacific context in ways that were appropriate to communities and countries.<sup>36</sup> Throughout the consultations there were numerous examples of organisations, including churches and faith-based organisations, successfully shaping language and concepts in ways that were acceptable and therefore more effective as tools for challenging existing attitudes. However, this work was often specific to particular locations, churches or interest groups.

The consultations suggest that there is a role for *Pacific Women* to support Pacific stakeholders to develop their own solutions to the challenge of changing attitudes. There was strong view from Pacific women that a more comprehensive approach needed to be taken to this issue and that *Pacific Women* should support government, civil society, coalitions and other stakeholders to give attention to:

- Education curricula and teaching, and other national institutions such as churches and media, to identify ways to more positively shape male and female identities from a young age.<sup>37</sup>
- Further work with Pacific men to develop strategies to change attitudes towards women, especially men identified as leaders at community, sub-national and national levels.
- Working from existing experience, building on the successful outcomes achieved through community-based programs.

There also seems to be a particular role for *Pacific Women* to continue to support research and evidence gathering in this difficult change area.

### 3.4 Economic empowerment for women

The Delivery Strategy identified that:

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<sup>31</sup> World Bank, 2012.

<sup>32</sup> Clarke, 2011.

<sup>33</sup> Barker et al, 2007, Solorzano et al, 2008.

<sup>34</sup> Fiji design consultation workshop, AusAID, May 2013.

<sup>35</sup> Gibbs, 2013.

<sup>36</sup> Gibbs, op cit.

<sup>37</sup> This is supported by international research, for example Lundgren et al, 2013.

- There is a significant and persistent gap between male and female participation in economic activity and labour markets in the Pacific.
- In most Pacific island countries women's economic activity is primarily in the informal sector.
- Women's access to mobile phones in the Pacific is less than men's.
- The lost output from restrictions on women's participation in labour markets in Asia Pacific ranges between US\$ 42 to 47 billion per year<sup>38</sup>.
- Social and ethno-religious tensions and conflicts, together with increasing crime and violence in some Pacific countries, have been associated with unequal distribution of benefits from economic and social development.
- There is an increasing group of alienated young people in the Pacific, with few opportunities to improve their lives. This leads to particular vulnerabilities for young women.

Poverty was identified, throughout the program consultations, as a major barrier in the Pacific to gender equality women's empowerment,. Women's economic insecurity contributes to their lack of control over their own development and that of their family. It limits their opportunity or ability to withdraw from abusive or inequitable relationships.<sup>39</sup> Research from the World Bank suggests that women need to have access to economic security and some protection from economic shocks to exercise their agency.<sup>40</sup>

The research and consultations suggest that economic security for women needs to be considered within a broad framework that acknowledges the changing patterns of cultural life (such as breaking down of the traditional systems of reciprocity) and the growing inequality across the region. There needs to be attention to some of the fundamental structural issues that limit women's opportunities for economic equality, such as unequal rights for land ownership in some countries. There also needs to be attention to the subsistence economy, which is the reality for many poor women and families in the Pacific. There is often limited opportunity for people living at subsistence level to participate in formal or informal income generation to a degree that is sufficient to provide regular income and protection from economic shocks.

There is strong interest by external groups, as well as Pacific organisations, in providing access for women to the formal economic system. This includes access to finance and assistance with establishing businesses, alongside mentoring and other programs to assist women working in small and medium businesses.<sup>41</sup> There is also strong interest to improve some aspects of the informal economy that affect women, in particular to address the issue of produce and craft markets and how these can be developed to increase safety and improve incomes and working conditions for women as well as to increase their role in the governance and management of the markets.<sup>42</sup>

While existing programs provide important economic opportunities for women to build their economic security, bringing women into the formal sector and/or improving their participation in the informal sector may not be sufficient to address the needs of poor and vulnerable women in the Pacific. Pacific research suggests that approaches in isolation run some risk of increasing the burden on women as they struggle to provide household care and family responsibilities as well as taking responsibility for providing cash income for the family.<sup>43</sup>

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<sup>38</sup> Asian Development Bank and the International Labour Organisation, 2011.

<sup>39</sup> Sen, 1990.

<sup>40</sup> World Bank, 2012.

<sup>41</sup> These include the extensive work being done by both the World Bank and International Finance Corporation in micro finance in the Pacific (Hedditch & Manuel, 2010; Bregu & Boros, 2012) it also includes the work of the Pacific Islands Private Sector Organisation (PIPSO) which has an extensive strategy for support to women entrepreneurs in the formal and informal sector in the Pacific.

<sup>42</sup> UNWomen, (2012) Partners Improving Markets - Fiji, Solomon Islands, and Vanuatu Project.

<sup>43</sup> Carnegie, et al, 2013.

Attention is being given in the Pacific to extending the range of options for economic empowerment of women, with some effective work undertaken at community level through local savings schemes and access to rural banking systems. Some countries in the Pacific are also experimenting with various forms of social transfers and social insurance.<sup>44</sup> Recent DFAT research proposes that for highly vulnerable and poor groups in the Pacific - particularly women, elderly people and people with disability - social transfer mechanisms may be the only viable mechanism to provide a means out of poverty.<sup>45</sup>

This is an area where *Pacific Women* can add additional value in two ways. First by supporting a broad range of economic development strategies for women, including providing support to programs that increase financial inclusion for women, and which address the conditions of women working in the informal economy alongside community-based savings and credit programs.

The program can also support national governments to focus on economic development and social protection policies which are inclusive of women and informed by gender. *Pacific Women* can also provide the technical gender expertise to ensure that Australian aid programs in the governance and economic sectors promote and improve the economic position of women in the Pacific.

### 3.5 Leadership and decision-making

Women's increased participation in national leadership was given strong attention in the *Pacific Women* Delivery Strategy. This is in line with international experience that identifies having increased participation and voice of women improves the social and economic development in a country.<sup>46</sup> The Delivery Strategy found:

- The current political and electoral systems in Pacific favour men. Governance institutions and frameworks in the region have not given voice to the concerns of all citizens particularly women.
- There has been a lack of long-term and resourced engagement with women at household, community or national level to support efforts to improve their participation in decision-making.
- Pacific island countries have been taking some steps to strengthen the integration of gender and women's human rights as critical crosscutting issues in development and governance.

The design consultation identified that there have been a number of programs funded in the Pacific by Australia and other donors directed at increasing the number of women in formal leadership, at national and sub-national levels. However, reviews of some of these programs suggests that this support has had mixed results.<sup>47</sup> While there have been some positive outcomes, focus on short-term support to individual candidates alone appears to be of limited value in promoting women's leadership for development and sustained positive social development.<sup>48</sup>

Evidence from Australia aid programs in other regions suggests that increasing women's voice in formal and informal decision-making processes from community through to national level is key to

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<sup>44</sup> Sholkamy, 2011.

<sup>45</sup>DFAT has considerable existing research around the challenges of potential of social protection responses including research directed at social protection as a response to poverty alleviation in the Pacific.

<http://aid.dfat.gov.au/Publications/Documents/social-protection-framework.pdf>

<sup>46</sup> Jayasuriya & Burke, 2013

<sup>47</sup> AusAID, 2012d

<sup>48</sup> Such programs are most effective when they focus on the specific country context and politics and opportunities within that situation (Quay, 2012). The programs need to have long-term focus with support for women through good quality education, opportunities to network with other women and receive long-term mentoring (Zubrinich & Hayley, 2009). Once women are positioned to run for Parliament they need resources to support their campaigns and practical information around how to operate in political and parliamentary systems.



their contribution to development.<sup>49</sup> From this perspective, women's participation at the formal political level should be understood as the long-term outcome of such work, an indicator of broader social change, and not necessarily the entry point to achieve that change. This is in line with recent research which suggests that women in many Pacific countries are more concerned with holding leaders to account and having voice in decision-making fora, rather than stepping into formal leadership roles.<sup>50</sup> Research undertaken by DFAT suggests that in order to promote effective women's leadership, a donor needs to understand the political, social and developmental context in which it is working. Donors should also support the development of community and collective action by women, which will enable them to increase their ability to influence leaders and decision-makers.<sup>51</sup>

International research identifies that a focus on developing women's voice at community and sub-national levels serves to increase the accountability of existing leaders as well as contribute to legitimacy and capacity of future leaders.<sup>52</sup> Consultation with current and former Pacific women parliamentarians supports this international finding. Those women reported that they had considerable experience in local level leadership and decision-making prior to their entry into Parliament, either as individuals or as part of their family and clan networks. This experience contributed to their capacity and legitimacy as leaders, as well as providing them with a support base for their Parliamentary campaign.

*Pacific Women* will continue to support programs that enable women to access leadership positions at national, sub-national and community levels.<sup>53</sup> But in line with the findings outlined above, it will also work in Pacific countries to increase opportunities for women to have increased voice.

There are strong suggestions from international research that coalitions and networks of women can provide safer and more effective strategies for women to challenge male dominated leadership and decision-making structures. The notion of coalitions as a key strategy for increased access to decision-making will be explored further in this document. It provides a potentially important strategy for *Pacific Women* to contribute to women's leadership development in the Pacific.

### 3.6 Gender outcomes in health and education

The Delivery Strategy identified that in order to support and work towards gender equality in the Pacific it was important that women had increased and better access to quality health and education services. The Delivery Strategy identified:

- With the exception of Papua New Guinea, the region has achieved the benchmark for gender parity in education.
- Pacific countries are generally making insufficient progress against the MDG 4 to improve maternal health.
- There is extensive unmet need for contraceptives across the Pacific resulting in a lack of ability for women to control their own fertility.

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<sup>49</sup>AusAID experience in Indonesia indicates that increasing women's participation as political and social advocates at the local level, particularly in coalitions and networks, is an effective strategy for poverty alleviation from community through to provincial level.

<http://www.AusAID.gov.au/countries/eastasia/indonesia/Documents/mampu-design-doc-part1.pdf>

<sup>50</sup>The recent review of the Pacific Leadership Program concludes:

"RRRT and other more feminist organizations see leadership on gender equality being as much about standing up and holding others to account, 'pursuing test cases', or passing 'unpopular' laws, often at great 'personal risk', as gaining access to formal power through the political process. Indeed they see these things as the 'hall-mark' of leadership." Roche & Henderson, 2012.

<http://www.plp.org.fj/resources/uploads/attachments/documents/FINAL%20PLP%20IPR.pdf>

<sup>51</sup>Presentation of recent research findings on leadership by the AusAID governance section, Canberra 2012.

<sup>52</sup>Tadros 2011, AusAID 2012d

<sup>53</sup>For example, the Commonwealth Local Government Forum has given attention to increasing leadership including women's leadership, at local government level. The Pacific Leadership Program has likewise given attention to young women's leadership in some countries in the Pacific.

The consultation for the program reinforced the significance of both education and health, together with improved access to justice, as fundamental to improving opportunities for women.

## Education

Throughout the consultations there was a strong emphasis on better attention to gender in education policy, curriculum and implementation. Generally across the Pacific, men and women share similar literacy rates, however disparities do exist. For example, in Papua New Guinea gender differences in adult literacy exist, with 63.9% of men literate, as opposed to 57.3% of women<sup>54</sup>.

There is a need to increase girls' access to and retention in the education system as a means to providing them with more development opportunities in the long-term. However, it is clear that effectively reducing barriers to school for girls goes beyond simply increasing enrolments. International research shows that gender-responsive education programs change the way education curricula are designed and delivered. It also changes the way that education policies and programs are monitored and evaluated.<sup>55</sup> Considerable work still needs to be done in the Pacific to shift towards a gender-responsive education system.

Consultations also stressed the role education can play in helping to shape the identity of boys and girls, particularly through enabling them to develop respect and understanding of the capabilities and rights of each other. This appears to be an unexplored area. In particular, the role of education in shaping the views of boys and young men is not well understood. Clearly this area needs further exploration and could form part of the analysis and research around violence prevention and changing attitudes and social norms around gender equality in the Pacific.

## Health

Attention was also given during the design consultations to health services and the way in which such services can most effectively meet the needs of women. In particular, the need for improved health services for survivors of violence. Often this was characterised as a failure of governance rather than of technical ability.<sup>56</sup> While there are good examples of high quality health care standards for survivors of violence there appears to be poor implementation of these standards throughout national health systems.

People expressed the need for greater attention on sexual and reproductive health and rights, including improved access to contraceptives and family planning, with young women and women with disabilities raising this as an area of particular concern. More generally, there was a view that national health programs could do far more to provide access to quality services for all women in the Pacific.

## Implications for Pacific Women

Through the DFAT support to national health and education programs throughout the Pacific, *Pacific Women* is in a very good position to work with sector teams to influence partner governments' policies and implementation as well as support non-government service provision and advocacy for service improvement. This is an important area where *Pacific Women* can provide the technical expertise to leverage the work of existing Australian aid programs.

### 3.7 Legal systems and gender outcomes in the Pacific

Considerable attention was given in the consultations to the role of police and justice systems in providing protection for women who are survivors of violence. There are examples of successful initiatives both within police systems and with community legal systems to improve their

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<sup>54</sup> UNESCO, 2012, Adult and Youth Literacy, 1990-2015: Analysis of data for 41 selected countries.

<sup>55</sup> World Bank, 2013

<sup>56</sup> For example a UNFPA review of health service response to survivors of violence in both Kiribati and Solomon Islands indicates that there people understand what is required but there is a failure of policy implementation (Kozioi-McLain & MacManus, 2012).

responsiveness to violence survivors<sup>57</sup>. For example, a number of countries (PNG, Solomon Islands) have introduced measures such as Interim Protection Orders which are helping to protect women from violence<sup>58</sup>. The expansion of village courts and in particular positions for female village court magistrates can help to increase women's comfort in approaching the courts and helps foster an overall perception of the courts as receptive to women's issues<sup>59</sup>. However, the consensus is that there is mixed evidence of success and this area requires further improvement. As noted above, *Pacific Women* should give focus to this work as part of its support for improved service delivery for survivors.

The country plan design processes also identified the ways that national constitutions and legislation in Pacific Island countries shape the environment for women's equality and empowerment.<sup>60</sup> Despite the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) being the second most ratified international human rights treaty in the Pacific,<sup>61</sup> recent research suggests that in most Pacific Islands' constitution and customary law obstruct women's access to education, employment and capacity to be heard in decision-making. In particular, most Pacific island constitutions do not grant women equality in substantive terms. Further, many national laws against domestic violence are out-dated and ineffective in securing justice for women.<sup>62</sup>

As discussed earlier, national legislation which supports women's rights to safety, to participate in decision-making and to access economic opportunity, is important in creating the enabling environment for women to exercise their 'agency'. Such legislation also can enable or inhibit women's organisations and other networks for change being able to utilise international, national and regional legislation and norms in their reform and advocacy strategies.

The UN agencies and other organisations working in the Pacific are focused on improving the relationship between national legislations and human rights, including increasing attention to gender equality. In addition, Australia and other donors support development of gender-sensitive legal systems and legislation. As there is considerable work being undertaken in this area, this is not an area where *Pacific Women* needs to develop additional strategies. However, it may be appropriate for the program to review the effectiveness and reach of current efforts and support those existing programs to expand and focus their work further. It will also be important for *Pacific Women* to maintain a focus on assessing the impact of this work upon the lives of women and the degree to which it supports the development of enabling environment for changing attitudes towards women's equality and empowerment.

### 3.8 Strengthened women's groups and coalitions and male advocates

The Delivery Strategy proposed that an important aspect of the program should be working with and strengthening coalitions and networks of women and supporting male advocates. The Delivery Strategy proposed that development of the women's movement in the Pacific would enable women to increasingly develop their own solutions and work for change. It would drive Pacific organisations, networks and governments to develop and implement regional and national solutions to gender inequality.

International experience indicates that diverse coalitions of women male advocates and that are able to function as an overall national movement can make considerable difference to policy development and implementation in a country. The most recent research shows that,

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<sup>57</sup> ICRW, 2011.

<sup>58</sup> ICRW, 2011.

<sup>59</sup> ICRW, 2011.

<sup>60</sup> For example, the country research undertaken in Tonga identified that women's rights to land ownership are not enshrined in law which has significant implications for their economic security and protection in situations of violence and other vulnerabilities.

<sup>61</sup> Tonga and Palau have not ratified CEDAW.

<sup>62</sup> Jalal, 2010.

.... autonomous feminist movement is both substantively and statistically significant as a predictor of government action to redress violence against women. Our analysis finds that countries with the strongest feminist movements tend, other things being equal, to have more comprehensive policies on violence against women than those with weaker or non-existent movements. The strongest feminist movements are associated with an additional area of policy action on violence against women. In other words, these movements can make the difference between having a critical legal reform or funding for shelters or training for the police, and not having it.<sup>63</sup>

International experience suggests that when faced with complex development problems, engaging with multiple stakeholders not only enhances overall development outcomes but supports the development of individual and organisational capacity of those involved.<sup>64</sup> Evidence from the DFAT supported Developmental Leadership Program points to,

*The centrality of developmental coalitions in the politics of policy and institutional innovations and reforms that support sustainable growth, political stability and inclusive social development.*<sup>65</sup>

Working through local coalitions is important to support ownership, tap into local understanding, facilitate development of local solutions and build the capacity of local development partners to implement those solutions. Working through coalitions of local stakeholders and active networks of women extends the strategies, capacity and resources available to address multilevel and multifaceted development problems.<sup>66</sup> Significantly, coalitions and active networks of women can increase the opportunities for women to participate in decision-making at local, sub-national and national and regional levels. It increases the safety for women to participate as well as the capacity and strength of their voice.

The design consultations identified two important considerations for the program in working towards this end. The first was the *considerable diversity of women's lives across the Pacific*.

### **Women with disability**

Consultation with representatives from disabled people's organisations (DPOs) and through research in the Pacific on the experiences of people living with disability<sup>67</sup> identified that women with disability clearly face additional disadvantage and challenge. Evidence shows that in the Pacific women and girls with disabilities are two to three times more likely to be victims of physical and sexual abuse than women without disabilities. Social isolation, exclusion and dependency can increase the extent of their abuse and limit the actions they can take to protect themselves. The access that women with disability have to reproductive healthcare is often limited and as a result they have greater vulnerability to reproductive health problems. A significant problem for women with disability is the lack of access to health care more generally. Women with disability identified that the major strategy for them to overcome this disadvantage was to ensure their voice and participation in coalitions and organisations that are working for change for women. They emphasised that plans and strategies developed to address issues for women include consultation with women with disability.

### **Widows**

Research shows that widows and female-headed households in the Pacific tend to be the poorest in all communities. Throughout the Pacific, widow-headed households considerably out-number

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<sup>63</sup> Weldon & Htunn, 2013.

<sup>64</sup> Capacity Org., 2010.

<sup>65</sup> DLP, 2011.

<sup>66</sup> Bollinger & Merchant-Vega, 2013

<sup>67</sup> Spratt, 2012, Pacific Disability Forum, 2013.

households headed by widowers, and these women are consistently limited in their rights to land and inheritance.<sup>68</sup>

Widows are discriminated against under the laws of some Pacific countries. There is increasing evidence that elderly dependent women are particularly targeted for accusations of sorcery in PNG, which often results in torture and/or death.<sup>69</sup>

### **Women living in rural areas**

Discussions during country plan development indicated there are significant differences between women living in rural areas and those living in urban areas. In particular, women living in rural areas often experience much higher rates of poverty which can be masked in national statistics. Women in rural areas often have much lower access to services and experience poorer quality service provision. Women in rural areas are less likely to have access to information about their own rights or about alternative ways to live in effective relationships with men in their families and communities.

In response to the needs of rural women, several of the country plans developed through *Pacific Women* have recommended greater focus on provision of services for rural women, utilising local civil society organisations and churches. This presents considerable challenges for national government and Australian aid programs which are often based in national capitals, with limited reach into rural areas.

### **Young women**

Consultations undertaken with young women indicate that they are seeking opportunities to be included in development in their countries. At the same time they are keenly aware of the challenges that face them as women and as young people. In many situations, women's organisations limit the inclusion of young women and fail to provide them with mentoring and capacity development. Young women in rural areas have little voice and limited opportunity.

*Young women often 'fall through the cracks' because they are not covered by children's legislation and policy, are outnumbered by boys in young people's programs and are often unable to speak out in women's fora. Some young women, such as those with disabilities, those who are HIV positive, lesbian women or those living in rural and remote areas, experience a double or triple burden of disadvantage and exclusion.<sup>70</sup>*

### **Women of lesbian and transgender orientation**

While there was limited consultation opportunity with women from diverse sexual orientation, it was clear that for those women their experience is often of double disadvantage. They are at risk of additional violence and disempowerment due to their sexual orientation. Few health or psychosocial services exist to address their needs.

A common feature of the experience of these women and others, such as women living with HIV and AIDS, was their different insights about power and about opportunities for change. There is considerable opportunity for *Pacific Women* to exercise convening and brokering power to bring representatives of these groups together and support them to use their knowledge and experience to construct solutions to women's disempowerment in the Pacific.

The second observation from the consultations was that some *women's networks have struggled to work cooperatively across issues*. While there are several networks in the Pacific, women's coalitions have tended to arise from short-term responses to specific issues and have rarely developed into a comprehensive and sustainable women's movement for change, as seen in other regions globally.

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<sup>68</sup> AusAID 2012e.

<sup>69</sup> UN, 2009

<sup>70</sup> YWCA, 2011.

The reasons for this are complex. The geography of the Pacific, together with the differences between women in urban and rural settings and the constant competition for funding and donor interest, has tended to drive women's organisations and other development partners into siloed and more single issue action. Throughout the design consultations there was strong emphasis on the need for a more 'joined-up' approach to addressing the barriers to women's equality and empowerment. People identified the divisions and gaps between development partners as one of the barriers to effective change.

*Pacific Women* is able to support emerging coalitions and use its convening power to bring people together to focus on issues. However, this is unlikely to be a simple strategy. Working with and through women's networks and coalitions and male advocates in the Pacific is likely to require capacity development and strengthening of those networks. It will also require active engagement to ensure they are inclusive and to promote greater coordination and cooperation between networks.

### 3.9 Summary

The additional research and consultation undertaken for the *Pacific Women* design document and the country plans has reinforced violence against women, economic security for women, and increased voice of women in decision-making, as the areas that need to be given high priority for action. While there are services for women in all these areas, they are inadequate to the needs, and not integrated into national level policy or programming.

Social norms and attitudes are a major barrier to women's empowerment and require attention through multi-level interventions and processes. As a first step, women need to believe that they are entitled to and are able to enjoy equality with men. Family, community and cultural norms and practices need to support that equality. Achieving change will be challenging: there needs to be interventions targeted at current attitudes of men and women, an enabling national environment and attention to those institutions which will shape the identity of Pacific women and men for the future.

Provision of accessible health, education and law and justice services in ways which make them able to serve the needs of women as well as men is an important part of ensuring equality of opportunity for development for women in the Pacific. Provision of such services is the responsibility of partner governments, and *Pacific Women* will work through existing DFAT sector programs and in partnership with civil society to support more equitable service provision.

Finally, the legislative and policy processes of governments need to support women's equality and opportunity for empowerment. Current legal frameworks need to be brought into line with the recent commitment of Pacific island leaders to gender equality. Laws about violence and women's rights need to be respected and enacted.

Strategies for change need to serve all women in the Pacific, especially women made more vulnerable by disability, rural location, age or poverty. *Pacific Women* has the opportunity to use its convening power to broaden the range of women involved in developing solutions and to support existing networks to work towards increased cooperation for change.

## 4. Program Goal and Objectives

Throughout the design consultations it was clear that people in the Pacific are seeking significant change. Over the 10 years of the program, women and men want improved services and changes in opportunities for and attitudes towards women. There is consensus that this should be for the purpose of enabling women in the Pacific to contribute to family, community and national development. The Delivery Strategy goal therefore remains relevant and appropriate for *Pacific Women* with some additions to ensure its inclusive focus:

**Women in the Pacific (regardless of income, ethnicity, disability, age or geography) participate fully, freely and safely in political, economic and social life**

In order to achieve this program goal it is clear that the significant barriers to women's participation in national development need to be reduced in each Pacific country. This is in line with the outcomes identified by the Delivery Strategy with one additional focus for change.

- **Women, and women's interests, are increasingly and effectively represented and visible through leadership at all levels of decision-making.**
- **Women have expanded economic opportunities to earn income and accumulate economic assets.**
- **Violence against women is reduced, survivors of violence have access to support services and to justice.**
- **Women in the Pacific will have a stronger sense of their own agency, supported by a changing legal and social environment and through increased access to the services they need.**

The fundamental assumption of *Pacific Women* is that achievement of these outcomes will provide the space and opportunity for women's empowerment and therefore make a major contribution to the program goal.

*Pacific Women* has two interim objectives that enable assessment of its progress towards establishing the conditions for sustained and widespread change. The program will move between attention to these intermediate outcomes and assessing progress towards long-term objectives throughout the life of the program.

### **Interim Objectives**

*By the end of the first three years of the program* implementation there will have been support for many interventions and activities, particularly those directed at immediate and critical needs for women. Alongside these activities, the theory of change for the program suggests that for the long-term objectives to be achieved there must also be a focus on building capacity, mobilising resources and 'joining up' people and change strategies to support sustained change. The ownership of the program should shift over time to increasingly encompass a broader range of stakeholders, leading eventually to *Pacific Women* being a support program to a much wider process of change. This leads to the first interim objective:

**By the end of the first three years of the program the capacity, resources and relationships are established and action in key result areas is evident across the country and regional program activities.**

*At the end of six years of program implementation* it is expected that the resources and capacities established by or supported through the program will be acting together for change and will be more informed through the learning by doing to date. These actions together with the ongoing focus on service delivery will mean that services will be more widely available and considerably more developed to respond to diverse needs of women within each country. While some services will be funded by *Pacific Women*, others will be supported by other donors, national governments, and by Pacific men and women themselves.

In addition, the program will have shifted from management of directly funded activities to include focus on supporting and partnering with those working for change. Development partners will have moved into more strategic and comprehensive understanding of the challenges and will be developing strategies that reflect a micro to macro response. In line with the intention for broader

ownership of the program and its objectives, more donors and other institutions will be supporting change

This suggests a second interim objective:

**By the end of year six, joined up services and action, independent of but informed by Pacific Women will be evident in all 14 countries.<sup>71</sup>**

## 5. Program theory of change

### 5.1 Where should change happen?

To achieve increased gender equality and empowerment of women in the Pacific change is required at individual family, community and national levels. It needs to happen within formal systems as well as within the informal rules and practices which make up women's lives. Critically, as highlighted in the Delivery Strategy, these changes are interconnected. One way to the scope of change required through the program is presented in the diagram in Figure 1: What Needs to Change (page 39). This approach has been utilised to develop the activities in each country plan.

Change in one area alone is insufficient; action towards building sustained equality and empowerment for women in the Pacific will require change across multiple dimensions over the 10 years of the program. The program needs to work in ways which connect activities across the different dimensions, developing comprehensive strategies across the areas where change is being sought, while understanding the interaction between those strategies.

The program Delivery Strategy proposed that activities should be undertaken at country level in the 14 Pacific countries, and also across the region, in line with the intersecting areas outlined above. The Delivery Strategy proposed that activities should be relevant to one or more of the change areas, but provided less detail about how this would translate to achieving the total change being sought.

While activities are ongoing and planned at country and regional levels, they are insufficient in scope or size to bring about all the change sought. The *Pacific Women* design proposes that additional strategies will be required to move from a set of country and regional plans to a program that will achieve the program objectives.

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<sup>71</sup> Indicators of change for these interim objectives, together with evaluative questions, are outlined in Annex Eight.



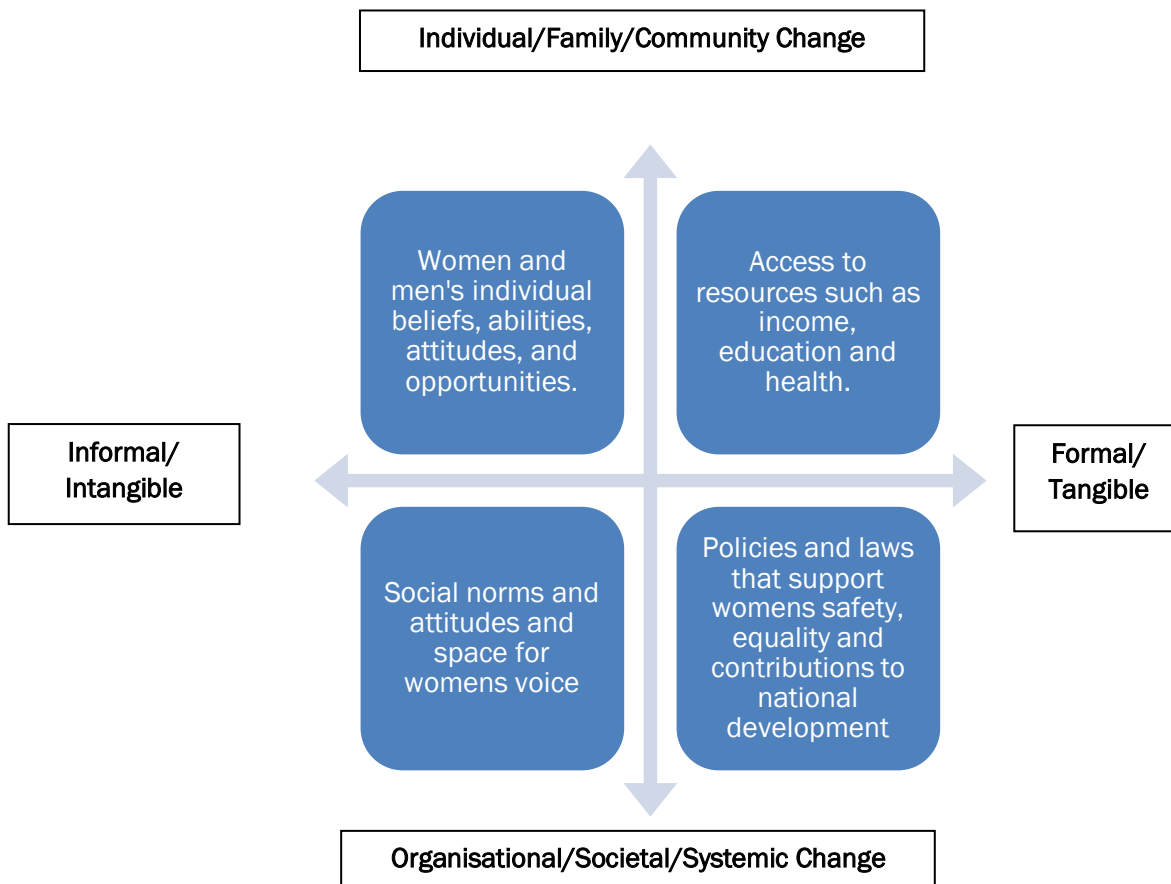


Figure 1: What Needs to Change (after Rao & Kelleher, 2010)

## 5.2 How will change happen?

*Pacific Women* proposes that the country and regional activities be implemented in the four domains or areas of action outlined above, utilising two key strategies:

1. Supporting Pacific women to increasingly own and direct the change.
2. Implementing the program through a complexity lens.

These two strategies are described in detail in the following sections.

### Supporting Pacific women/local stakeholders to own and direct the change

There is considerable research about what is required to improve gender equality and women's empowerment<sup>72</sup>. This information clearly proposes that the extensive changes required are not possible to achieve through a single program intervention. Nor are they able to be achieved by a donor alone. International experience strongly suggests that donors working to support women's empowerment need to be modest and realistic about what they are able to achieve and prepared to utilise strategies that catalyse and support a much wider set of development partners for change.<sup>73</sup> Research into successful strategies to address violence against women indicates that it

<sup>72</sup> World Bank, 2012; Carnegie et al, 2013, Lockett & Bishop, 2013.

<sup>73</sup> It is argued that donors cannot create empowerment for women, but they can undertake the research and assessment work that allows women to identify what works for them and what they need. Alongside this, donors can facilitate and support solutions and can support women and men to organise and implement the solutions. Donors can work with national governments to support and monitor policy implementation. Donors can also focus on mainstreaming attention to women's equality and empowerment in the sector programs that they support, particularly health, education, law and justice and governance programs. (Institute of Development Studies, 2006; Eyben, 2011)

requires working with others, particularly expanding the opportunity for women to work on their own behalf for change.<sup>74</sup>

*It is proposed that Pacific Women needs to broaden the range of local stakeholders involved with a focus on Pacific women working for change.* To this end, *Pacific Women* will initiate good quality approaches to support Pacific-driven development, so that the program will move from being a donor-driven intervention to a process of supporting Pacific shaped work for women's equality and empowerment. This will include a focus on partnerships and coalitions, as well as leveraging from the wider Australian aid program work with partner governments.

### ***Coalitions and networks***

*Pacific Women* will seek to work with coalitions and networks of women and men who are focused on advocating for policy and legislative change and creating demand for better services and programs.

As discussed, the experience of women's networks in the Pacific has been mixed and while there are examples of successful coalitions for change there is a need to foster and support further development of the women's movement across the region.

While DFAT has contact with most of the formal women's networks operational in the Pacific it tends to be less engaged with informal coalitions and new movements for change across the region. *Pacific Women* is well-positioned to promote the development of social action coalitions within and between Pacific countries, and international experience supports this as an appropriate donor role.<sup>75</sup> It directly supports the program intention to develop local ownership and to foster wider work for change.

*Pacific Women* will facilitate the development of and support coalitions and networks that are focused on working for change. The program will identify effective networks at country and regional level, support increased coming together of people from different life experiences to work for change and facilitate information sharing and contact between different groups and individuals.

*Pacific Women* will work specifically through the Pacific Leadership Program (PLP) as outlined below for this area of work. It will utilise the existing guidelines and approaches developed by PLP to ensure appropriate and effective support for wider movement for change.

A checklist to guide initial assessment of emerging coalitions and networks and their 'fit' with *Pacific Women* intentions has been developed from PLP experience. This is attached at Annex Five

Drawing on experience from the consultation process, it is important that these coalitions are inclusive, particularly of women who are vulnerable and poor, and that they utilise diversity and experience across the coalition to act for change. It is also important that they are focused around action for change.

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<sup>74</sup> See Egan & Haddad, 2007; Ellsberg, et al, 2008; AusAID, 2012f. In summary, the numerous reviews and inquiries propose:

- Working with others to develop a better understanding of and appropriate responses to the forces that inhibit the advancement of women in the Pacific region.
- Developing strategies based on the views and perspectives of women and their identification of what changes are required.
- Working for change and women's agency together with change in the relationships, institutions and communities that define women's lives.
- Developing comprehensive strategies that bring together service provision for women at community and local level with reform of national legislation and policies; linking micro and macro level work.
- Providing support for women's networks and coalitions, particularly where those coalitions are able to represent the views and voice of marginalised and vulnerable women such as poor women, women living in rural areas and women living with disability.

<sup>75</sup>International research indicates that donors can play a constructive role in enhancing the quality and relevance of relationships between local development partners as well as establishing new relationships. Donors can support the communication and collaboration between national and local levels and they can broker increased trust. Finally donors can be well-placed to link partners with specific tools that enhance their understanding of the political and social dynamics of national local contexts, enabling partners to better understand and work within the constraints in this situation. 'Bridging the micro and macro: gaining capacity by connecting levels of development action', Capacity Development in Practice. [www.capacity.org](http://www.capacity.org)

While there are risks and challenges in this approach, it is in line with many of the changes that the program seeks to achieve. These include increased voice and participation for women through collective action, opportunity to empower and support women by linking them with others, and the opportunity to convene groups of individuals and organisations with multiple experiences, skills and resources to focus together to address problems such as violence, poverty and denial of women's voice.

### ***Partnerships***

*The intention of the partnerships will be to work with a variety of stakeholders where there is the opportunity for shared objectives, and the opportunity to add value and extend the work being undertaken in a reciprocal and mutually accountable way. A particular emphasis will be on partnering with Pacific-owned and managed organisations.*

*Partnerships will include national governments, Pacific regional organisations, regional civil society organisations and local civil society organisations. Where it is appropriate in terms of impact and extending the range of development partners, partnerships will also include United Nations organisations in the Pacific, international NGOs and research organisations, international development organisations and other donors. (More detail about existing and proposed partnerships is outlined in the implementation section.)*

### ***Australian aid program sector programs working with national governments***

*A final strategy to extend Pacific Women's impact and enhance local ownership is to influence the work undertaken and supported by the whole of Australia's aid programs in the 14 Pacific countries. This approach started with the initial country plan design process through consultation and engagement with partner government. It will be extended and developed further throughout program implementation and with the design of subsequent country plans.*

*Australian aid programs in education, health and law and justice sectors already work with national governments, through bilateral Partnerships for Development.<sup>76</sup> They also work with local civil society service providers and are in an excellent position to increase national focus on women's equality and empowerment within these sectors. The current evidence suggests however that this will require some additional work by Pacific Women.*

*Beyond specific women's programs, attention to gender equality and women's empowerment does not appear to be a major focus of the Australian aid program work in the Pacific. A review of recent Australian aid program evaluations across major sectors in the Pacific reveals a patchy approach to gender mainstreaming and limited understanding of program impact on women. For example, while gender equality is given attention in civil society programs<sup>77</sup> and programs directed at law and justice<sup>78</sup>, it is largely ignored in other governance programs<sup>79</sup>.*

Significantly, there have been recent reviews of education programs in the Pacific, including a number focused upon technical and vocational education and training (TVET), which suggests that those programs give limited focus to the outcomes and impact for women.<sup>80</sup> Evaluations identify some

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<sup>76</sup> Pacific Partnerships for Development commit Australia and Pacific partners to work together to make more rapid progress towards the Millennium Development Goals (MDGs) and partners' own development ambitions. Eleven countries have signed Pacific Partnerships for Development: PNG, Solomon Islands, Samoa, Kiribati, Vanuatu, Nauru, Tuvalu, Republic of Marshall Islands, Tonga, Federated States of Micronesia and Republic of Palau. The fundamental principles underlying Pacific Partnerships for Development are mutual respect and mutual responsibility.

<sup>77</sup> Dart & Hall, 2010; Howell & Hall, 2010; Lingdoh & Rudland, 2010; Willetts, et al, 2011; Kane & Huk, 2011; Hampshire and Klugman, 2013;

<sup>78</sup> Raue, et al, 2008; Armytage, et al, 2012

<sup>79</sup> Recent reviews of governance and economic public system support programs show very limited attention to gender outcomes: Deacon, 2010; Mellors & Deacon, 2010; 2011; Saldanha et al, 2012; Grace and Hendricks, 2013;

<sup>80</sup> Packer et al, 2009; White & Hardin, 2009; Coleman, et al 2010; Garnaut & Namaliu, 2010; Hind, et al, 2011; Ah Ching, et al 2011; Morris et al, 2012;

positive approaches in HIV/AIDS programs<sup>81</sup> and in land reform programs<sup>82</sup>. But more generally across the health sector<sup>83</sup> and rural development<sup>84</sup> sectors there is limited available information around outcomes or effective strategies for women's empowerment.

This suggests that *Pacific Women* will need to work actively with the whole of the Australian aid program in the Pacific on design, analysis and implementation strategies that will increase access for women to services and will contribute to the required enabling environment for women's empowerment. *In some bilateral programs, for example the Solomon Islands, this wider approach to change is already occurring, with attention given to gender equality and women's empowerment throughout the whole country program. In other locations, it is clearly an area that will require further work.*

### **Responding to complexity**

*Pacific Women* is a complex program. It is clear that the range of changes sought and their numerous possible interconnections, together with the various approaches required across multiple locations and contexts, creates a complex development situation. This means that there is no simple or single map or plan which can be devised to direct the program within every country context.<sup>85</sup>

*Pacific Women* was directed by the Delivery Strategy to begin implementation through country plans to cover the 14 Pacific countries and through a set of regional activities (these country and regional activities are summarised in the section about program implementation.) The country plans have been developed in response to locally identified conditions, and each country plan reflects various elements of the changes identified above. However, none of the country plans provides a comprehensive response to women's empowerment, nor do they provide joined up strategies linking community and sub-national and national level policies and programs for change. While the first country plans are very important starting points for analysis and action in particular country contexts, disparate sets of activities will not be sufficient in size or scope to create the wide-ranging change identified as required.

Likewise, the regional activities address important region-wide issues, but only begin to tackle the complexity and detail of many of those issues. They provide a starting point for engagement particularly with regional organisations and national governments.

***The country and regional approaches to change develop over the life of the program, moving towards more sophisticated and joined up approaches to change.*** This will require a 'learning through doing' approach, utilising the following strategies:

***The program will work in response to the local context and the identified needs of women in that context.*** This process has commenced through the country plan approach with analysis and strategies being developed together with local stakeholders and informed by local analysis. This strategy needs to continue, as the major implementation approach for the program. Over time *Pacific Women* should be increasingly characterised in each country by its strong reflection of the views and voice of women, including women from rural areas, young women, women with disability and women living in poverty. Specific program activities will be developed according to women's identified needs and feedback.

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<sup>81</sup>Kenyon & Rudland, 2010; Butcher & Martin, 2011; Carlson, et al, 2012;

<sup>82</sup>AusAID, 2008;

<sup>83</sup>Foster et al, 2009; Chen, 2012;

<sup>84</sup>Fargher & Kelly, 2012;

<sup>85</sup> "Programs that are located within the complex change dimension are those where the pathways towards change are largely unknown at the beginning of practice and may never be completely understood even at the end of the program. While experience and principles from other situations may guide the design and implementation of such work, it is often the case that it is only by probing and acting that understanding is developed. In these situations regular monitoring and feedback provide the information to enable the program to assess its progress, or not, towards its objectives, and adapt as experience and learning develops." (Roche and Kelly, 2012)

*The program will utilise high-quality socio-political analysis to support the implementation and ongoing development of the country programs as well as regional activities.* Drawing from the experience of other Australian aid programs<sup>86</sup>, *Pacific Women* proposes that a political perspective needs to be brought to understanding how to create change.<sup>87</sup> *Pacific Women* will be characterised by an intelligent and up-to-date understanding of power and other relations between major stakeholders in the Pacific and within national contexts, and how this needs to be influenced in order to improve equality for women. *Pacific Women* will seek to support the capacity of DFAT staff at Posts to utilise this analysis in the country plan implementation and in their work with national development partners. *Pacific Women* will also utilise this information as a major aspect of its capacity development work with coalitions and other stakeholders.

*The program will assess progress and improve program implementation through high quality M&E.* In order to support learning by doing, *Pacific Women* will utilise high-quality M&E (M&E) systems to highlight progress towards women's empowerment across the 14 Pacific countries and to identify areas for program change and improvement. This M&E will give priority to the voices and experiences of women and the impact of any changes in their lives. The M&E systems will use existing regional assessment processes, and work with Pacific organisations already charged with assessment of gender equality in the region. The M&E will enable the Australian aid program to better assess and report on progress towards supporting women's empowerment in the Pacific. The M&E will enable people in the Pacific to better judge and assess for themselves how the *Pacific Women* program and other interventions are assisting gender equality in the region.

*The program will develop comprehensive strategies for change to achieve program objectives, but will also respond to opportunities as they arise.* The development context in the Pacific region and across each of the 14 Pacific countries is dynamic and subject to a range of influences. *Pacific Women* will work with local, national, regional and international organisations to develop comprehensive strategies for change that are relevant to the local context and that move between micro and macro levels of change. The program will also maintain space to respond to new opportunities or critical junctures as they arise.<sup>88</sup>

*The program theory is summarised in Figure 2.*

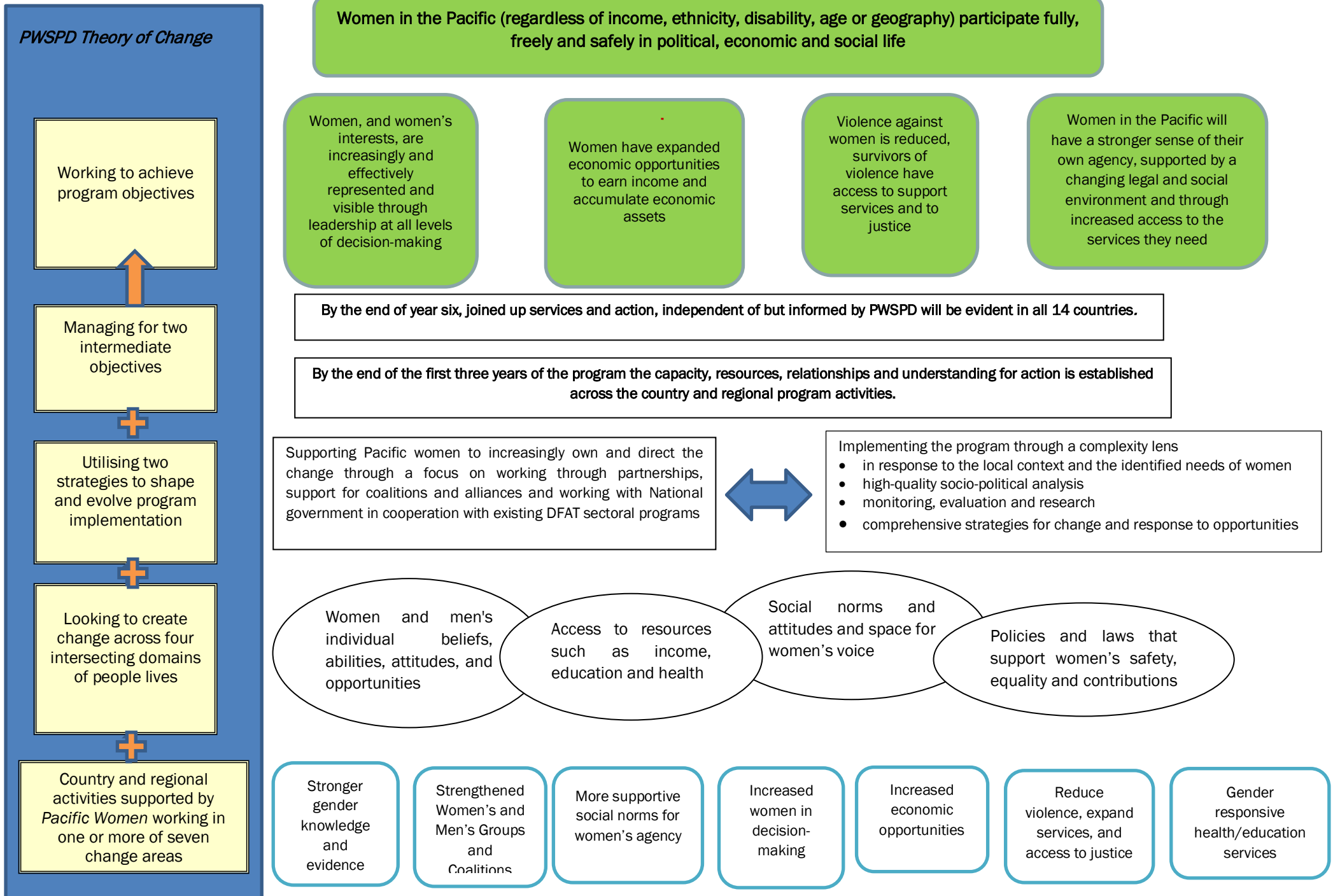
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<sup>86</sup> See for example, the DFAT supported Indonesian program: "Women's leadership for poverty reduction", and the DFAT supported Africa program: "Women's leadership and peace and security in the horn of Africa 2011-12", together with the research undertaken by the DFAT supported Developmental Leadership Program.

<sup>87</sup> From this perspective development problems are not only technical problems which can be addressed through technical solutions, but are the result of the political actions of individuals and organisations. Change happens through understanding the existing structures and institutions of power, the key stakeholders within those structures, and how these can best be influenced, challenged and in some cases overcome, to bring about positive social development. See AusAID, 2012d; Laws, 2013.

<sup>88</sup> Critical junctures refers to changes that disrupt existing power relations and alliances and provide opportunities for changes in the existing social order. Critical junctures could include things such as change of governments, elections, appointment of people likely to be champions to key agencies/institutions, new gender 'friendly' legislation and major commercial investments.

Figure 2 Program Theory



## 6. Program implementation

### 6.1 Country plans

As previously outlined, country plans are the mechanism through which outcomes and activities are planned and agreed between DFAT and counterpart governments, following extensive national consultations.

The focus for most plans is on expansion of critical services for women alongside capacity development for a broad range of stakeholders. Each plan has developed a way forward that makes sense in its context, with varying approaches to change and varying engagement with partner governments and other local development partners. These locally relevant strategies for change provide an important opportunity for cross learning about approaches to supporting and achieving women's equality and empowerment.

The details of country plans are summarised in Annex Four.

*Pacific Women* will continue to be largely implemented through country plans and programs, building upon these initial sets of activities.

The intention is that over time the work within any particular country will reflect a comprehensive response that includes strategically targeted activities funded by DFAT alongside a range of other activities implemented by other development partners. For the first three years of the program the emphasis will be upon building capacities and relationships, and broadening resources, to position for this approach. Examples of the initial country program approaches are provided in Box 1.

### *Box1. Country program activity examples*

In PNG, early activities implemented under the Pacific Women Shaping Pacific Development initiative include:

- Expanding a UN Women Safe Cities program (\$3.5 million over five years – 2013-2018) in three produce markets in Port Moresby to improve infrastructure and governance so that women have a safer place to work and to encourage women's fair and equal participation in local economies.
- Support to women candidates during local elections scheduled for mid-2013 through the Centre for Democratic Institutions (\$350,000 in 2013). The elements of the program include: a handbook for intending candidates; a media information and talk-back radio campaign; a program of phone-based advisory support for intending candidates; and compiling a register of candidates.
- A prevalence study to establish the pervasiveness and nature of violence against women in PNG. This will be the first systematic survey of family and sexual violence in the country since the early 1980s. It will help to better inform policy and program responses.

In Solomon Islands, work has commenced on the Channels of Hope for Gender project (\$1m implemented through World Vision Solomon Islands for two years 2013-2015). The program is working with church leaders from four of the five main churches in Solomon Islands and across 30 communities (targeting 10,000 men and women) to change attitudes and behaviours around gender violence.

In the Republic of the Marshall Islands, work is underway to establish a domestic violence counselling service (WUTMI). The program, which includes organisational capacity development and ongoing funding, will run for three years (2013-2015; total budget is \$600,000).

In Kiribati, a program has commenced to train prospective women leaders at the national and island council level, with the UNDP running National 'Practice' Parliament for women (\$140,000 for one year until October 2014).

In the Cook Islands, two activities have been funded under the Initiative through the Ministry of Internal Affairs (total budget is \$790,000 over three years (2013-2015)) to:

- Support women in the formal and informal sectors by identifying new economic opportunities, supporting access to financial services and the integration of women living with disability into economic opportunities;
- Eliminate violence towards women by improving legal frameworks, law enforcement and justice systems; and improving the coordination of service providers.

In Tonga, research has begun on the impacts of the seasonal migrant worker scheme on women and men in order to develop recommendations for measures to protect or enhance benefits of the scheme for women and men (\$550,000 over three years).

## **6.2 Regional activities**

A small set of regional activities will respond to change areas in various ways. These activities engage other development partners, spread work across countries and seek to increase the efficiency of the program by focusing on changes which will be of value across multiple locations.

The initial regional activities are outlined in Annex Four.



### Box. 2 Examples of regional activities

- The Australia-Pacific Women Parliamentarians Partnership Program aims to build the capacity of Pacific women parliamentarians and their staff to better address gender equality issues. This will include activities such as women parliamentarian exchanges and mentoring, parliamentary skills scholarships and workshops to build capacity of parliamentarian staff.
- Expanding a safe markets program to improve infrastructure and governance of produce markets to encourage women's safe, fair and equal participation in local economies in PNG, Fiji, Solomon Islands and Vanuatu.
- Formation of a Business Coalition for Women in partnership with the International Finance Corporation
- Development of a Pacific women website to increase access to information on gender inequalities in the region and response.
- Funding to SPC to undertake stocktakes of government capacity to mainstream gender equality and women's empowerment issues and to develop gender policies and implementation plans. This will also include support to strengthen gender statistics.

## 6.3 Partnership with Pacific stakeholders

As noted, a major strategy for change will be to develop partnerships with Pacific stakeholders to support action for change. Partners will include:

### National governments

Pacific island leaders have committed to reform across government programs, policies and legislation to improve equality and empowerment for women. As a major donor in the Pacific, Australia is in a good position to utilise its policy dialogue with national governments to support and develop their approach to this work. *Pacific Women* will work with DFAT country programs to support a specific inclusion about women's empowerment and gender equality in the Partnership agreements.

DFAT is also in an excellent position to facilitate and leverage the work of other donors, regional organisations and UN organisations operating within a country context to ensure that it is aligned with the Forum Leaders' expectations and intentions and supportive of national governments' work for women's equality.

### Pacific regional organisations

*A major strategy for DFAT in the Pacific is to work in partnership with Pacific regional organisations. Pacific Women will utilise these existing partnerships.* In particular, the program will work with regional organisations to monitor change in national and subnational level statistics as well as assess impact from the perspective of women themselves. This includes:

- PIFS has responsibility under the Pacific Leaders' Gender Declaration, for support to and monitoring of Pacific leaders policies and implementation of the Declaration. The GoA will report under this Declaration, as a member of the PIF. It will also support the data collection and analysis undertaken by PIFS.
- SPC is undertaking stocktakes of gender mainstreaming capacity in government programs, which is providing a significant base of good quality information around achievements and gaps in Pacific government policies and implementation.<sup>89</sup>

<sup>89</sup> Where they are requested by governments, SPC are also able to assist them in planning a response to stocktake outcomes and through provision of technical assistance to address gaps. While not all of the 14 Pacific countries have participated in the stocktakes and ongoing action plans, this process has made a significant contribution in some countries and potentially provides a regional mechanism for comparison, accountability and development of National government gender responsiveness.

SPC also has responsibility for standards and technical quality in major sectors including health, education and economic development. As noted, work needs to be undertaken to improve gender equality and access in these important development sectors and the most recent SPC strategic plan commits to gender mainstreaming across its sector responsibilities.

SPC also undertakes important human rights work in particular through the Pacific Regional Rights Resource Team (RRRT). This work contributes to gender equality in the Pacific through a number of programs including attention to national legislation that affects women.

### **United Nations organisations in the Pacific**

There are a number of high-quality programs operated by UN organisations in the Pacific which overlap with the intentions of *Pacific Women*. These include:

- UN Women markets program which is directly focused on improving the conditions and rights of women in national and local markets.
- UNFPA work with young women and their focus on reproductive health and rights.
- UNDP technical work across the Pacific which is undertaken through a gender and human rights lens.

*Pacific Women* will partner with the UN agencies to utilise their unique ability to bring international expertise and experience into the Pacific context.

UN organisations in the Pacific now co-operate through a UN Gender and Development Group, convened by UN Women. *Pacific Women* will build partnerships with UN organisations through this group and individually. While their specific activities are valuable, the particular value of the UN network is its ability to link local and international, particularly in communications with national governments.

### **Civil society organisations working regionally**

The Pacific region benefits from a range of civil society organisations with established connections across different countries and deep expertise in working for social and developmental change in the region. These include faith-based organisations and church networks, agencies which specialise in working for women's equality and empowerment and those which are inclusive of women's economic, social and human rights. They include: the Pacific Council of Churches, Pacific Island Private Sector Organisation, Fiji Women's Crisis Centre, FemLink Pacific, Commonwealth Local Government Forum and Samoa Women in Business. It is clear that ongoing partnerships and shared learning with these regional organisations needs to be an important aspect of *Pacific Women* implementation.

*Pacific Women* will support the existing funding mechanisms to many of these organisations and look for opportunities for further collaboration with these and others.

### **Local civil society organisations**

As noted in the summary of information from the consultation process, there are a range of local civil society organisations across many countries in the Pacific working very effectively for change, particularly at community level. Most of the *Pacific Women* country plans have identified partnerships with these organisations as a significant strategy in their proposed response to gender inequality. Local organisations include NGOs, community-based organisations as well as churches and in some cases local arms of international organisations such as the YWCA or the Red Cross.

Working with local civil society organisations at community level is an important way to ensure services reach women in remote and rural areas and other disadvantaged or marginalised women, as well as ensuring services are more likely to be relevant to particular local contexts. This is in line with

the most recent international thinking about how to best address violence against women and other barriers to women's empowerment.

*To be effective, work on violence against women and girls– particularly social norm and behaviour change – must be led by organisations that have a long connection with the community, are well placed to understand the opportunities, constraints and risks entailed in advocating for change, support existing local agendas and provide high quality programs tailored to women's needs.<sup>90</sup>*

### **International non-government organisations and research organisations**

A range of Australian and international non-government organisations work in the Pacific and give good attention to issues of women's equality and empowerment. In addition, there are existing research institutions with an interest in gender and development issues in the Pacific. Partnerships with both types of organisations will be very important for *Pacific Women*. Such partnerships will greatly add to the knowledge and analysis base for longer term program work. Significantly, such partnerships will also contribute to accountability of the program and to the public focus upon program outcomes.

### **International development organisations and other donors**

The World Bank, the International Finance Corporation (IFC) and the Asian Development Bank all give considerable attention in the Pacific to economic inclusion for women. These organisations also bring expertise in research and analysis from international experience which it is able to contribute to the Pacific region. *Pacific Women* will continue to work with these important international partners through program implementation.

A *CROP Gender Working Group* operates in the Pacific and provides an excellent opportunity for *Pacific Women* to communicate its intentions and be accountable for its progress. It also provides a good opportunity to share strategies and learning and to develop cooperative strategies with other donors for support for women's empowerment in the Pacific. *Pacific Women* will continue to engage with and support this cooperation group, looking to leverage further support for women's empowerment activities from other donors, regional organisations and civil society groups.

## **6.4 Capacity development**

Working with partners and coalitions for change will require attention to strengthening the capacity of others as well as DFAT staff to implement the wide variety of activities being sought.

Throughout the design consultations the need for increased capacity was a constant refrain. People from many organisations and locations proposed that further development of Pacific capacity would enable people to work for the changes required to achieve women's equality and empowerment.

This program design has recognised that there needs to be increased ability to utilise more sophisticated analysis and strategy development approaches and program management approaches which go beyond simple project management.

*Pacific Women* will support capacity development with varied groups and individuals, including: national and regional civil society organisations; national government staff, in particular those staff with responsibility for taking forward programs and policies for women's equality; national and regional women's organisations and coalitions; DFAT staff, including gender focal points and program management staff.

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<sup>90</sup> Lockett & Bishop, 2012

The meaning of, and process for, capacity development for these different groups will differ. While the consultation process was not an exhaustive review of capacity development needs, the discussions undertaken indicated quite varying concerns and gaps (see Annex Six).

*Pacific Women* will draw together existing and new resources to develop a suite of capacity development options. This could include, for example:

- Utilising existing Pacific regional organisations such as Fiji Women’s Crisis Centre and RRRT, that already offer a range of high-quality capacity development options and training.
- Partnerships with international NGOs, such as IWDA and Oxfam, which already have experience and expertise in capacity development for women’s equality and empowerment.
- Use of technical assistance, volunteers and PACTAM<sup>91</sup>, in a careful and limited way, to draw in external expertise to respond to particular skill gaps.
- Mentoring and peer learning between organisations, particularly those in the same country.
- Existing expertise and strengths from other DFAT programs such as PLP, DLP and the Pacific regional program.
- Tailored packages of training around analysis, strategy development and program management and M&E which can be provided for mixed groups of stakeholders in particular locations to build their joint skills for program implementation.
- Additional tailored packages of training on extended skills such as policy dialogue, advocacy, utilisation of international research and conventions and program communication.
- A system of readily available information drawn from recent research, evidence from international experience and lessons learned within Pacific countries.
- Other strategies as required.

The task for *Pacific Women* will be to work with partners to tailor the package of capacity development and support that is most likely to catalyse and underpin change for development in each country.

## 6.5 Monitoring, evaluation and communication

High quality M&E will be a central feature of program implementation given the learning by doing approach of *Pacific Women*. M&E will be undertaken of gender equality and women’s empowerment outcomes being achieved through implementation of country and regional plan activities. M&E will also assess the contribution *Pacific Women* is making to changes in country-level indicators of gender equality. In addition, monitoring will be conducted of the socio-political context impacting on gender equality in each Pacific country. The *Pacific Women* approach to M&E is discussed in detail later in this document. As an important work area for the program, particular attention will be given to establishing systems and approaches to M&E within the first year of the program.

Alongside this, communication and information sharing has been identified as an essential work area for *Pacific Women*. *Pacific Women* will work towards this end through several strategies including the operation of a Pacific website to increase access to information on gender inequalities and responses in the region: [www.pacificwomen.org](http://www.pacificwomen.org). The website serves to exchange and promote lessons learned, share analysis and evidence, and to highlight challenges and gaps in services. The website is available for use and contribution to by all development partners and other relevant organisations in

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<sup>91</sup> PACTAM, the Pacific Technical Assistance Mechanism, is a DFAT-funded program managed by Australian Volunteers International, which recruits international and regional expertise in the Pacific for specific tasks within regional countries. It provides a highly flexible and responsive mechanism for rapid deployment of good quality expertise. It has a focus on enhancing country ownership and engagement with the selection, employment and management of the person.

the region as well as by individual Pacific women and men. The website provides a discussion forum and a portal where individuals or organisations can discuss and upload relevant information.<sup>92</sup>

Alongside development and management of the website, the program will develop and implement a communication strategy that serves a range of purposes. These include communication about the program to internal and external stakeholders. More importantly it also includes facilitation and support of increased information flow between people and organisations working in the Pacific. This includes information about outcomes and evidence of effective strategies for change. It also includes information about the scope of different organisations and the focus their work. Over time it should facilitate increased cooperation and coordination between organisations and people.

This will be a considerable challenge for *Pacific Women*. The [www.pacificwomen.org](http://www.pacificwomen.org) website will address some of these needs. Communication experiences from other DFAT programs including PLP will help identify appropriate strategies to expand communication and information exchange beyond the website.

## 6.6 Research

In exploring the challenges and various strategies for change, it is clear that there is still a considerable amount of research required to position the program and stakeholders to undertake the best possible responses and strategies.

*Pacific Women* will support research and information sharing. The process has started with the regional learning workshops held during the program design consultations. These workshops brought people together across government, civil society and private enterprise, from international, regional and national levels, to discuss outcomes from current programs and to analyse the significance of this information for future action. The workshops were successful in connecting people and in critical examination of existing evidence for change.

As part of the early development of regional activities some research is underway, for example one study will explore and understand the connections between women's experience in leadership and decision-making at community level and at national level while another will explore the links between women's economic empowerment and violence against women. Research is also included in some country plans, e.g. Samoa and Tonga.

Criteria for any additional research supported under the program includes the following:

- Research that will inform work in one or more of the areas where *Pacific Women* seeks to achieve change and that generates new information, where study has not been undertaken before.
- Research that tests and examines the assumptions and hypothesis of *Pacific Women*.

### Informing Pacific Women work

*Pacific Women* requires ongoing research that is applied and able to inform strategy development and directions. The consultation and early design process has identified areas where there are significant gaps in knowledge, including:

- Research to understand and develop a range of economic security options and strategies for their implementation in different Pacific locations.
- Research to understand and track effective strategies for change in attitude by men and women, and the relationship between attitude change and behaviour change.

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<sup>92</sup> The website has been established and is being trialled to assess its value. [www.pacificwomen.org](http://www.pacificwomen.org)

- Research to understand the way in which women’s increased access to decision-making impacts upon the quality and scope of those decisions.
- Increased information about the elements of a comprehensive response to violence. In particular better understanding of what needs to be in place to encourage women to seek help.

Other areas for applied research may emerge through the course of the program to inform strategy development and enable development partners to build from the learning of others.

### Testing program assumptions

Given the experimental and developing nature of *Pacific Women* the program needs to fund research to provide evidence and assess the fundamental program assumptions. It is clear that for complex development programs fundamental assumptions and understanding of theory of change requires processes beyond M&E.<sup>93</sup> This includes systematic research to test assumptions and track the relationship between those assumptions and outcomes.

As discussed below, it is proposed that DLP be tasked with research to test some of the key assumptions of the program. That is, to assess whether working politically and working through coalitions contributes to more effective program outcomes. There are other important assumptions that need to be tested and the relationship to outcomes tracked over time. These include:

- If *Pacific Women* supports and achieves increased Pacific ownership and implementation of the program, does this lead to more effective outcomes?
- Does the focus on local context and strategy development and analysis that is relevant to the context lead to more effective outcomes?
- Is GoA, as a donor, effectively able to facilitate and contribute to women’s equality and empowerment?

These and other program assumptions need attention throughout the life of the whole program. They provide the link between M&E program outcomes and understanding of program impact.

In the first year of the program it will be important to agree the priorities for research and establish a program for research implementation that will see regular flow of results and information both about program assumptions and impact as well as information about effective strategies.

This will require a series of research partnerships with international organisations such as the World Bank alongside Pacific and international research organisations. It is proposed that *Pacific Women* plan a program of research, with review of this research program at the end of the first three years of program implementation.

## 6.7 Cooperation with the Pacific Leadership Program

The Pacific Leadership Program (PLP) is well-regarded for its respectful work with Pacific organisations and people. It has extensive experience in support for capacity building of networks and coalitions in the Pacific.<sup>94</sup> PLP has become skilled at understanding and analysing development intent and capacity of different development partners, and tailoring different capacity building strategies for different organisations and groups. *Pacific Women* will allocate resources to PLP to undertake work around women’s leadership and working with women’s groups and coalitions. PLP staff will need to liaise with DFAT staff at Posts to ensure that national-level work aligns with country plan priorities. PLP staff should be part of the country plan development.

<sup>93</sup> Roche & Kelly, 2012a.

<sup>94</sup> PLP has facilitated leadership forums in several countries, bringing together diverse range of individuals to work for developmental change. It also supports regional networks and coalitions and recent independent review identified its particular achievements in this area (Roche et al, 2012).

This has several advantages for *Pacific Women*. The program is able to build upon and align itself with the high legitimacy and respect of PLP and learn from its approach. *Pacific Women* is able to utilise the existing knowledge and experience in PLP to provide a particular focus on its strategy of coalition building, enabling work in that area to move more quickly than might be possible with a new staff team. *Pacific Women* is also able to utilise existing PLP staff and in-country resources to provide direct assistance to DFAT country programs, in particular those people responsible for the gender country plans, demonstrating the immediate value of the program.

PLP is able to utilise the additional resources of *Pacific Women* to work towards its own objectives which include a focus on women's leadership and development. In addition, PLP is able to utilise *Pacific Women* resources to improve its direct work with DFAT country programs, improving relationships at this level (as recommended in recent review of the program).

PLP will be able to draw from its current relationships and connections for this work. In the first two years of its cooperation with *Pacific Women* it will be expected to undertake the following tasks:

- In cooperation with country plan development and implementation, undertake baseline assessment of the existing coalitions and networks, giving attention to:
  - The capacity for each of these groups to work for developmental change;
  - The membership of existing coalitions and networks in particular the degree to which the membership represents diverse to views and is inclusive of women living in rural areas, poor women and women with disability;
  - The objectives and intentions of existing groups and the degree to which this intersects/ overlaps with *Pacific Women* objectives.
- In cooperation with DFAT Post staff, progressively develop strategies to support and further develop those existing coalitions and networks which most closely reflect the conditions that have been identified for effective women's movements.
- In cooperation with DFAT Post staff, develop strategies to foster new coalition and alliance development drawing from country based analysis and best practice information around effective coalitions for change.
- Establish and implement regular monitoring that gathers evidence and undertakes analysis about:
  - what is being achieved by coalitions and networks;
  - the quality and inclusiveness of existing coalitions and networks;
  - lessons learned for wider dissemination.
- Establish and implement a process for shared learning and communication of outcomes throughout *Pacific Women* and with other stakeholders.

In addition, given the experience PLP has in appropriate strategies for capacity development of organisations and groups in the Pacific, it is expected that it will contribute to the suite of *Pacific Women* capacity development resources.

## 6.8 Cooperation with the Developmental Leadership Program

The DFAT supported Developmental Leadership Program (DLP) has led thinking internationally and within DFAT about strategies and approaches to working politically in development. It has provided a rich stream of high quality research and applied learning, much of which has informed DFAT program development around the world, including *Pacific Women* program development.

Given the highly experimental nature of *Pacific Women* and its proposed utilisation of a socio-political approach to analysing change and developing strategies, it is proposed that closer cooperation with DLP would be of particular value. *Pacific Women* can draw upon both the technical and research

skills of DLP. In turn, DLP is given the opportunity to demonstrate program and policy implementation utilising its research.

The scope of DLP's work could include the following:

- Commence a process of research to progressively explore two of the key assumptions of *Pacific Women*:
  - That working through socio-political analysis provides an effective basis for analysis and strategy development for *Pacific Women*;
  - That working through coalitions and alliances for change will contribute to more sustained and substantial outcomes.
- Develop and implement a strategy to share outcomes from the research and more general lessons learned.
- Provide technical support to country plans to undertake social and political analysis to develop and extend strategies and interventions. This technical support is likely to include advice around appropriate tools and analysis methods, sourcing of appropriately qualified people to undertake analysis or specific research tasks, providing quality control of existing analysis and strategies and advising on areas for further research and development.

## 6.9 Cooperation with other relevant DFAT Pacific regional programs

The DFAT Pacific regional program has a range of responsibilities including responsibility for DFAT engagement with Pacific regional organisations. DFAT is currently moving towards improving the effectiveness and efficiency of its partnership arrangements with these organisations. It is also looking to improve the depth of analysis and strategic understanding of those organisations drawing from a socio-political approach to organisational assessment.

*Pacific Women* will work closely with a number of Pacific regional organisations including SPC and PIFS. It is therefore proposed that *Pacific Women* will work in cooperation with the DFAT Pacific regional program to ensure that it complements and supports the partnership approach with regional organisations. In turn, *Pacific Women* will seek to influence the DFAT Pacific regional program to ensure that a focus on gender equality and empowerment is strongly reflected throughout partnership agreements and outcomes statements.

Given that both programs are seeking to utilise a socio-political analysis approach, there will be important opportunities to share tools, technical experience and resources. It could be expected that there will be some increased efficiencies as well as improved effectiveness through this shared learning.

## 7. Program governance, accountability and management

*Pacific Women* as a whole will be managed through the DFAT Pacific Regional Program. Overall responsibility for *Pacific Women* is held by the First Assistant Secretary, Pacific Division. Together with the Assistant Secretaries in Australia, he/she is responsible for program resourcing and overall outcomes. Their primary responsibilities for *Pacific Women* are outlined in Annex Seven.

Program implementation will primarily be managed by the DFAT bilateral programs which cover the 14 Pacific countries. The High Commissioner/Head of Post will be accountable for effective implementation of the program within each country with the Assistant Secretary of the relevant bilateral program having this responsibility where there is no resident office. *Pacific Women's* objective should be included in the respective bilateral agreements with each national government.



*Pacific Women* seeks to support Pacific development partners as they address women's inequality and disempowerment. It is therefore important that program governance mechanisms also reflect and build leadership and direction by Pacific people, as proposed in the program theory of change. To this end the program will be managed by DFAT but with guidance provided by the *Pacific Women* Advisory Board. This Board will meet annually to assess progress under the program and provide informed advice to DFAT management and to Pacific island leaders about the value of the program outcomes to date.

An interim *Pacific Women* Advisory Board is in place and has met to support the inception of the program. One of the major tasks for this interim Board is to finalise terms of reference for the permanent Advisory Board and also to finalise selection criteria for the Board members. The selection criteria are expected to reflect the program priority on inclusion and providing opportunity for young women to contribute to Pacific development debate.

A Program Management Committee (PMC) will oversee the governance and strategic direction of the program. The PMC will comprise:

- the DFAT Pacific Women Director (Chair);
- the DFAT Pacific Women Program Manager;
- two senior staff from the Pacific Women Support Unit as appropriate;
- one representative from DFAT aid program staff from Pacific Posts (membership to be rotated); and
- one representative from the Pacific Women Advisory Board (membership to be rotated); and
- the DFAT Pacific Gender Adviser.

The PMC will meet at six-monthly intervals in July and January in the first year of operation and then determine whether six-monthly or annual meetings are required. The PMC will:

- Review and approve the Pacific Women Support Unit Annual Plan
- Evaluate progress against the *Pacific Women* objectives as articulated in the Annual Plan
- Evaluate and assess emerging risks which could impact on the effectiveness and efficiency of *Pacific Women* and its objectives.

Building upon the positive outcomes from the regional workshops undertaken as part of the design process, it is proposed that mechanisms be developed within each country to allow for stakeholders to come together on a regular basis for broader learning, but also to provide some in country accountability for *Pacific Women* progress on outcomes. In some country plans this idea has developed as a local advisory board. In other countries the M&E systems being established include opportunity for annual reflection with stakeholders. Each country plan will be asked to identify the process that they will establish to meet this requirement.

Finally, DFAT participates in the CROP Gender Working Group. This is an important opportunity to share information and learning as well as report progress about the program. *Pacific Women* will undertake to provide a detailed progress report on an annual basis to this group. *Pacific Women* will also seek cooperation from other donors attending the group for them to report in detail on their contribution to support increased women's equality and women's empowerment in the Pacific.

## 7.1 Program management: roles and responsibilities

*Pacific Women* needs to support a dynamic and responsive approach to local contexts, alongside sharing information and learning about progress. The management structure should provide a basis for the development of further alliances and coalitions as outlined; it needs to build capacity in local and regional development partners and support GoA influence on national governments and others. It needs to work with others to increase gender mainstreaming in DFAT programs.

*Pacific Women* will be implemented through a combination of roles and responsibilities in Canberra, at DFAT bilateral Posts and via a Support Unit, which will be managed by an external service provider to assist with technical, logistic and program management support. *Pacific Women* will also cooperate with other DFAT regional programs.

The various roles and responsibilities for each of these implementation mechanisms are outlined below.

### **DFAT Canberra responsibilities**

*Pacific Women* will be coordinated by a small team in Canberra, which will set the technical direction of the program and act as the link between the program and the wider DFAT program and external stakeholders.

For countries with no resident DFAT staff, the Australian-based Country Program Managers will undertake the work outlined below for Post staff, where and if applicable to the ways that their programs operate.

### **DFAT Bilateral Posts**

Primarily *Pacific Women* will be implemented through country programs, guided by the *Pacific Women* country plans. At each Post the following staff will take responsibility for *Pacific Women* implementation.

- **Head of Post** who will be responsible for the effective implementation of the *Pacific Women* country plan
- **First Secretary/Counsellor** (with responsibility for Gender Equality) who will determine, in consultation with Head of Post and other staff, the management and implementation arrangements of the *Pacific Women* country plan, communicate roles and responsibilities to all staff, and ensure that duties are included in staff performance management plans.
- **Gender Team at Post/Post staff** with responsibility for gender equality who will have knowledge of the breadth of gender equality work implemented across the Post in order to effectively manage the *Pacific Women* country plan, and will manage the country planning process, including engagement with counterpart governments, civil society, other donors and other DFAT programs including PLP.
- **Sectoral Program Managers** who will engage in the country plan process to identify existing gaps and opportunities in their sectors and undertake modification to sectoral plans to address these areas.

A full list of responsibilities of DFAT program staff is included in Annex Seven.

### **Pacific Women Support Unit**

It is recognised that there are some particular challenges for DFAT in expanding its partnerships with multiple organisations, particularly where that partnership involves a funding relationship. Program management can be time intensive. In addition, such organisations often have a range of capacity gaps which are important to address over time. *Pacific Women* also requires increased policy dialogue and influencing work by DFAT staff and increased attention to gender mainstreaming in sector programs. Finally, as discussed, there is a strong emphasis in the design on engagement with, and support for the development of, coalitions for change. The program therefore needs to support, influence and drive changes in DFAT capacity and resources to meet these challenges.

The Support Unit will undertake the following roles including:

- Support program management, utilising a range of resources, towards achieving the identified program objectives. This will include particular support to *Pacific Women* country plans.
  - The service provider for the Support Unit will be able to contract and manage individual activity agreements on the direction of Posts or Canberra. This will be agreed during the development of each country plan, and country plans may have a mix of activities directly managed by DFAT or managed through the Support Unit. Where it is agreed that the Support Unit can manage the agreement, the service provider will negotiate the agreement directly with the implementing partner, provide tranche payments and manage all financial and reporting arrangements.
- Facilitate and manage the assessment, learning and sharing of information within the program and between the program and other development partners, in a way that informs and empowers all stakeholders and ensures the program is accountable to DFAT, partner governments and, most importantly, to women in the Pacific.
- Support partnerships and conducive working relationships with a range of stakeholders in consultation with DFAT Regional Post in Suva and Pacific Regional Branch in Canberra.
- Develop and implement a communications strategy to guide reporting and communications activities.
- Contribute to policy analysis and strategic guidance of the *Pacific Women* program, including through actively engaging with partner governments, regional organisations, civil society organisations and research and academic institutions to identify and strengthen strategies for change through a collaborative learning approach to gender empowerment.

The specific list of roles and responsibilities to be undertaken by the Support Unit will be developed as a Scope of Services for the tender for the service provider.

The roles and responsibilities for DFAT staff and contracted staff across the program are premised on Posts being able to engage at a strategic level and focus on engaging with partners on the systemic blockages to gender equality and how *Pacific Women* and other DFAT-funded programs can best support women's empowerment. For some Posts this may require delegation of activity level M&E against the country plans to the Support Unit to give DFAT staff time to engage at this strategic and national level. Where activity level management is delegated to the Support Unit, the Support Unit will need to collate and interpret activity level data and report to DFAT on how individual activities are contributing to the desired outcomes in the country plan. This can be negotiated on a case by case basis and Post may determine that it should monitor some activities. This will need to be clearly defined and documented for each Post.

It is proposed that the Support Unit will be located in at least one location in the Pacific. The Support Unit will include staff with particular skills in gender equality, M&E and capacity development alongside capacity for communications and information sharing.

The Support Unit will be managed by a service provider, which will be responsible for recruitment of staff, logistics and procurement in consultation with DFAT. The Support Unit will be expected to develop the systems to enable *Pacific Women* to be delivered flexibly, quickly and effectively.

The service provider will run a small co-located office with the main Support Unit office in the Pacific, for the above purposes. It will include the following expertise:

- Human resources and adviser management, especially in recruitment;
- Logistics and procurement;
- Office management, including interpreters and translation, administration, office systems, reporting;

- Financial management and budgeting, including monthly financial reports to the Director and to each Sub- team.

Performance assessments of the service provider and the Support Unit will be carried out by an independently contracted consultant, under the supervision of the Canberra *Pacific Women* manager, as discussed in the M&E section, below.

## 8. Program budget

*Pacific Women* is designed as a 10 year program with a budget of \$320 million. The indicative split between country program funds is:

Country Program Fund	Indicative totals over 10 years
Cook Islands	\$3,900,000
Fiji	\$19,500,000
Kiribati	\$9,300,000
Niue & Tokelau	
Marshall Islands, FSM and Palau	\$9,000,000
Nauru	\$5,100,000
Papua New Guinea	\$57,700,000
Samoa	\$9,300,000
Solomon Islands	\$34,800,000
Tonga	\$10,110,000
Tuvalu	\$5,500,000
Vanuatu	\$12,500,000
Regional	\$142144394
<b>TOTAL</b>	<b>\$320,254,394</b>

These figures do not represent the total funds flowing to each country. For example, the regional program fund has and will fund start up activities in smaller island states and will fund multi-country and regional activities. Final funding levels will be dependent on budget availability.

Seventy per cent of the budget will be spent through country plans at country level, managed directly by DFAT at Post in most countries. The exception will be for country programs which are managed in Canberra such as those in the North Pacific. The allocation among each of the 14 countries reflects the size of population, development indicators, the size and the absorptive capacity of the existing DFAT program and in-country stakeholders.

It should be noted that the intention of the program is to broaden the resource base through cooperation with other donors, gender mainstreaming in existing programs and through the mobilisation and support from other resources within countries and across the region. Therefore, the

specific allocations for each country represent money allocated for directly funded activities, not the total resources for gender equality work that are expected to be mobilised increasingly over time.

The remaining 30% of the funds will provide for funding of regional activities and regional program management. (The initial set of regional activities is outlined at Annex Four.) They include program implementation with regional organisations, and multilateral partners as well as multi-country work on economic empowerment and leadership. There is also funding provided for targeted research.

Regional program management includes the establishment and operation of the Support Units, technical and program management support for the country programs and funding for PLP and DLP to carry out their areas of program responsibility.

## 9. Monitoring and evaluation arrangements

### 9.1 Monitoring and evaluation purpose

The primary purpose for monitoring and evaluation (M&E) is to assess progress towards the long-term objectives of *Pacific Women*.

This requires a clear and evolving understanding of how change is expected to happen across the whole program and also within each individual country context and through regional activities. There needs to be confidence that the outcomes being observed in the short and medium term are contributing to the desired long-term change.

M&E also needs to serve other purposes:

#### **Accountability**

Country and regional programs supported under *Pacific Women* need to be accountable for the resources utilised and for the intermediate outcomes achieved through those specific activities. That means ensuring that those activities are of benefit to women and also that they are contributing in an appropriate way to the long-term outcomes being sought by *Pacific Women*. This serves the purpose of accountability upwards through DFAT systems and those of partner governments and other stakeholders, as well as accountability downwards to people, especially women that *Pacific Women* program seeks to benefit.

#### **Program improvement**

Information from the assessment of program activities should also contribute to ongoing program change and improvement. It is expected that sustained change will be achieved through multifaceted interventions which are relevant to the particular context and particular power and influencing relationships within that context. It is also proposed that the strategies will improve over time utilising more sophisticated analysis and becoming increasingly 'joined-up' from micro through to macro level interventions. Therefore, M&E information needs to provide good quality information not only about outcomes, but also about the relationship between strategies and their effectiveness to enable program implementers to make changes and to work to improve program strategies.

#### **Evaluation of key assumptions**

As part of this contribution to improvement and understanding processes of change, it will be important for the M&E to test key assumptions and learn over time. It is clear from research and discussions to date that achieving women's equality in the Pacific is a complex challenge. Progress will happen through Pacific women and men working together, supported by donors such as GoA, to share learning, to experiment and cooperate. A key assumption is that alliances of Pacific women and men will need to act politically, using feasible technical strategies, to bring about equality and

empowerment for women. A very important purpose for M&E is to test such assumptions and provide a basis for the program to assess and adjust its key strategies.

### **Driving change in DFAT and other stakeholders**

Closely related to information for program improvement and testing of key assumptions is the use of M&E information to broaden the approaches to change and the scope of the work being undertaken. It is assumed that comprehensive and sustained change will require multiple strategies working from micro to macro level across several areas in each country by the end of the 10 year period. These substantial changes will not be achieved by the program alone. M&E information alongside dedicated research will be required to identify gaps in services and in responses and to drive the analysis and evidence base for more substantive change. This goes beyond improvement of existing programs to the provision of evidence for expansion of programs and creation of new ways of working. This assessment process will need to be timely, of high quality and very well communicated.

### **Communication**

In order to support the various purposes outlined above, it will be important that there is good communication systems across the whole program. An important strength of the program is the breadth of stakeholders and interest. At the same time this presents some challenges in communicating information. Information, that may be quite complex, needs to be communicated in ways which are accessible and of relevance to different stakeholder groups including material published in local languages and shared through multi media. The M&E will therefore need to be supported by a high quality communication strategy that utilises different aspects of the information and evidence generated through the assessment systems to meet the information needs of different stakeholders.

In addition, as identified above, there needs to be commitment to high quality evidence which can be clearly linked/attributed to program actions and strategies in order to influence program growth. This needs to be communicated in ways that are accessible to decision-makers.

## **9.2 Monitoring and evaluation approach**

There are several ideas in the *Pacific Women* design which influence the way M&E should be structured.

- *The non-linearity and interconnectedness of change*

While positive changes might occur in several ways for women through *Pacific Women*, it is proposed that empowerment results when those changes intersect. Interventions to achieve change for women in the Pacific will not be successful without substantial change in several areas, and the interaction between these is as important as the focus on the areas themselves. In addition, change is expected to be non-linear. Some outcomes will be observed quickly in some areas, in others outcomes will take much longer. For example some practical changes may precede attitudinal change. However this will vary across contexts.

Utilising this approach to understanding changes has several implications for the M&E approach. The most obvious implication is that it is not useful to measure or assess any single change in isolation from other factors which could sustain or undermine that change—a holistic approach to assessment is required. Further, that while the program may nominate indicators or signs of change that can expect over time, it also needs to monitor for actual change and unexpected change.

- *Context matters.*

The analysis underpinning country plans has shown that each country varies in context and there will be different starting points and areas for focus. A further implication for the M&E therefore is that it is

not possible to simply add up changes in different areas and assume that they will lead to overall change in gender equality in the same way in every context. The interaction and influence of different factors in a context mean that the way change happens in one country will be different to another.

Country plan M&E needs to be able to identify the starting points for a program (to establish a baseline) and also provide information about the wider context, so program outcomes can be understood as part of a wider context. This is important to ensure the country programs remain relevant to the context over time. It is also important so that external audiences understand the value of those outcomes in that context.

- *Pacific women and men will find solutions themselves to the challenge of gender inequality.*

It is a key assumption of the *Pacific Women* program that the solutions for gender empowerment will be developed by Pacific people themselves. It is important therefore that the views and assessments of Pacific people, in particular women, are utilised as part of the judgement about program progress. The implications for M&E are that country programs and regional activities will need to be supported to develop M&E systems that will enable them to hear from women regularly and directly about their experience. Further, that Pacific people will need to participate in the analysis of progress and the judgement about the quality of the progress.

- *Analysis is critical.*

The process of developing plans for each country plan has shown that high quality gender work requires not only hearing the voices of women but also undertaking a strong political economy analysis relevant to the context to understand how things change, who are major stakeholders and people who have influence, and where the program ought to focus. Over time, the M&E should therefore identify changes in power relations (visible and people power), understanding how this influences the program.

Each context will be different, and it is also clear that for the country plans the starting points are 'incomplete'. That is, it is not possible from a very quick initial analysis, to be able to identify all the areas of change and all of the influential people who will need to be targeted in order to bring about sustained change in gender equality in that context. Therefore the M&E needs to assist the program to better understand how change happens over time in each location, who to work with to bring about that change, and what new activities or program implementation ought to be utilised. Understanding the context and the particular country experience also enables better explanation and understanding of progress within the particular context. It is not enough to identify change. The M&E must also explain why change has happened, identify *Pacific Women's* contribution to that change and identify what more needs to be done.

### 9.3 Monitoring and evaluation systems

In order to meet the challenges and various purposes for M&E as outlined, it is proposed that different although overlapping M&E systems are established across different areas of the program.

#### Activity level monitoring and evaluation

##### *Country Project monitoring and evaluation*

Each project funded under the country plans will have a monitoring plan which reliably and regularly reports on activities and outputs and progress towards intended outcomes. Those outcomes can be expected to be directly relevant to the project. They will be in line with the country plan analysis but should be outcomes which are specific and consistent with the project itself and able to be achieved through that project.

This monitoring plan will be developed as part of the project proposal and will either be the responsibility of the project implementers. Where necessary, the Support Unit could provide technical support to develop the monitoring plan and/or undertake this monitoring.

For larger projects, in particular those where there is potential for considerable learning and innovation, focused evaluation should also be undertaken to identify learning and test key assumptions that are being addressed through those programs. Again this may be the responsibility either of the project implementers and required under their agreed project contract, or this may be undertaken by the Support Unit.

Project level M&E has essential standards. The first is that the M&E is evidence-informed and goes beyond the opinions and views of the implementing agency to include some additional good quality information and assessment from other sources. The second standard is that the views and experiences of women will need to be utilised as part of the assessment systems. The third is that any data gathered must be disaggregated; for example by sex, income level, ethnic groups (where relevant) and other variables such as disability.

Project level reporting will generally be required every six months. Some activities may require more or less frequent reporting and this will be agreed on an individual basis. Where the management body already has a six monthly reporting format this can be used, alternatively, the proposed format is provided at Annex Eight.

#### *Regional project M&E*

Similar to the country level projects discussed above, regional projects/programs funded through *Pacific Women* will be required to have M&E systems to provide appropriate reporting on progress peculiar to that project/program.

The implementing organisations will be responsible for the management and reporting from these systems. The contracts/ partnership agreements with the organisations will specify the need for adherence to DFAT quality standards of M&E as well as the requirement that reports are evidence-based and that data collection includes attention to the views and experiences of women. Where there are existing agreements around reporting formats these will be used. Where there is no reporting format specified, the questions identified in Annex Eight will be used.

In addition, for the regional projects/programs it will be important that there is an analysis of the perceived benefits in different locations, the interaction between context and local change processes and the way the regional program operates in that location. For this reason it will be important to give careful attention to initial theories of change or program strategies to ensure that they have differentiated the locations and the strategy for each location.

Information from this reporting will be widely shared with other program stakeholders in countries and across the region.

### **Country level monitoring and evaluation**

#### *Reporting against objectives of Pacific Women country plans*

Each DFAT Pacific bilateral program has, or will, develop a country plan which provides the rationale and program logic for the various activities which are funded in the country through *Pacific Women*. As noted previously, these country plans use a political economy analysis to identify how change happens in that context, whom to work with, and in what way, in order to bring about sustained change for women.



It is important for there to be an M&E system for the country plan which contributes to improved understanding about how change happens and tests the initial assumptions that underlie the rationale for activities and approaches to change. This M&E approach will also be required to answer several generic questions which are designed to direct attention to improved analysis and understanding of change processes. These are included in the country plan reporting format (Annex Eight).

Country plan M&E will be the responsibility of the DFAT country programs, however the *Pacific Women* Support Unit will be able to work with the Post to develop an M&E approach, identify appropriate technical assistance and facilitate M&E approaches and reporting. Country plan reporting will be required every twelve months.

#### *DFAT reporting against gender outcomes in bilateral and regional program*

In addition to country plan M&E, each DFAT program is required to report its progress in gender outcomes through DFAT corporate annual quality reporting processes at individual investment and country levels: Quality at Implementation (QAIs) and Annual Program Performance Reports (APPRs). This includes disaggregated data for each sector area as well as progress against indicators in the Gender Equality Performance Assessment Framework. In addition, many country programs have other useful areas of learning and research through cooperation with other donors and stakeholders including national governments. This reporting is the responsibility of the DFAT bilateral and regional programs and is a requirement that sits outside the *Pacific Women* program.

However, this requirement provides an excellent opportunity to support DFAT bilateral and regional programs to consider gender equality across all sectoral areas and what this means as a whole for women's empowerment. Specialist expertise can be made available through the *Pacific Women* Support Unit if required. This will be an opportunity for *Pacific Women* to understand wider progress towards gender equality in the country and the way in which DFAT programs and the work of other development partners are contributing towards these changes.

#### **Program level monitoring and evaluation**

At the level of the *Pacific Women* program there will be three strategies that together will enable *Pacific Women* to communicate to its many stakeholders about progress towards short, medium and long-term objectives, as well as provide information about assumptions and learning and how the program can be improved.

#### *Country progress assessment*

Utilising information from the assessment and review that will be undertaken by Pacific regional organisations and national governments (including the reporting against the Pacific Leaders' Gender Equality Declaration), together with other available data *Pacific Women* will consider progress against key indicators of women's equality and empowerment for each country.<sup>95</sup> (see performance matrix in Annex Eight)

This information will be grouped according to the long-term outcomes sought by the program, using the same baseline indicators developed for the initial snapshot of the situation of women in the Pacific (see Annex Two for the baseline of each indicator). This will provide an overall picture of progress towards the changes being sought. This will be important information to focus both program implementers and other stakeholders on progress towards the long-term objectives throughout the life of *Pacific Women*.

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<sup>95</sup> Annex Eight presents key indicators for country level performance assessment. These indicators utilise those developed by the DFAT gender performance assessment framework as well as the SPC framework for stock take of gender programming in national governments, alongside the proposed indicators to assess progress against the Pacific Island Leaders Gender Declaration. This overlap with other indicators is deliberate designed to draw from existing sources of information as well as contribute to the information being sought by these other frameworks.

### *Assessment of the program contribution to progress*

Alongside collection of quantitative data to assess progress towards the long-term objectives, it is important that the program is clear about what contribution it is making towards that identified change. The first question is to assess what the program is doing. Towards this end, progress against the intermediate indicators of change, as well as overall progress to the long-term objectives will be considered on an annual basis. (see the performance matrix in Annex Eight)

In addition, attention will be given to more in-depth understanding of the processes and contributions and meaning of progress or not against intermediate indicators. This will help to understand the ways in which the program is contributing to the outcomes and also how those outcomes are contributing more generally to the goals and long-term objectives of *Pacific Women*. In order to understand the relationship between outcomes and program activities it will be necessary to utilise a range of qualitative methodologies focused around key evaluative questions.

These questions will be researched in-country, drawing from available evidence through additional data collection techniques. There will be a strong emphasis on understanding and including the perspectives of women, particularly poor women, women from rural areas and women living with disability.

The Support Unit will take responsibility for this work, drawing upon existing in country monitoring systems, emerging information from the research program and additional enquiry as required.

As outlined in Annex Eight, the questions will be directed at intermediate and long-term intentions of the program. They are designed to elicit a range of qualitative information and can be expected to be further developed and expanded as the program progresses and increases understanding about the interaction of strategies.

### *Analysis*

Drawing together the information at program in country level from the various M&E systems, the data will then be subject to analysis in order to provide the evidence and information to communicate the program story to stakeholders.

As part of the analysis the material needs to be collated and presented for discussion and review through the various accountability mechanisms identified above. These include the *Pacific Women* Advisory Board and the CROP Gender Working Group. Where possible, at country level discussion should include groups of informed stakeholders such as civil society partners, government representatives and other development partners.

Once the material has been through this initial analysis and reflection it will be the responsibility of the *Pacific Women* Support Unit to draw that material plus other information including research reports, into a series of reports for different audiences. These include internal DFAT reports and communication reports for external stakeholders.

The two major reports will be: (1) an internal Quality at Implementation (QAI) Report as part of corporate reporting requirements and (2) an annual public report on the progress and contribution of *Pacific Women* activities in achieving program objectives or key result areas.

### **DFAT performance assessment**

The approach to programming being undertaken through *Pacific Women* presents considerable challenges for DFAT systems, management and capabilities, as discussed. While support will be available to assist appropriate programming management approaches, internal commitment and management within DFAT at the level of the country programs will be important to achieving *Pacific Women* objectives, as will sufficient resources at the overall program level.

It is therefore proposed that as part of the QAI process each year, an assessment is conducted on DFAT's ability to support and deliver the *Pacific Women* program. This assessment will mainly be for DFAT senior management information in order that they can adjust and further develop the resourcing and implementation of the program.

This annual internal assessment will be complemented by an independent appraisal of DFAT performance as part of the independent program reviews to be conducted at the end of three years and at the end of six years (see section 9.6 Program Review).

### Service Provider Performance Assessment

The *Pacific Women* program will be supported through technical assistance provided by the Support Unit. In line with DFAT requirements there will be an annual assessment of the Support Unit and its service provider. *Pacific Women* will contribute to this assessment and establish key quality requirements that will form part of the assessment process.

### Program review

The *Pacific Women* design proposes considerable change across the 10 years with major achievements identified for years three and six of program implementation. While it is understood that this is an artificial construction of how the program might work in practice, it provides useful boundaries within which to propose intermediate objectives.

In order to contribute to the program improvement and assess progress against those intermediate objectives it is proposed that program review be undertaken at the end of three years and at the end of six years. The purpose of both reviews will be to:

- Independently assess progress towards the intermediate objectives;
- Identify areas for the program strategy improvement and further development;
- Provide learning and commentary upon the program theory of change;
- Assess likely progress towards the 10 year objectives.
- Assess DFAT performance in delivering the program.

## 9.4 Summary of reporting frequency and responsibilities

Output	Responsibility	Inputs From	Frequency
<b>Activity level M&amp;E</b>			
Country and regional activity progress reports	Implementing organisations	<i>Pacific Women</i> Support Unit	6 monthly reporting, unless agreed otherwise
<b>Country Plan M&amp;E</b>			
Reporting against objectives of <i>Pacific Women</i> country plans	<i>Pacific Women</i> Support Unit with DFAT bilateral program staff		Annual
<b>Program level M&amp;E</b>			
<i>Pacific Women</i> Quality at Implementation Report	<i>Pacific Women Task Force</i>	<i>Pacific Women</i> Support Unit and DFAT bilateral program staff	Annual

<p>Annual public report which will include:</p> <ul style="list-style-type: none"> <li>• Assessment and analysis of progress against key result areas at country plan and regional levels.</li> <li>• Analysis of the <i>Pacific Women</i> contribution to changes in the Pacific as reflected in the program objectives</li> </ul>	<p><i>Pacific Women</i> Support Unit</p>	<p><i>Pacific Women Task Force</i></p> <p>Leaders' Gender Equality Declaration and MDG reporting</p> <p>DFAT country programs, including gender focal points and drawing on corporate quality reporting processes eg QAI and APPRs.</p> <p>Country stakeholder reflection workshops</p> <p><i>Pacific Women</i> advisory board</p> <p>CROP Gender Working Group</p> <p>Development Leadership Program (DLP) research/analysis on the impact of specific strategies on influencing change in gender inequalities, e.g. working politically and with coalitions</p> <p>Other research and other relevant documents.</p>	<p>Annual</p>
<p><b>DFAT performance assessment</b></p>	<p><i>Pacific Women</i> Support Unit</p>	<p>DFAT staff</p>	<p>Internal assessment – annually</p> <p>External assessment – at the end of three and six years as part of independent program reviews.</p>
<p><b>Support Unit/Service provider Performance Assessment</b></p>	<p><i>Pacific Women Task Force</i></p>	<p><i>Pacific Women</i> Support Unit</p>	<p>Annual</p>
<p><b>Program reviews</b></p>	<p><i>Pacific Women</i></p>	<p><i>Pacific Women</i> advisory</p>	<p>At 3 years and 6 years program</p>

	Support Unit	board CROP Gender Working Group DFAT country programs Independent assessment	implementation
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## 10. Management of risk

*Pacific Women* is a high risk program. There are considerable risks for DFAT as the program donor. There are risks for the organisations, coalitions and individuals who choose to work with the program. Most importantly, there are significant risks for the women, particularly poor and vulnerable women, who will be influenced and impacted by the program.

A full risk matrix is attached at Annex Nine. The following discussion outlines the major risk areas and discusses how these should be approached through program management.

### Major contextual risks

*Pacific Women* is seeking to take advantage of current support and focus upon the need for women's equality and empowerment in the Pacific, in particular, the support and commitment espoused by Pacific leaders. It is also in line with current Australia government policy and reflects a growing interest by Australia and other donors and organisations operating in the Pacific to seriously and comprehensively address the disadvantage currently faced by many Pacific women.

While there are many assumptions contained within this assessment of the current context, the biggest risk is that despite the words and statements, including those made in regional and international treaty commitments there will be a lack of political will and/or resources in the Pacific and/or donors and other organisations to implement the significant changes required to support sustained change for women.

The Pacific region currently faces many challenges and there are many calls for action on large issues such as climate change, economic development and other areas. It will be easy for political and international attention to shift from gender equality or to compromise on gender outcomes in the face of these many other important development challenges (This is despite the evidence presented earlier that increased gender equality would better position and equip Pacific countries to deal with these development challenges.) In addition, changing structures and systems to benefit women will require that resources will need to be removed from other areas. It will require strong political will and motivation to make these changes in the face of opposition from those who will lose resources. There is a serious risk that these and other factors will undermine the commitment of leaders, donors and organisations to women's empowerment.

*Pacific Women* does not have control over this wider context. It can seek to maintain and build political commitment through continued public focus and attention to the high costs of continued women's inequality and disempowerment.<sup>96</sup> It can build and support alliances of women and men who themselves can hold their national governments to account. It can cast light on good quality action for change and on action which undermines progress towards equality and empowerment. It

<sup>96</sup> See for example the research undertaken by Prasad, 2011 which shows that domestic violence alone costs the Fijian economy 6.6% of GDP on an annual basis.

can work with influential people and alliances committed to social development and support ongoing analysis to identify such groups and the best way for them to operate for positive change.

However, this risk of failure of political will remains a major risk area for *Pacific Women* which needs regular attention and assessment throughout the program life.

### **Risks from the program approach**

*Pacific Women* seeks to be a program that facilitates change by working through others. It acknowledges that donors such as Australia can only play a very limited role and must avoid the temptation to look for simple and short-term technical fixes to what is in fact complex, long-term change areas.

There is a risk that DFAT will struggle to implement such an approach; failing to allocate sufficient resources, expertise and commitment to enable the program to grow in scope and seize opportunities as required.

It will be very important for the program to regularly assess DFAT's capacity and commitment to program implementation and management. It will also be important to maintain strong public interaction and information flow, so that others in the Pacific and in Australia can continue to hold DFAT to account for program outcomes. However, this risk remains real and needs to be monitored throughout the life of the program.

There is also a risk that the coalitions which are at the heart of the change strategy for this program will not exist or not be able to be developed. Current social norms, conditions and opportunities may so limit people that there is not a sufficient range of coalitions to work for the substantial change that is required. This risk is further compounded by the fractured nature of the women's movement more generally in Pacific countries. As noted earlier, geography and competition for funds together with differences in culture and ethnicity come together to create barriers between groups in the Pacific and the few effective national and regional alliances for change. There is risk that despite program attention to this area these barriers will limit the growth of coalitions and alliances upon which the program has based a major aspect of a strategy.

Alternatively, while those coalitions may be available and intending to work towards substantial change for women, they may lack the power to motivate and influence the political will require for change at local, subnational and national levels.

This risk needs to be addressed and managed. There are considerable coalitions, groups and organisations keen to work for change for women's equality in the Pacific. There is, as noted, considerable existing experience and commitment. *Pacific Women* needs to focus considerable work on this area changed to mobilise these existing resources and build the capacity of these and facilitate the development of new coalitions as they arise.

### **Program implementation risks**

There are a considerable range of program implementation risks. The most significant includes the interaction between women's agency and the enabling environment for them to exercise that agency. There is a risk that a lack of women's agency will stop women from taking up opportunities for change that might be offered through structural reform. There is also a risk that lack of such reform will endanger women who decide to exercise their agency and seek change.

The program focuses attention to being inclusive of women who are poor, living in rural areas and women with disability. The difficulties of effective strategies to include poor and vulnerable women should not be underestimated. There is a risk the program will fail to develop relationships and program management approaches to ensure this inclusion.

A major risk in program implementation is that the voice of women, particularly women who are harder to reach such as poor women, women in rural areas and women with disability, does not inform ongoing program implementation. In this case the program is likely to fail to meet the needs of those women and likely to perpetuate their inequality and disadvantage. The program will emphasise the need for women's voice in strategy planning and implementation and M&E. Program analysis and assessment of progress through reflection processes, the advisory board and other forums will be required to include women in particular women from rural areas, poor women and women with disability.

A further area of risk is the possibility of failure to create links with and between micro and macro change interventions, leading to strategies for action that are incomplete and insufficient to transform sectors. This is likely to lead to multiple interventions which do not add up to any sustained and long-term change. The story will be partial, and the outcomes are inadequate. The program will work with stakeholders and networks to ensure that strategies for change are developed from a more comprehensive approach that includes attention to community regional and national level change.

### **The risk of not acting**

Put against these considerable range of risks and others as outlined in the Annex, is the risk of not acting for change. As noted in the earlier parts of this design document DFAT research and consultation with women and organisations across the Pacific identify very clearly that development opportunities for women in the Pacific are currently severely limited by a range of oppressive factors. In particular the rates of violence against women in the Pacific and severity of that violence appears to be increasing.

National governments and countries are failing to utilise the skills and talents of all citizens for national development. Large groups in national Pacific populations remain vulnerable and struggle to support themselves and their families. Women are suffering on several levels (e.g. within family and community and within work situations) and being denied their rights as people.

There has been considerable and wide-ranging research about the problems and causes of those problems for women in the Pacific. Much is known about what is needed to be done. While implementation of these actions brings risks, failure to implement them brings almost certain further suffering and waste of development potential for the whole Pacific region.

## **11. Sustainability**

The *Pacific Women* approach to sustainability recognises that working for women's equality and empowerment in the dynamic context of the Pacific region is a highly complex, long-term and challenging process. As noted earlier in this document, the change required is interconnected, nonlinear and can be expected to take considerably longer than the 10 years allocated for this program.

Also as noted, while *Pacific Women* has been initiated and funded by the Australian government, its long-term outcomes are dependent upon the actions, capacities and motivations of partner governments other development partners throughout the Pacific. Some of these development partners are well motivated and already working to such change. Many others will need to be further influenced and motivated.

Therefore, the program approach to sustained change will be to maintain a focus on understanding the whole picture within each country of the barriers and challenges for women's equality and empowerment, while choosing to work with coalitions and significant development partners at strategic points within that whole. *Pacific Women* will work for immediate and tangible change through interventions which provide quality services and outcomes for women in each country. These

interventions will reflect what women consider is important for change. The interventions will be practical and visible improvements in the lives of poor and vulnerable women which will contribute to their ability to participate in and control their own development. The interventions will serve to demonstrate what is possible and what is necessary. Over time, it is expected that these interventions will demonstrate how to achieve the long-term objectives of *Pacific Women*, while constantly highlighting the gaps and areas for further attention. However, these interventions by themselves will not lead to sustained change. As outlined in the program theory of change, these interventions are opportunities to mobilise wider movement towards change.

The program will commence and maintain a strong focus upon building capacities, resources and coalitions for change. Increasingly country programs will seek to utilise the whole of the DFAT program to ensure attention to poor and vulnerable women. Country programs will also seek to influence the work of other donors and organisations in country to achieve long-term program intentions. Alongside this work through practical interventions, policy dialogue and influence, *Pacific Women* will focus on building the political and social attention to and demand for women's increasing engagement in the development future of the country. Through partnerships and strategic alliances it will support the influencing for change and increased demand for that change. Through research analysis and high-quality information exchange it will support national and regional accountability for outcomes.

The aim will be to build long-term capacities, strategies and commitment within each country to continue to work for women's equality and empowerment during and beyond the 10 year life of *Pacific Women*. Rather than build through a linear process of incremental change, the *Pacific Women* strategy will be to build for sustained commitment and focus on women's equality through multiple interventions which reinforce women's rights and opportunities, while also challenging and influencing structures institutions and systems.

## 12. Safeguards

### 12.1 Disability

*Pacific Women* has a focus on women who are marginalised. This includes women with a disability. Consultation was undertaken with Disabled People's Organisations (DPO) as part of the program design process and the information and research available from DFAT work in this area included in the design report.

The program will actively work to include women with a disability in program activities and implementation. This begins with the country plans. Country plan design guidance requires analysis of the various barriers to women's empowerment, and specifically highlights disability. It also requires reporting on outputs and outcomes that is disaggregated to identify the changes for women with a disability.

Support for coalitions and networks, a major strategy of *Pacific Women*, specifically includes attention to inclusion of women with disability. The selection criteria for support to coalitions directs attention to marginalised women, in particular those with disability. It is expected that their inclusion will add extra insights and understanding of how power is limited for women and what barriers are created for them, strengthening the strategic approach of coalitions.

The M&E systems of the program include disaggregation of data in various ways including identification of the impacts upon women with a disability.

### 12.2 Child Protection

*Pacific Women* will bring DFAT staff, partners and contractors into contact with children. Often these children will be victims, either of direct violence or will have witnessed violence directed against their



mothers. Even in those activities focused on leadership and economic activity it is highly likely that children will also be involved, accompanying their mothers in those activities. Finally, some strategies developed under *Pacific Women*, particularly those directed at education and health will directly impact children.

All programs and activities funded under *Pacific Women* will be subject to the DFAT child protection policy<sup>97</sup>. Country plan design directs specific attention to consideration of children's needs and safeguarding or their rights as part of the design guidance. The SP will be expected to maintain attention to child protection in their management of small activities. Other DFAT partners are already subject to child protection assessment as part of the DFAT due diligence assessment (undertaken for all partnership and agreements entered into by the Australian Government).

The area of support for coalitions and networks creates some challenges around this safeguard. In response the criteria for support to coalitions includes attention to the possible impacts of the work on children and the systems in place for child protection.

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<sup>97</sup> AusAID 2013.

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## 13. Annexes

### Annex One: People consulted for Pacific Women program design process

Name	Organisation
<b>PNG Workshop Consultations</b>	
Alethia Jimenez	UN Women
Alison Dawana	Nationwide Microbank Limited
Alois Gaglu	CIMC
Anna Padarath	Care International in PNG
Aprito Onopiso	YWCA Goroka
Augustiner Gari	Bridge
Barbara Pagasa	Churches Partnership Program (Baptist Union of PNG)
Betty Lovai	UPNG
Bianca Tolboom	Medecins sans Frontieres
Bishop Anton Bal	Catholic Bishop of Simbu (Kundiawa diocese)
Brian Nakrakundi	European Union
Carol Flore	UNDP
Catherine Natera	Oxfam International PNG
Chief Inspector David Kila	RPNGC
Christine Masey	Dept Community Development
Claudia Aguiar	Medecins sans Frontieres PNG
Constable Louise Turi	RPNGC
Daisy Rowara	DFAT (formerly AusAID) - PNG
Danielle Winfrey	UN Women
Debbie Elau	Eastern Highlands Family Voice
Didi Nipuega	Kedu Safe Haus
Dorothy Gumau	Mother & Child Support
Edith Namba	FSC -Mt Hagen Hospital
Edward Philip	Milne Bay Counselling Service Association
Edwina Kotoisuva	Law and Justice Adviser on FSV, PALJP
Enid Barlong	Haus Ruth
Erica Kukari	SPSN
Eriko Fufurefa	Kafe Womens Association, Goroka
Esmie Sanapa	Red Cross
Esther Gaegaming	TSSP Program
Felicity Errington	DFAT (formerly AusAID)- Canberra
Fidelis Golu	DFAT (formerly AusAID)- PNG
First Constable Mary Thomas	RPNGC
Fiu Williame - Igara	Coalition for Change
Francis Semoso	Nazareth Rehabilitation Centre
Gima Kepi	Nationwide Microbank Limited
Gloria Make	United Church in PNG
Grace Burua	ENBPA
Grace Korua	Asian Development Bank

Grace Nari	National Council of Women (Enga)
Guim Kagl	PNG Micro Finance Expansion Project
Hapea Auma	Mother & Child Support
Helen McDermott	DFAT (formerly AusAID)- Canberra
Hennie Kama	UNICEF
Hona Holan	President-Bougainville Women's Federation
Inid Balong	Haus Ruth
Isabel Popal	ABC ID PNG
Isi Oru	Family and Sexual Violence Action Committee
Jacklyn Boga	PNG Assembly of Disabled Persons
Jane Kesno	EPSP GESI Specialist
Janet Kaule	National Development Bank
Janet Koriama	Hela Provincial Council of Women
Janet Sape	PNG Women in Business
Jean Kekedo	IFC
Jeanne Sliwiak	Consultant
Jeffrey Buchanan	UN Women - PNG
Jennell Polgeno	Mother & Child Support
Jeremy Syme	SPSN
Jessica Keina	DNPM
Jessica Maola	Ginigoada Foundation
Jillian Battersby	British High Commission, PNG
Joanne Roberts	PALJP
John Ericho	Eastern Highlands Family Voice
Joseph Pasen	ChildFund PNG
Josephine Gena	Incentive Fund
Judith Worei	Mother & Child Support
Kalista Alisa	Nationwide Microbank Limited
Kate Saxton	PALJP -Bougainville
Kerren Vali	United Church in Papua New Guinea
Kerry Zubrinich	SSGM-ANU
Kori Maraga	Tanorama
Laura Bailey	World Bank
Lavinia Magiar	CARE International in PNG
Lieut Flora Pala	Salvation Army
Lina Luingi	DNPM
Linda Peterson	Human Development Programme, SPC
Loi Vela	Papua Hahine
Manish Joshi	ChildFund PNG
Margaret Sete	Church Partnership Secretariat
Maria Kalap	Gender Desk, Small Business Corporation
Marie Mondu	Caritas Australia - PNG
Mary Kini	Kup Women for Peace
Maryanne Kolkia, Sr.	Mercy Works, Goroka
Mercinta-Elaine Maras	Churches Partnership Program (Anglican Church)
Michelle Kopi	SPSN - PNG

Miriam Dogimab	FHI 360 Programme
Mitchel Tony	FSV Unit East New Britain
Monica Jeddah Otto	Foundation for Women in Agriculture Development (East Sepik)
Monica Paulus	Kup Women for Peace
Monica Richards	Haus Ruth
Orovu Sepoe	Centre for Democratic Institutions
Paul Brockman,	Medecins sans Frontieres PNG
Pauline Raio	Ginigoada Foundation
Peter Kafaba	MARSH
Peterson Magoola	UNDP
Phillippe Allen	Oxfam
Regina Wamp SND, Sr.	Community Conversations
Richard Eves	SSGM
Rose Peter	PNG Assembly of Disabled Persons
Roselyn Kenneth	DFAT (formerly AusAID)- PNG
Ruby Matane	FSV Unit East New Britain
Schola Kakas	National Council of Women
Senior Sergeant Pakipon Tinol	Sexual Offences Squad/FSVU Boroko, RPNGC
Serena Sasingian	The Voice
Seta Menu	Melanesian Institute
Shiv Nair	FHI 360 Programme
Sister Lorraine Garasu	Nazareth Rehabilitation Centre
Sophie Collette	European Union
Sr Regina Wamp	Shalom Care Center - PNG
Stephen Gari	
Susan Ferguson	DFAT (formerly AusAID)- Canberra
Susan Setae	FSVAC
Tamzin Wardley	PNGSDP
Tau Geno-Hoire	DPLGA
Teresa Reu	Marie Stopes - PNG
Tessa Walsh	International Women's Development Agency
Thomas Kawage	Burnet Institute
Thushari Hewapathirana	PNG Women in Business
Valesi Avosa	Mother & Child Support
Vatainu Fifjafuvunt	UNICEF
Veronica Magar	Porosapot
Veronica Ericho	Save the Children-PNG
Virginia Molok	Papua Hahine
Wala Takura	Mother & Child Support
Wallis Yakam	CIMC
Winifred Kamit	Coalition for Change

## Suva Regional Workshop Consultations

Abiteka Buraua	Kiribati Early Childhood Education Association (KECEA)
Adrian Hughes	Westpac Pacific
Ahmed Moustaga	UNDP PC
Aleta Moriarty	World Bank
Alice Pollard	West AreAreRokotanikeneni Association
Andrew Catford	World Vision Solomon Islands
Angela Thomas	Human Security Research Officer
Anna Padarath	CARE
Annemarie Reerink	DFAT (formerly AusAID)- Canberra
Asif Chida	United Nations Development Program- Pacific Centre
Brenda Waleka	DFAT Aid Program - Solomon Islands
Brigitte Leduc	Secretariat of the Pacific Community
Brother Hendy Diotec	Anglican Church of Melanesia (ACOM)
Brownyn Fraser	Uniting World Australia
Eileen Darby	World Vision Australia
Elizabeth Reid	State, Society and Governance in Melanesia, ANU
Elzira Sagynbaeva	UN Women
Erimeta Barako	DFAT (formerly AusAID)-Kiribati
Eseta Nadakiutavuki	Westpac Bank Fiji
Filipo Masaurua	Human Rights Advisor Political Governance and Security
Garry Wiseman	UNDP Pacific Centre
Georgina Cope	PLP, Suva
Gina Houng Lee	RRRT, SPC
Glynis Miller	Economic Governance and Trade, PIFS
Greta Harris	DFAT (formerly AusAID)- Nauru
Heather Brown	IWDA
Helen Tavola	UNESCAP
Inga Mephram	Oxfam Australia
Janet Murdock	UNDP PC
Joanne Lee Kunatuba	Human Development Programme, SPC
Julie-Ann Sumbetovi-Sala	Vanwods
Kakiateiti Erikate	DFAT (formerly AusAID)- Kiribati
Kamane Wauga	Oxfam PNG
Karen Mapusua	POETCom
Kate Higgins	Anglican Overseas Aid
Khaleda Khanom	BRAC
Leaine Robinson	DFAT (formerly AusAID)- Fiji
Lily Anne Homasi	DFAT (formerly AusAID)-Tuvalu
Linda Petersen	Human Development Programme, SPC
Losana Korovulavula	UNAIDS Pacific Office
Louisa Gibbs	DFAT (formerly AusAID) - Solomon Islands
Maha Muna	Gender Adviser, UNFPA, Fiji
Mahezabeen Khan	UNDP PC
Megan Praeger	Commonwealth Local Government Forum (CLGF), Fiji
Melissa Alvarado	UN Women Pacific MCO

Mike Sansom	New Zealand Aid Programme, Ministry of Foreign Affairs and Trade Anglican Church of Melanesia/Christian Care Centre, Solomon Islands
Moffat Selo	
Naeemah Khan	PLP, Suva
Nai Colanasiga	FRIEND, Fiji
Nanise Taufa	Program Assistant Social Policy
Nicole Forrester	Program Officer
Nilesh Goundar	DFAT (formerly AusAID)- Pacific Regional
Nilesh Shekar	Empower, Fiji
Patricia Fred	DFAT (formerly AusAID)- Vanuatu
Patrick Tuimalealiifano	UNDP PC
Ramanathan Subramanian	UNDCF
Reuben Summerlin	UNDCF
Rosalba Tuseo	Attaché, Economics and Social Sectors
Ryan Newton	Women's World Banking: Youth Savings Programs
Samantha-Jane Odbert	Asian Development Bank
Sandhya Narayan	FRIEND, Fiji
Sandra Bernklau	RRRT, SPC
Sandra Kraushaar	DFAT (formerly AusAID)- PLP, Suva
Seema Naidu	Pacific Islands Forum Secretariat
Seman Saraken (Dalesa)	Department of Women Affairs, Vanuatu Anglican Diocese of Polynesia (Fiji) and Advisory Board Member, <i>Pacific Women</i>
Reverend Sereima Lomaloma	
Shamima Ali	Fiji Women's Crisis Centre
Sharon Bhagwan Rolls	FEMLINK Pacific
Sharon Mclvor	DFAT (formerly AusAID)Canberra
Sheila Town	FCDP
Sikeli Valemei	UNDP PC
Sister Doreen Awaiasi	Christian Care Centre/ Anglican Church of Melanesia (ACOM)
Sonali Heddith	IFC
Stephanie Lalor	Caritas Australia SPC (presenting on behalf of Samoa Women in Business Development Inc)
Stephen Hazelman	
Steven Francis	Law Enforcement Officer Human Security
Steven Vete	Individual Capacity
Suman Chandra	IPPF Fiji
Susan Ferguson	DFAT (formerly AusAID)-Canberra
Tavui Anne Laumea	PPSEAWA
Telusa Fotu	DFAT (formerly AusAID)-Tonga
Tonni Brodber	UN Women MCO
Tracey Newbury	DFAT (formerly AusAID)- Canberra
Vanessa Heleta	Talitha Project, Tonga
Vipul Khosla	ABC International
Virisila Buadromo	Fiji Women's Rights Movement
Winifred Gauna	Pacific Islands Private Sector Organisation, Fiji
Winifred Oraka	DFAT (formerly AusAID)- PNG
Felecia Dobunaba	Consultant

### **Additional Regional Consultations**

Annette Sachs Robertson	UNFPA
Erica Lee	Pacific Islands Private Sector Organisation, Fiji
Murray Isimeli	Pacific Conference of Churches
Rev Winston Halapua	Anglican Church
Simone Troller	United Nations Development Programme - Pacific Program
Akiko Fujii	UNDP Fiji MCO
Taoaba Karibaiti	CLGF, Suva

### **NGO Consultation, Melbourne**

Isabel Calvert	World Vision Australia
Joanna Hayter	IWDA
Goopy Weaver	IWDA
Heather Brown	IWDA
Anna Bryan	CARE Australia
Jessica Lees	Save the Children Australia
Emily Cormack	Australian Volunteers International
Tony Mellen	Australian Volunteers International
Inga Mephram	Oxfam Australia
Jo Maher	Anglican Overseas Aid
Alex Matthieson	Oxfam Australia

### **NGO Consultation, Sydney**

Carol Angir	Action Aid
Casey McCowen	Action Aid
Hon Dr Meredith Burgmann	ACFID
Helen Smith	Family Planning NSW
Jodi McKay	Family Planning NSW
Terina Stibbard	ChildFund Australia
John Fenech	ChildFund Australia
Anna Lanham	Australian Doctors International
Bronwyn Fraser	UnitingWorld
Jane Kennedy	UnitingWorld
Meagan Morrison	ABM
Isabel Robinson	ABM
Suzy McIntyre	Caritas
Wilman Tung	Caritas
Michael Alexander	Caritas
Dawn Beeson	Salvation Army
Rose Houkeni	Caritas
Mary Malagela	Caritas

**Additional consultations****Australian**

Alvin Wong	Westpac
Greg Pawson	Westpac
Gary Collins	Westpac
Jonathan Kirkby	International Finance Corporation
Trecey Le	International Finance Corporation
Michael Alexander	Caritas Australia
Sabine Spohn	Asian Development Bank
Shireen Latif	Asian Development Bank
Michael Hutak	Asian Development Bank
Julie Oberin	Australian Women Against Violence Alliance
Trishima Mitra-Khan	Australian Women Against Violence Alliance

## Annex Two: Baseline data

### Quantitative baseline data for each Pacific Island country (2013)

		Cook Is	Fed States of Micronesia	Fiji	Kiribati	Marshall Is	Nauru	Niue	Palau	PNG	Samoa	Solomon Is	Tonga	Tuvalu	Vanuatu
	Data sources	SPC, NMDI MDG	NMDISPC & MDG	MDG NMDI	MDG NMDI	SPC&MDG NMDI	MDG NMDI	MDG NMDI	MDG NMDI	SPC ,MDG NMDI	MDG NMDI	SPC MDG*1 NMDI	SPC ,MDG NMDI	MDG NMDI	MDG NMDI
	<b>Poverty</b>														
1.	Basic needs poverty	28.4	31.4	35.2	21.8	52.7	25.1	13	24.9	28	26.9	22.7	22.5	26.3	13
2.	Poverty Gap ratio	8.5	9.3	9.9	7.2				6.6	9	8.2	7.5	7.7	6.2	5.6
3.	Poorest Quintile	9	8.5	5.4	7.8	3.3	6.4	6.6	10.2	4.5	9.3	6.7	10	8.1	7.4
	<b>Health</b>														
4.	Govt Expenditure on Health %	10.6	20.6	9.2	16.6	20.1	10.5	7.6	16.7	8.5	17.9	12.7	12.8	8.4	13.6
5.	Maternal Mortality per 100,000	0	162	22.6	215	105	84?	0	0	711	46	100	37.1	0	86
6.	Birth attendance skilled %	100	90	99.7	79.8	98.3	97.4	100	100	40	80.8	85.5	99	97.9	74



7.	Contraception %	48	40	31.8	22.3	16	35.6	22.6	22.3	32.4	28.7	34.6	27	22	38
8.	Adolescent Birth Rate per 1000	24	44	35.7	49	85	81	19.7	27	65	39	70	19.6	42	66
9.	Antenatal Care coverage %	100	34.7	95	88.4	92	94.6	100	90.3	62	92.7	79.8	97.7	97	98.1
10.	Unmet family planning		44	20	28	2.4	23.5			29.8	45.6	11.1		24.2	24
11.	Total fertility rate	2.5	3.5	2.6	3.9	3.4	4.3	2.6	1.7	4.4	4.7	4.6	3.8	3.2	4.4
	<b>Education</b>														
12.	Government expenditure on Education %	12.1	6.9	19.4	13.3	20	8.9	8.8	10.3	6.8	19.7	26	4.1	10.8	26
13.	Primary GPI (Gender Parity Index)	102	100	93.1	101	100	106	100	92	86	103	98	90	100	97
14.	Secondary GPI (Gender Parity Index)	116	109	108	118	113	110	86	106	71	113	93	89	152	110
15.	Literacy ratio 15-24 F to M	96	95.7	99.5	98.5	98	96.5	98	99.7	63	98	89.5	99.4	98.6	92.1
16.	Level of primary enrolment	98	85.3	96.8	82	91	95	100	90	74.9	97	87.1	98.7	98.1	87.9

	NER#														
17.	Level of primary enrolment GER	108	122	108.2	90	92	95	114	102	74.4	103	126	110	101	119
18.	Level of secondary enrolment GER	84	63	96	86	49	75	95	89	44.4	75	74	88	52	41
19.	Govt. tertiary scholarships gender ratio														
20	Tertiary enrolment gender ratio	100	107	120	100	103	250	517	204	55	156	30	99	172	85
21.	Tertiary completion	16			.06	2.3	3	3.3				11.7	2.1	7	3
	<b>Labour Force</b>														
22	Employment Ratio	62.9	49.5	50.3	43.6	39.9	46.7	67	65.7	76.3	44	68.6	55.5	33.5	66
23.	Female Labour force rate	64.2	50.3	27.6	52.3	35.4	49.3	30.5	59.7	12.2	11.3	22.6	49	47.9	61.4
24.	Female Male LP ratio	0.8	0.7	0.5	0.8	0.5	0.6	0.8	0.8	0.6	0.4	0.5	0.8	0.7	0.8
25.	Unemployment Rate	8.9	16.2	11.8	30.6	30.9	22.9	2.7	4.2	4	5.7	11.1	1.1	6.5	4.6
26.	Own Account Family Workers		7.8	27.7	15.7	26.7	5.9	14			8.3		4.2	19.2	15

27.	Women in Non agriculture Sector	55	14.4	29.6	47.4	35.9	37.6	46	39.6	32.1	40%	30.8	39.2	36	38.9
	<b>Decision-making</b>														
28.	No Seats in Parliament held by women	1 of 24 4.2%	0 of 14	No	4 of 46	1 of 33 3%	0 of 18	3 of 20 15%	2 of 29 6.9%	3 of 109 2.7	2 of 49 4%	1 of 50 2%	1 of 33 3.1%	0 of 15	0 of 52
29.	Seats in prov/local government		5	No	9.1%					?		5 prov parl			
30.	Women in Public sector senior management														
	<b>Domestic Violence</b>														
31.	Experienced Domestic V	22	No data	No data	68	36	No Data	No Data	No Data	65	65	64	65	45	60
32.	Exp Physical violence	No data	No data	No data	60	Study being done	No Data	No Data	No Data	66 1994	38	46	No Data	No data	51
33.	Exp Sexual violence	No data	No data	No data	46	Study being done	No Data	No Data	No Data	50 1994	20	55	No Data	No data	44
34.	Attitudes to Violence against women	No data	No data	No data	76	55.9	No data	No data	No data		61	73		70	60

35.	Legislation Criminalisation of DV	No	No/yes? 2009	Yes	No	Yes	No	No	No	Yes		No	No		Yes
36.	National policy on VAW											Yes			
37.	DV Services	No data	No data	Yes	No	No	No data	No data	Unknown	10 FSC & Safe spaces	Yes counselling	1 refuge 1counselling	Yes	No data	Yes
	<b>Nat Women's Machinery</b>														
38.	CEDAW signatory and reports	Initial report 2006	No report	Initial 2002	No Report	No Report	Initial 2011	?	Not Signatory	Initial 1995	2nd ,3rd reports 2005	Initial 2002	Not Signatory	Yes	2nd ,3rd reports 2007
39.	Gender Mainstreamed	No	No	No	No	No		No	No	No	No	Yes	No	No	No
40.	Nat Gender Policy	No	No	No	No	No	No			Yes	Yes	Yes	Yes, not actioned	No	No
41.	Sex Disaggregated Data	No	4 depts	Yes	No	some	No			No	??	No	No		
42.	Govt Expenditure on Gender % Total		0				0.1	0.1			2		1		
43.	SPC Govt Gender Stocktakes	Yes	Yes	No	No	No	No	No	No	Yes	No	Yes	Yes	No	No

44.	Economic Strategies for Women														
45.	Support of women's coalitions and networks														

**Baseline Indicators: questions, source and linkage to GPAF and PIFs**

- The indicators chosen are nearly all easily accessible through the NDMI data base. They are regularly updating the data so DFAT will have the data available in ten years' time (assuming the data base continues to get funded).
- Many of the indicators are directly linked to MDG's
- A number of others are included because looking at the MDG's alone does not explain what is happening. For example: in education the MDG required Primary Education Gender Parity index shows the balance between boys and girls but does not tell you how many of them are attending school. The ratio by itself is insufficient to show change.
- Some indicators would be better aggregated by sex (e.g. 1, 15, and 19) but currently are not being collected in that form. DFAT might wish to negotiate with NDMI for disaggregation of further key areas.
- The VAW figures will need longitudinal studies to assess change. The WHO formats are very large studies that are expensive to replicate so strategies to provide ongoing smaller data collection will be needed.
- The reliability of the indicators will always be a problem especially for small countries where there is no statistics office. A clear example of this is in literacy data that may be over estimating the level of literacy skill across the population. Until the level of reliability improves across data gathering in all countries there may be no easy solution to this. It is another reason to use NDMI statistics as there is at is assumed that they use a common approach to dealing with these discrepancies.
- Some data comes from the UN CEDAW site. It is assumed that this is easy to access but can be double checked by going into other national sites.
- Qualitative data is more difficult to standardize. SPC sites are especially important in identifying trends in these issues but other sites may need to be used at the time, for example the nature of DV services.

## Qualitative baseline data for each Pacific Island country<sup>98</sup>

<b>Cook Islands<sup>99</sup></b>	<p>Capital: Rarotonga  Land: 240 sq km  EEZ: 1.8 million sq km  Population: 19,569 (2006)  Language: Cook Islands Maori, English  Currency: New Zealand Dollar, Cook Islands coins  Economy: Agriculture, black pearls, offshore banking and tourism</p>
<b>Health</b>	<p>The overall health indicators have improved considerably in the last decades. Health care services are more accessible and the quality of care is better. The country has made great strides in reducing the maternal mortality ratio and infant mortality rate, and the reproductive health standards are good. The prevalence of contraceptive use is approximately 46 per cent. However, the adolescent fertility rate is high among women aged between 15 to 19 years (ADB 2008:9). In addition, the consistent prevalence of sexually transmitted infections (STIs) among younger men and women, which reaches up to 46 per cent according to a recent study conducted by the Ministry of Health (MOH), is a matter of concern.</p>
<b>Education</b>	<p>Enrolments in primary and secondary education reveal that there is low gender disparity in the schools. In relation to Post-school qualifications, the 2006 Census revealed that while a higher proportion of males had trade and business certificate qualifications, 10.9% and 3.8% respectively, there were a higher proportion of females (16%) than males with (12.6%) with a tertiary qualification. However, it must be noted that at the time of the census people that were currently pursuing tertiary education overseas.</p>
<b>Employment</b>	<p>The growing number of women employed in the non-agriculture sector has increased and is expected to do so consistently. Since the initial MDG report (2005), the percentage change has improved from 38% in 1991 to 55% in 2006. This is a 44.7 percentage change over the last 16 years, or an average annual improvement rate of 2.8%. Data from the 2006 Census shows that women dominated the professional employment category.</p> <p>The 2001 Census showed that a significant gender difference in earnings for paid employment: more women than men were in the lowest income bracket (less than NZD 5,000) and more men than women were in the highest earning groups. In Rarotonga, women earn about 76 per cent of the Women living in the outer island face several challenges. Their remoteness and relative isolation limit their capacity to access public services and employment, and to create enterprises and access markets for them. Furthermore, their greater dependency on natural resources for their livelihood increases their vulnerability to environmental and climate change impacts. Gender roles are stricter and women have less opportunity to participate in decision-making and in local governance bodies, so their capacity to determine how resources are used is limited.</p>

<sup>98</sup> General data is taken from two sources:

<http://www.forumsec.org.fj/pages.cfm/about-us/member-countries/>

[http://www.forumsec.org.fj/resources/uploads/attachments/documents/PIFS\\_MDG\\_TR\\_20101.pdf](http://www.forumsec.org.fj/resources/uploads/attachments/documents/PIFS_MDG_TR_20101.pdf)

<sup>99</sup>[http://www.spc.int/hdp/index.php?option=com\\_docman&task=doc\\_download&gid=322&Itemid=44](http://www.spc.int/hdp/index.php?option=com_docman&task=doc_download&gid=322&Itemid=44)

<http://www.sprep.org/attachments/11.pdf>

<b>Violence against women</b>	A national survey on the prevalence, causes and consequences of violence against women in Cook Islands is yet to be carried out. A situational analysis report states that domestic and sexual violence is still a very sensitive issue, which few women will speak openly about. Besides the adoption of legal measures to eliminate violence against women, there is a need to further develop and strengthen services for the victims.
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<b>Federated States of Micronesia (FSM)<sup>100</sup></b>	Capital: Pohnpei Land: 700 sq km EEZ: 2.9 million sq km Population: 112,000 (2003 est.) Language: English, Micronesian languages Currency: United States Dollar Economy: Agriculture and fisheries
<b>Health</b>	Although maternal mortality rates have fallen significantly, FSM still has one of the highest in the Pacific region. The 2009 FSM MDG Report noted an MMR of 206 in 2003 (GoFSM and UNDP 2009). The 2008 FSM Statistical Yearbook (GoFSM 2008) reports that the total fertility rate was 2.68 in 2006, a reduction from 3.19 in 2001. Rates vary considerably between island states.
<b>Education</b>	FSM provides free and compulsory education from the ages of six to 14 years or to completion of the 8th grade. Figures from 2009 show near gender parity in access to education. There is a ratio of girls to boys of 1:0.96 and 1:1.02 in primary and secondary levels respectively (FSM Office of Statistics 2010). FSM does, however, face challenges in improving the quality of education, retention rates and access in the outer islands (ADB 2003).
<b>Employment</b>	Economic activities consist primarily of subsistence farming and fishing. FSM's economy remains underdeveloped and heavily dependent on the public sector. The labour force participation rate for women in FSM was only 50.1 per cent as of 2000, compared with 67.2 per cent for men. The number of female wage and salary earners was less than half that of males (4,514 vs. 9,286). Men surpass women in all fields of work. In 2007, for example, 4,032 employees in the private sector were men and 2,495 were women, and in the public sector 5,311 employees were men and 2,121 were women (GoFSM 2008). Not only are women less represented in the paid workforce, they are concentrated at the lower levels of the hierarchy, with comparatively lower pay
<b>Decision-making</b>	Participation of women at the highest levels of decision-making remains very limited in FSM. Women continue to be absent or grossly under-represented at the legislative and executive levels of government. The FSM National Congress is composed of 14 seats; none has ever been filled by a woman. At the moment there are three national cabinet women members. Women have fared no better at the State Congress, with one woman cabinet member in Chuuk, two in Pohnpei, two in Yap and none in Kosrae.

<sup>100</sup>MDG Report 2010. [http://planipolis.iiep.unesco.org/upload/Micronesia/Micronesia\\_MDG\\_2010.pdf](http://planipolis.iiep.unesco.org/upload/Micronesia/Micronesia_MDG_2010.pdf)

SPC Stocktake: [www.spc.int/images\\_publications\\_en/Divisions/Hdp\\_fsm-gender-stocktake.pdf](http://www.spc.int/images_publications_en/Divisions/Hdp_fsm-gender-stocktake.pdf)

<b>Violence against women</b>	A 2004 Situational Analysis Report emphasises that domestic and sexual violence is a common cause of injury to women and children and a major contributor to social problems. A draft national domestic violence policy was reviewed at the 2010 Women's Conference before introduction into Congress. In Pohnpei, through an administrative order, the Justice Department has adopted a 'no drop' policy, which requires that cases of domestic violence be pursued in court, even if the victim requests that the case be dropped.
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<b>Fiji <sup>101</sup></b>	Capital: Suva Land: 18,272 sq km EEZ: 1.26 million sq km Population: 837,271 (2007) Language: English, Fijian, Hindi Currency: Fiji Dollar Economy: Agriculture, clothing, fisheries, forestry, tourism and sugar
<b>Health</b>	The maternal mortality rate (per 100,000 births) has fallen from 41.1 in 1990 to 31.8 in 2008 and the latest figure is 23. The statistics show that around 95 per cent of pregnant women are getting proper prenatal, intra-natal and Post-natal care and the contraceptive prevalence rate ranges around 32 per cent. Family planning services are widely available in Fiji and all government medical centres provide free services
<b>Education</b>	In 2008 there were slightly more females enrolled in primary education than males and more females as males in secondary school. Enrolments for primary school are high (97%) and at secondary school 84% of girls attend secondary school.
<b>Employment</b>	Males are still dominant in the labour market. The labour force participation rate for males is at least 2.5 times that of females. There are three times more male wage earners than female wage earners. There are at least twice as much male salary earners than females. Even in the civil service, which in Fiji is the largest employer of professional workers, there is significant gender inequality in employment except for three categories of work, namely nursing, teaching, and dental education. Women in the private sector are likely to be on wages rather than salaries, mostly in junior positions and nonunionized (ADB, 2006).
<b>Decision-making</b>	With no functioning parliament Fiji is considered off track in terms of women's empowerment in the 2010 Pacific Regional MDG tracking Report.
<b>Domestic violence</b>	The MDG report indicates that domestic violence in Fiji has increased from 212 reported cases in 1990 to 373 cases in 2009. This represents a growth rate of around 76 per cent. However, with the provisions of the enactment on the Domestic Violence Decree in 2009, there is greater protection on victims of violence for women and children and their safety and wellbeing.

<sup>101</sup> MDG – <http://www.undp.org/fi/pdf/Millennium%20%20Development%20Goals.pdf>



<b>Kiribati<sup>102</sup></b>	<p>Capital: Tarawa  Land: 726 sq km  EEZ: 3.6 million sq km  Population: 92,533 (2005)  Language: English, Kiribati  Currency: Australian Dollar  Economy: Copra, fisheries and seaweed</p>
<b>Education</b>	<p>In Kiribati there is a long history of 100% enrolment of primary age children. In the most recent education statistics of 2009 primary school female to male ratio was the same and in secondary school there were more girls enrolled than boys. Parents are realizing the economic importance of sending girls to school for secondary education. Moreover a number of girls are taking up traditionally male subjects and Kiribati is witnessing female carpenters and pilots in the national workforce.</p>
<b>Employment</b>	<p>The share of women in wage employment in the non-agricultural sector has maintained good gradual growth. In 1990 it reached 51%, and in 2005 the total share of waged employment was 65%.</p>
<b>Decision-making</b>	<p>Women's participation in politics is a good indicator of women's participation in public affairs and their empowerment. The proportion of seats held by women has been zero for seven over the eighteen year period from 1990 to 2006. The number of seats now held by women is four.</p>
<b>Domestic Violence</b>	<p>In a 2010 study 47 per cent of women suffer emotional violence, 60 per cent physical violence and 46 per cent sexual violence. Women in Kiribati are more likely to experience severe forms of physical partner violence such as punching, kicking, or having a weapon used against them, rather than moderate violence. The research revealed that almost all (90%) ever partnered women aged 15–49 reported experiencing at least one form of controlling behaviour by an intimate partner.</p> <p>The relatively high prevalence of intimate partner violence in Kiribati likely relates to a multitude of factors at all levels of society. Some significant contributors may include: The acceptability of violence against women: the majority of women in Kiribati believe that a man is justified in beating his wife under some circumstances (in particular for infidelity and disobedience); The normalisation of controlling behaviours within intimate partner relationships: 90% of women reported that they had experienced at least one act of controlling behaviour by a partner; The fact that physical punishment is often used as a form of disciplining women who are seen as transgressing their prescribed gender roles.</p>

<sup>102</sup> (MDG Report) [lis.iiep.unesco.org/upload/Kiribati/Kiribati\\_MDG\\_2007.eng.pdf](http://lis.iiep.unesco.org/upload/Kiribati/Kiribati_MDG_2007.eng.pdf)  
[http://www.spc.int/hdp/index2.php?option=com\\_docman&task=doc\\_view&gid=211&Itemid=44](http://www.spc.int/hdp/index2.php?option=com_docman&task=doc_view&gid=211&Itemid=44)

<b>Republic of Marshall Islands (RMI)<sup>103</sup></b>	<p>Capital: Majuro  Land: 181 sq km  EEZ: 2.1 million sq km  Population: 54,000 (2003 est.)  Language: English, Marshallese  Currency: United States Dollar  Economy: Agriculture and US Military spending</p>
<b>Health</b>	<p>According to the RMI 2002 household income and expenditure survey, about 80 per cent of Marshallese women reported some problems with health care access, mainly associated with the lack of access to drugs and service providers, especially the lack of female providers, with 56 per cent of women interviewed perceiving this as a problem (EPPSO 2002). Teenage pregnancy is very high: in 2005, teenagers accounted for nearly one fifth of all pregnancies (Tauki 2007: 14). The teenage pregnancy rate (20.6 per cent of total number of live births) is higher than in most other Pacific Island countries (GoMI and UNICEF 2003). Teenage pregnancies not only inhibit most young women from pursuing further education, it is an added burden for the extended families who may not have the financial resources to properly care for mothers and babies in these situations.</p>
<b>Education</b>	<p>As of 2007, the ratio of girls to boys in primary education was 1:0.97 and at secondary level education it was 1:1.02 (ADB 2009) The World Health Organization (WHO 2009) report states that RMI is essentially on target to meet the Millennium Development Goals in education. A concern remains with the high drop-out rate for girls at secondary and tertiary levels (GoMI-UNDP 2005). These are considered to be caused by a rise in teenage pregnancy rates, as well as socio-cultural expectations that girls need to be at home to help parents take care of younger children and to assist in other family duties (GoMI-UNDP 2005).</p> <p>Other factors such as financial status, also influence educational attainment. For example, among women, only five per cent of those from the poorest households have completed secondary education, compared with 22 per cent from the wealthiest households (EPPSO 2007).</p>
<b>Employment</b>	<p>Of the RMI labour force, two out of three men (66 per cent) were economically active, compared to just one in three women (35 per cent). While social and cultural factors contributed to this disparity, the contrast also has to be seen in the broader context of education, considering, for example, the significantly lower secondary school attainment levels by women in general. Female unemployment rates were much higher than male unemployment rates, with national averages of 37 per cent and 28 per cent respectively. The high unemployment rate in RMI, though largely a consequence of socio-economic development levels, was also a consequence of the lack of access to vocational skills training opportunities provided as part of either the formal or informal education system. Preliminary data from the 2002 Household Income and Expenditure Survey showed differences in wages between men and women in jobs with similar education qualifications.</p>

<sup>103</sup> <http://www.spc.int/images/publications/en/Divisions/Hdp/rmi-gender-stocktake.pdf>

<b>Decision-making</b>	Participation of women at the national decision-making level remains limited, with women being under-represented in the legislative and executive branches of government. Marshall Islands has one of the lowest rates of representation at the legislative level internationally, with only one woman elected into the thirty-three-seat Nitijela, the lower house of Marshall Islands' bicameral legislature, in the last five elections. The twelve-seat Council of Chiefs (Iroji), which serves a largely consultative function dealing with custom and traditional practices, currently, has three women members.
<b>Violence against women</b>	In a survey done by the RMI Statistics Department in 2007 (EPPSO, SPC and Macro International Inc. 2007), about three in every ten women in RMI reported experiencing physical violence since the age of 15. More than half of these women, or 22 per cent of all women, have experienced physical violence in the past 12 months. Among women who have experienced physical violence since the age of 15, 72 per cent reported that a current husband or partner committed physical violence against them, while 21 per cent reported that they had experienced violence by a former husband/partner. As well, 58 per cent of men and 56 per cent of women interviewed generally accepted that violence against women was a normal part of male–female relationships. Most widely accepted reasons for violence against women were neglecting the children (51 per cent), arguing with husband/partner (44 per cent), and going out without informing the husband (42 per cent). Almost a quarter (23 per cent) of women believed that denying sex to the husband and burning food were justifications for violence against women.

<b>Nauru<sup>104</sup></b>	Capital: Yaren Land: 21 sq km EEZ: 320,000 sq km Population: 9,233 (2006) Language: English, Nauruan Currency: Australian Dollar Economy: Phosphate
<b>Education</b>	There is very little gender disparity in primary or secondary education. In 2011, the ratio of girls to boys was 1.04 in primary school and 0.936 in secondary school, based on net enrolment rates. Of concern is the smaller proportion of boys who complete secondary school or are awarded scholarships. From 2007 to 2009, less than 35% of Year 8 secondary scholarships went to boys. The decline in enrolments at Year 8 may reflect the under-resourcing of secondary education on Nauru and the community perception that it is second best to studying abroad.
<b>Employment</b>	Approximately 35% of females aged 15 and over were in wage employment in the non-agricultural sector (2006 figures). This marked a decline of about 5% since the 2002 census, yet was still much higher than the figure of 5.6% a decade earlier, in 1997. Unemployment affects young people most. The 2002 census reported that more women were actively looking for work than men. Conventional

<sup>104</sup> MDG Report 2012. [http://www.undp.org/fi/images/stories/2012/nauru\\_mdg\\_report\\_final%28web%29.pdf](http://www.undp.org/fi/images/stories/2012/nauru_mdg_report_final%28web%29.pdf)

	employment rates are difficult to calculate in a small population like Nauru, a problem compounded by limited data. A survey conducted on the proportion of women employed in selected major entities in Nauru (namely the Government of Nauru, RonPhos and Our Airlines) found that on average women comprised of 46.7% of the total number of employees in the selected major entities between the years 2005-2011. This shows that there is almost equal gender parity in the selected major employers in Nauru.
<b>Decision-making</b>	Women in the region, specifically in the Small Island Developing States (SIDS) remain largely invisible from highest levels of decision-making. Nauru has only ever had one woman elected to parliament, in 1995. During the constitutional reforms in 2006, it was suggested that some seats be reserved for women, but this was met with resistance from many in the community, including some women, and was not pursued. Few women stand as candidates. In the 2004 general elections, only two women stood out of 73 candidates. In the 2007 elections, there were seven women out of 79 candidates.
<b>Gender based violence</b>	<p>Domestic violence is a serious issue in Nauru, but there is little documentation about it. Published crime statistics are not disaggregated by gender of victim. Rape, incest, severe assault and sex with a minor are criminal offences in Nauru. In 2003, the Department of Justice reported three prosecutions for rape and there have been two prosecutions for incest more recently.</p> <p>The Nauru Police Department established a Domestic Violence Unit in 2007 to deal with all cases involving violence against women and children. The Unit also conducts community education programs about gender-based violence in communities in collaboration with community leaders. The Police, Women's Affairs and Public Health departments set up a Safe House in 2008. Women and children use the shelter for protection while legal proceedings such as Apprehended Violence Orders are processed.</p>

<b>Niue<sup>105</sup></b>	<p>Capital: Alofi  Land: 259 sq km  EEZ: 390,000 sq km  Population: 1,625 (2006)  Language: English, Niuean  Currency: New Zealand Dollar  Economy: Agriculture, banking, telecommunications and tourism</p>
<b>Health</b>	Life expectancy projections (2011 census) suggest that women have better health prospects than men in Niue; with male life expectancy at birth being 66, compared to 72 for women.
<b>Education</b>	With a primary school enrolment rate of 100%, there is no gender disparity in primary education. There is a slight gender disparity in secondary education with 55.6% of males aged 15+ having attained a secondary education, opposed to 51.3% of females aged 15+. The ratio of girls to boys currently in secondary education (2011) is 86%. Youth literacy rates are high in Niue at 98%.

<sup>105</sup> National Minimum Development Indicators (NMDI). <http://www.spc.int/nmdi/>

<b>Employment</b>	Youth unemployment is significantly higher than total unemployment rates; with 5.9% of youth unemployment compared to a total of 2.7% unemployment. Of the youth unemployment rate, female youths make up the majority: at 4%, compared to 1.9% for male youth. Niue suffers from a significant lack of skilled labour, largely due to high rates of migration to New Zealand as there are limited employment prospects in the country.
<b>Decision-making</b>	Women representation in Niue parliament is higher than the regional average at 15% (3 seats out of 20).

<b>Palau<sup>106</sup></b>	Capital: Koror Land: 487 sq km EEZ: 600,900 sq km Population: 19,907 (2005) Language: English, Palauan Currency: United States Dollar Economy: Fisheries and tourism
<b>Health</b>	Life expectancy projections (2005 census) suggest that Palauan women enjoy better health than Palauan men. In the past twenty-seven years there has been only one maternal death (occurring in 1993). This favourable situation results from the overall good health of reproductive-aged women together with universal access to prenatal and obstetric services made available by government at low or no cost. Since 1990, all deliveries have occurred in health facilities under the supervision of skilled personnel. Completed fertility rates for ethnic Palauan women have declined from 4.6 children per woman (1990) to 3.0 children per woman (2005, census data). Aggressive reproductive health education targeting teens, expanded counselling and contraceptive services, and social change (especially wider education and career opportunities for girls and women) have resulted in declining teen fertility especially high-risk younger teens (under the age of 17).
<b>Education</b>	Girls and boys enjoy equitable access to schooling from preschool through to Post-secondary levels. The female-to-male enrolment ratio at the primary level has remained stable for many years (average ratio 0.92) while the enrolment of females in secondary schools has steadily increased and since 2000 has surpassed that of males. In school, female students generally out-perform male students. Male students are three times more likely to drop-out of school than females, two times more likely to withdraw from school, and more likely to repeat one or more grades (MOE, 2005).  At Post-secondary levels, Palauan women have made steady gains and since 2000 have surpassed males in Post-secondary attainment except at Post-baccalaureate levels.

<sup>106</sup>[http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Palau/Palau\\_MDG\\_Report\\_2008.pdf](http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Palau/Palau_MDG_Report_2008.pdf)

<b>Employment</b>	While Palauan women are less likely to be employed than men, those who are employed, earn more than men. The median income in 2005 of legal residents employed full-time was \$8,417 (males) and \$9,740 (females) ( <i>Census, 2005</i> ).
<b>Decision-making</b>	Palau is a matriarchal and matrilineal society in which women have traditionally held positions of power and respect in a spirit of equality with their male counterparts. In contemporary society, Palauan women enjoy higher levels of education and better health than their male counterparts. In public service women dominate the judiciary and are well represented on public sector boards and commissions. They remain under-represented, however, in the national congress, the cabinet, and the top echelon of the civil service. Palau has not yet ratified CEDAW. While there are several reasons for lack of action on CEDAW, the underlying issue is that Palauan women have, as yet, not spoken with a unified voice in favour of ratification. Since the advent of constitutional government in 1980, only two women have held seats in the national congress, two women have held a total of three ministerial portfolios, and only one woman has served as an Ambassador.

<b>Papua Guinea</b> <sup>107</sup> <b>New</b>	Capital: Port Moresby Land: 462,000 sq km EEZ: 3.1 million sq km Population: 5,190,786 (2000) 7+ million now (will get the official estimate) Language: English, Tok Pisin, Hiri Motu, local languages Currency: Kina Economy: Agriculture, fisheries, forestry and mining
<b>Health</b>	PNG has one of the highest global rates of maternal mortality. The Millennium Development Goals Progress Report (2009) reported that the national maternal mortality rate (MMR) was 733 per 100,000 live births in 1994 (GoPNG and UNDP 2009) although there are great variances at the provincial levels and between geographic sectors. Total fertility rate (TFR) is high at 4.3 per cent; in 2000 it was estimated there were 4.5 births per woman between 15 and 49 years ( <i>ibid.</i> ). The rate of teenage pregnancies is also high. Family planning implementation is weak. Only 37 per cent of deliveries were supervised in 2008 (DNMP 2010), a situation reflected in the high MMR; the majority of maternal deaths occur in homes outside the formal health system (GoPNG and UNICEF 2006). To address these challenges, the government has waived all fees for antenatal and childbirth services.
<b>Education</b>	In the decade since the major national education reform of 1993, PNG has seen a dramatic expansion in its education system. Girls, however, continue to be disadvantaged in education for historical, cultural and economic reasons. The 2010 Papua New Guinea Development Strategic Plan states that the male enrolment rate in primary education is 53 per cent, while the female rate is a low

<sup>107</sup> SPC Gender Stocktake

<http://www.spc.int/images/publications/en/Divisions/Hdp/png-gender-stocktake.pdf>

MDG

[http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Papua%20New%20Guinea/MDG%20P%20NG%20COMPREHENSIVE%20REPORT%202010\\_Proof\\_6%20Change\\_1Feb2012revLB.pdf](http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Papua%20New%20Guinea/MDG%20P%20NG%20COMPREHENSIVE%20REPORT%202010_Proof_6%20Change_1Feb2012revLB.pdf)

	<p>47 per cent. In higher levels of education, male gross enrolment was 63 per cent while the female rate was 37 per cent. Neither primary nor secondary school is compulsory for boys and girls. Gender differences in adult literacy are large with a strong bias towards boys. In line with its Gender Education Policy, government is making every effort to accelerate girls' education, focussing on six provinces. This is particularly challenging when the non-enrolment or dropping out of school, especially for girls, is influenced by socio-economic factors beyond the control of the Department of Education (DOE). Some of these factors include lack of school fees, poverty and safety concerns. Increasing poverty makes payment of school fees a growing problem for many parents, with many families unwilling or unable to pay, especially for girls, since it is assumed they will become homemakers.</p>
<b>Employment</b>	<p>As of 2000, the labour force participation rate was relatively even at 74.1% for men and 71.8% for women. However, 74.3% of women were subsistence workers compared with 60.8% of men. The share of women in wage employment in the non-agricultural sector was only 5.3% (GoPNG and UNDP 2004), the lowest in the Pacific region. This low representation is a function of low education levels amongst women, safety and security issues, cultural attitudes and the emphasis of national development in industrial employment that is heavily biased towards men (Brouwer, Harris and Tanaka 1998). Labour intensive industries including informal micro-enterprise activities that could particularly benefit women are not highly developed.</p>
<b>Decision-making</b>	<p>Women's representation in parliament has been low. Currently, three women sit in the 109 member parliament. Only a small number of women have been elected or appointed to other levels of government. The legal profession is 90 per cent occupied by men. Other important decision-making structures, including in the customary, religious and private spheres, are male dominated. This not only violates women's right to political participation, it directly impacts on their enjoyment of human rights in all other social, economic and cultural fields in which they have little decision-making influence.</p>
<b>Violence against women</b>	<p>While violence against women is known to be common and pervasive, there is limited data collection. There was an attempt by the Law Reform between 1982 and 1986 to research intimate partner violence and in 2006 Amnesty International also carried out research on gender-based violence in selected parts of PNG. Few variations were found between socio-economic groups, but considerable variations existed between the 16 provinces researched. While on average it was found that 75 per cent of women were hit by their partners, the rate was almost 100 per cent in the Chimbu and Western Highlands. A 2001 report commissioned by the Family Violence Action Committee confirmed these earlier findings that 'the majority of women and children in PNG are the direct or indirect victims of some form of family or sexual violence' (Amnesty International 2006). Women are often afraid to report violence for fear of being further harassed by police or being blamed for the crime. Women also continue to suffer widespread abuse based on allegations of 'sorcery'. Amnesty International (2007) reported that in Chimbu province alone, approximately 150 women are believed to be killed each year for allegedly practising witchcraft. Institutional responses to gender-based violence are often muted or non-existent.</p>

<b>Samoa<sup>108</sup></b>	<p>Capital: Apia  Land: 2,934 sq km  EEZ: 120,000 sq km  Population: 180,741 (2006)  Language: English, Samoan  Currency: Tala  Economy: Agriculture, fisheries, manufacturing and tourism</p>
<b>Health</b>	<p>Maternal Health in Samoa has gradually improved since 1990. The Maternal mortality rates are low and have been declining steadily. However, access to reproductive health is at risk with a low contraceptive prevalence rate leading to an increasing adolescent birth rate. In the 2006, Samoa Emergency Obstetrics Survey which reviewed all facilities, the proportion of births delivered by skilled birth personnel was reported to be 90 per cent</p>
<b>Education</b>	<p>Samoa has achieved gender parity for girls in Primary, Secondary and Tertiary education. In fact girls are outperforming their male counterparts in all levels of education. The declining percentage of males completing secondary and tertiary education when compared to females could pose a risk to social stability in the future. Key notable areas at risk are increasing male unemployment rate, crime and violence rates including violence against women and children. Samoan girls have equal access to education at all levels, primary, secondary and tertiary. The ratio of females per 100 males enrolled in primary level is 0.97:1 and 1.13:1 for secondary education. There are also more females in tertiary education accounting for 61% compared to 39% for males. A noticeable gender gap exists between the education levels/results for boys as opposed to girls at secondary level and this is beginning to feed into tertiary education. The number of tertiary scholarship awards which are merit based, for both females and males has increased over time. More scholarships are awarded to females (51%).</p>
<b>Employment</b>	<p>The 2006 Population and Housing census noted that out of a total of 38,297 people in paid employment, 42 per cent were employed in the Private Sector. Of this total 54.8 per cent were females and 45.2 per cent males. Twenty per cent were employed in the public service with 26.7 per cent being females and 17.3 per cent males. In terms of salary levels, the percentage of females in the salary range of \$15,000 Samoan Tala and over had increased from 12 per cent in 2001 to 21 per cent in 2006 as opposed to only a six per cent increase for males over the same period. Female Whilst there has been a greater percentage increase for female wages (47.3%) when compared to males (28.1%) from 2005-9, the proportion of female wages to total wages in non-agriculture sectors only improved slightly from 37.6 per cent to 40.9 per cent. In 2009, wages for males declined by 1.5 per cent over 2008 whilst female wages increased by 4.3 per cent. This is the result of more females moving into managerial and executive positions thus earning higher salaries.</p>
<b>Decision-making</b>	<p>There has been a gradual acceptance of women taking on leadership and decision-making roles as titular chiefs for their families and communities and are recognized in the majority of village council structures. Under Samoa's Land and</p>

<sup>108</sup>[http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Samoa/Samoa%20mdg\\_report2010.pdf](http://www.undp.org/content/dam/undp/library/MDG/english/MDG%20Country%20Reports/Samoa/Samoa%20mdg_report2010.pdf)



	<p>Titles Act, women and men have equal rights and opportunities either through heritage or services rendered to hold a chiefly title. Over the last decade, there has been a noticeable 10% increase from 2001 to 2006 in the number of women bestowed with chiefly titles. There are however, a few villages who maintain a ban on female matai. In order for one to run for a seat in parliament, one has to be a holder of a chiefly title. In 2006, the largest contingent of women ran for parliament. This trend was seen as a direct result of intensive advocacy, lobbying and awareness raising efforts of Non-government Organizations. A total of eighteen (18) women from different constituencies competed in the 2006 election however only four made it into the 49 member parliament, with three (3) currently serving as Cabinet Ministers</p>
<b>Violence against Women</b>	<p>Violence against women is a significant challenge for Samoa. According to a 2005 WHO multi-Country study, Samoa reports one of the highest levels of physical and sexual violence by non-partners on women after the age of 15 with a prevalence rate of 65 per cent. A domestic violence Unit has been established within the Ministry of Police and Prisons as part of a regional initiative to tackle domestic violence. In 2009, a Family Safety Bill was drafted to give greater legislative impetus in addressing violence. The establishment of the Samoan Victims Support a NGO has also assisted women facing domestic violence. There were 331 cases filed with the Domestic Violence Unit within the first 9 months of 2009.</p>

<b>Solomon Islands</b> <sup>109</sup>	<p>Capital: Honiara  Land: 28,000 sq km  EEZ: 1.6 million sq km  Population: 549 600 (2012<sup>110</sup>)  Language: English, Pijin, local languages  Currency: Solomon Islands Dollar  Economy: Agriculture, fisheries and forestry</p>
<b>Health</b>	<p>In 2007 the Solomon Islands Demographic and Health Survey (SIDHS) revealed that while 88 per cent of women have access to prenatal care and close to 95 per cent have access to antenatal care, quality of health care continues to pose a major challenge with over 96 per cent of women reporting to have faced problems such as lack of drugs and health care providers. This is a bigger problem in rural than urban areas. The average number of children per women is high at 4.1 and is linked to low contraceptive use. Teen age fertility rates are 70 births per 1000 (rural) and 34 births in urban areas. There is evidence of early childbearing with 9 per cent of 15 year olds already having a child.</p> <p>The Solomon Islands statistics office recorded in 2001 that there were 25 recorded maternal deaths. Eighty five per cent of all deliveries take place in hospital or health facility (SIDHS).</p>
<b>Education</b>	<p>In 2009 there was almost gender parity in total enrolments of primary schools with a slight favour of girls. School enrolment data shows that 84% of children aged 6-15 are enrolled in schools with female enrolment rates slightly higher</p>

<sup>109</sup> (SPC Stocktake 2012) <http://www.spc.int/images/publications/en/Divisions/Hdp/solomon-islands-gender-stocktake.pdf>

<sup>110</sup> World Bank 2012 <http://data.worldbank.org/country/solomon-islands>

	<p>(83.9%) than males (83.2%). However, from the age of 14, male school enrolments rates are higher than females.</p> <p>In secondary school the ratio is .70 girls to 1.0 boys. While these figures represent an increase over previous years the gender gap is still significant. Tertiary education reveals the same pattern</p>
<b>Employment</b>	<p>In 2009, 62.1 per cent of women compared with 63.3 per cent of men were in the labour force. Within the labour force, only 20% receive a regular paid income; this was 30% of males and 10% of females. Over three quarters of women (76.2) were subsistence workers (58.1) of men.</p>
<b>Decision-making</b>	<p>Women's voices are largely absent in the national political sphere. Since Independence only two women have been elected to parliament with the current member there because her husband is not eligible to stand. Proposals by the Ministry of Women, Youth and Children's Affairs in 2009 to improve the gender balance in parliament through the use of reserved seats for women was not supported by Cabinet. A small number of women have been supported to provincial government and other important decision-making structures including customary, religious, private and judicial spheres are still dominated by men although women are slowly making their mark. Women played an important role during the ethnic tensions of 1998-2003 and two women were appointed to the Truth and Reconciliation Commission.</p>
<b>Violence Against Women</b>	<p>The Solomon Islands family Health and Safety Study (SIFHSS – SPC 2009) found that 64 per cent of women between 15 – 39 have experienced physical or sexual abuse or both by an intimate partner. Two major systemic factors contribute to the high level of violence experienced by women in the Solomon's: the lack of gender equality and the inadequate legislative framework to protect women's human rights.</p>

<b>Tonga<sup>111</sup></b>	<p>Capital: Nuku'alofa  Land: 688 sq km  EEZ: 700,000 sq km  Population: 101,991 (2006)  Language: English, Tongan  Currency: Pa'anga  Economy: Agriculture</p>
<b>Health</b>	<p>The total fertility rate (TFR) remains high in Tonga. Over a ten-year period (1996–2006) the TFR dropped only marginally, from 4.3 to 4.2 children per woman (TDoS and SPC 2006:15). The MOH policy requires a husband's written and signed consent if his wife wants sterilisation, while the husband does not need his wife's consent if he wants a vasectomy. According to the MOH Annual Report</p>

<sup>111</sup> SPC Stocktake [http://www.spc.int/hdp/index2.php?option=com\\_docman&task=doc\\_view&gid=324&Itemid=44](http://www.spc.int/hdp/index2.php?option=com_docman&task=doc_view&gid=324&Itemid=44)

MDG

<http://www.GoA.gov.au/countries/Pacific/tonga/Documents/tonga%202nd%20national%20millennium%20development%20goals%20report.pdf>

	2007, 4.5 per cent of all deliveries were to mothers between 15 and 19 years old, while 24.2 per cent were to mothers between the ages of 16 and 24 years old.
<b>Education</b>	The ratio of girls to boys has remained around 88 at the primary level with a slight decrease observed in 2008. After taking into account the higher birth rate of males to females we find that this ratio shows that there is further room for improvement in gender parity in education. In the secondary, girls are almost as equally represented as boys. The ratio at the tertiary level showed under-representation of females in 1997, but the gap has been bridged by 2006. Tonga is hence on track to meeting the target of gender equality in terms of educational attainment.
<b>Employment</b>	In 2006, the labour force participation rate for women was 49 per cent compared with 64.2 per cent for men. Only 9,165 women compared with 14,273 men were wage or salary earners, and 39.1 per cent of women compared with 27.6 per cent of men were subsistence workers. The predominant source of employment and income earning for females was in the craft and related trades which accounted for 60% of all female employment.
<b>Decision-making</b>	Women in Tonga continue to be largely excluded from political participation and institutions, and from most public decision-making levels of the country. Since 1951 when women became eligible to vote and stand for the Legislative Assembly, only five women have held parliamentary positions and two women have been voted into local government, reflecting the extremely slow process of acceptance of gender equality in the political arena. Of the five women parliamentarians, two were appointed ministers, with one currently holding a ministerial position. The parliamentary and electoral systems continue to disadvantage women. Until 2010, of the 32 parliamentary seats, 14 were reserved for cabinet ministers appointed by the King, nine for nobles selected by the country's 29 nobles, and nine were elected by popular vote. Only men can be a noble, which means that women are excluded from participating in both the selection process and in the holding of these nine seats. In the election of 2010, no woman was elected but one woman was appointed by the Prime Minister as Minister of Education, Women's Affairs and Culture (MEWAC). Men still dominate chief executive positions within the government. There is, however, a changing trend with an increasing number of women occupying second and third level management positions. In some ministries/departments there is an overwhelming number of women employed as compared to men at every level of the organisation, including the Ministry of Environment, the Solicitor General's Office and the Ministry of Labour, Commerce and Industries. This is attributed to the increasing number of women entering the workforce and the current policy of the Public Service Commission (PSC) to award more scholarships to female applicants.
<b>Violence against women</b>	Although there has been no survey to assess the prevalence, causes and consequences of domestic violence, it is seen as an increasing problem in Tonga. In 2008–2009, 202 women sought refuge at the Tonga National Centre for Women and Children (TNCWC). With financial assistance from NZAID and government, TNCWC provides counselling and safe houses for women and children who are victims of domestic violence.

<b>Tuvalu</b> <sup>112</sup>	<p>Capital: Funafuti  Land: 26 sq km  EEZ: 757,000 sq km  Population: 10,000 (2003 est.)  Language: English, Tuvaluan  Currency: Australian Dollar  Economy: Agriculture, fisheries and philatelic sales</p>
<b>Health</b>	<p>Based on the Tuvalu MDG progress report in 2006 and MOH data, Tuvalu had three maternal deaths (1990, 2003 and 2006) between 1990 and 2009. Detection of risky pregnancies and the increase of trained midwives contribute to the very low maternal deaths. Reproductive health programs such as screening mothers for hepatitis, anaemia, sexually transmitted diseases, HIV/AIDS and monitoring of mothers in antenatal and Post natal clinics also contribute to the success. Since medical service provided by hospital and medical clinics is free in Tuvalu, proportion of all births attended by skilled health personnel is high. DHS 2007 reveal that nationally, 97% of all live births have been attended by health personnel.</p>
<b>Education</b>	<p>The long-term average GPI for both primary and secondary education was 1.05 between 2000 and 2009. This indicates that Tuvalu has already achieved the target of eliminating gender disparity in both primary and secondary education level. Anecdotal evidence indicates that girls progressively tend to do better than boys as the education level rises. Based on Tuvalu tertiary data this sketchy evidence is supported. Based on number of pre-service scholarships (a close estimate on the level of tertiary enrolment) from 2000 to 2009, gender disparity was in favour (progressively) of females at tertiary level. There are more females than males in tertiary education (taking into account their population structure as in primary and secondary levels). Although Tuvalu gender disparity improved in all levels of education, gender disparity exists by fields of study. Men are still dominant in the fields of engineering, construction and information technology.</p>
<b>Employment</b>	<p>Like many other countries in the Pacific, the traditional and stereotype perception is that women do unpaid home duties. Official figures from the population census and household surveys indicate that there was an increasing trend of female employment from 36.4% in 1991 to 41.6% in 2004 that fell back to 36.0% in 2007. One of the reasons for the decline is the growing number of males in employment, especially due to the number of large construction related projects in recent years (2006-2008) and the compulsory seamen's TNPF contributions (2008). Men dominate construction, from the field of study to the sphere of work, but there are women seafarers in Tuvalu. Surprisingly, the female average income is reasonably similar to that of men for the same period (1999-2008). On average between 1999 and 2008, female income as a percentage of male income is 103% (non-MDG). Although between 2007 and 2008 the share of women in wage employment in the non-agricultural sector fell from 36% to 28%, female income as</p>

<sup>112</sup> MDG [http://www.undp.org/fi/pdf/MDG%20Report/MDG\(tuvalu\)%20web.pdf](http://www.undp.org/fi/pdf/MDG%20Report/MDG(tuvalu)%20web.pdf)

	percentage of male income fell only 10% below male earnings. This indicates that most of the men in construction projects have low pay on average compared to female pay in other non-agricultural sectors.
<b>Decision-making</b>	<p>There have been no women in politics since 1993. The Tuvalu Constitution and electoral laws provide equal opportunities for women and men to contest elections. Despite this, there was only one female ever to be presented in Parliament and this is from the period 1986 to 1993 (6.7% of total representatives). In 2002 there were two women who contested but both were unsuccessful.</p> <p>The same also happened in 2006 when two women contested but were unsuccessful. In the 2010 election, there were no women contesting for a seat in Parliament. High-level positions in the Government and public enterprises remain spheres for men. While women account for nearly half of the civil service (average of 47% from 2002 to 2006), they hold only 19% (average 2002 to 2006) of high-level positions both in the Government and public corporations</p>
<b>Domestic abuse of women</b>	<p>Domestic violence against women, many of which are unreported, is an issue in Tuvalu. The DHS 2007 reported that four in 10 women have been subjected to some type of physical violence, with their current husbands or partners being the main perpetrators (84.6%). Wives whose partner drinks alcohol excessively are far more likely (72%) to experience physical, emotional, or sexual violence than those whose partner does not drink (27%). About half of all reported acts of physical violence were reported by women aged 25-29. Youths are more vulnerable. One in five reported having been exposed to sexual violence, with one in seven young women (15-24) reporting having been forced into their first ever sexual experience. Women who experienced sexual violence without physical violence were less likely to seek help. The DHS also reveals that domestic violence against women does not have correlation with place of residence (Funafuti or Outer Islands), employment status, marital status, educational level or the woman's number of children. The incidence of such violence is manifested right across Tuvalu society, which underlines the importance of strong Government leadership and whole-of-community involvement to tackle this problem effectively.</p>

<b>Vanuatu</b> <sup>113</sup>	<p>Capital: Port Villa  Land: 12,190 sq km  EEZ: 680,000 sq km  Population: 204,000 (2003 est.)  Language: Bislama, English, French, local languages  Currency: Vatu  Economy: Agriculture, fisheries and tourism</p>
<b>Health</b>	<p>Improved pregnancy outcomes in Vanuatu are the result of improved antenatal care, the higher proportion of births attended to by skilled birth attendants, increased rates of deliveries taking place in health facilities, better referral mechanisms to access emergency obstetric care and better access to primary</p>

<sup>113</sup> (MDG) <http://www.dfat.gov.au/countries/Pacific/vanuatu/Documents/vanuatu-mdg-report-2010.pdf>

	<p>health care. The total fertility rate is still high between 3.9 and 4.0, a high crude birth rate of 31 per 1,000 live births, and a slight decrease in the birth rate of women aged 15–19 years of age from 92 per 1,000 women aged 15–19 years to 64 per 1,000. Data to determine maternal mortality is difficult to get. In 2005 Vanuatu had four reported maternal deaths although there were probably other maternal deaths but these were not recorded.</p>
<b>Education</b>	<p>In the past three decades progress has been made towards gender equality in access to primary and secondary education. The Gross Enrolment Ratio (GER), which measures all enrolments as a proportion of the primary school age group, is high for both girls and boys—above 95% since 2002. The ratios of girls to boys there are more boys than girls in the population aged 6–13 years, with other contributing factors such as a higher proportion of males enrolled as repeaters than females. The Gender Parity Index (GPI) of the GER has been between 98 and 100 since 2005, indicating that the GERs for girls and boys for primary school are very similar. At secondary level the number of girls has been steadily improving and this is evident in the sex ratios since 2001, have generally been increasing. In 2009 the ratio for secondary enrolment was 102 females per 100 males; while the GER for females was 33% and for males it was 31% .It is at the ‘Post-secondary’ level that young women compared with young men have far more limited access to education based a) on the opportunities which exist for education and training and b) gender roles.</p>
<b>Employment</b>	<p>There are gender differences in work and employment in Vanuatu. Women’s occupations show the typical patterns of occupational concentration and segregation and proportions have changed little since 1989: teaching, nursing, clerical work, shop attendants, gardeners (crops) and cleaners and housekeepers. These women work in hotels and restaurants, stores, schools, hospitals and other health facilities, in Government and in private companies and banks.</p>
<b>Decision-making</b>	<p>The reasons women in Vanuatu are so under-represented in national, provincial and municipal Governments are complex and include the reluctance, even direct opposition, of both men and women to recognise women’s rights to hold decision-making positions within the country. These attitudes are deeply embedded in traditional custom and Christianity. These attitudes are slowly changing, most noticeably at the municipal level where Luganville, for example, has a female mayor.</p> <p>One of the major hurdles with increasing female representation in parliament is to increase the number of women candidates. In 2008 General election there were 18 women from a total of 328 candidates. The other major problems include an electoral system which does not promote the participation of women as candidates and women’s understanding of their rights as voters and the power that they could potentially wield.</p>

## Annex Three: Country Plan Development

### Design guidance for Country Plan development

#### COUNTRY PLAN DEVELOPMENT: Pacific Women Shaping Pacific Development

##### Background

Pacific Women Shaping Pacific Development (*Pacific Women*) aims to improve the opportunities for political, economic and social advancement of Pacific women. The program will support change in 7 areas:

1. Enhanced knowledge and evidence base 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

The centre of *Pacific Women* will be work at the country level in the 14 Posts across the Pacific. Based on local knowledge and experience each country plan will be supported to develop a plan that will advance women's empowerment.

This guidance outlines the approach and format for those country plans.

##### Timeframe

While the *Pacific Women Shaping Pacific Development* is a ten year initiative, the initial country plans may only run for 2-5 years, depending on the activities that can be identified at this point. Country plans will need to evolve as new initiatives are identified.

##### Quality Assurance

While a country-lead process is essential, it is also important to have a process to centrally review the Country Plan to identify areas of coherence or inconsistencies across the Pacific. Each Country Plan will be reviewed by an independent person.

##### Approach

Experience shows that many factors come together to limit the opportunities and equality of women. This includes the formal sectors such as government policies and laws, as well as the informal dimensions of lives which are influenced by people's culture, beliefs and traditions. It means change for individuals and families as well as working on organisation and society wide change.

Change is required in all dimensions, but the starting points will depend upon opportunity and champions who can take the work forward. One way to picture this is contained in Fig 1.

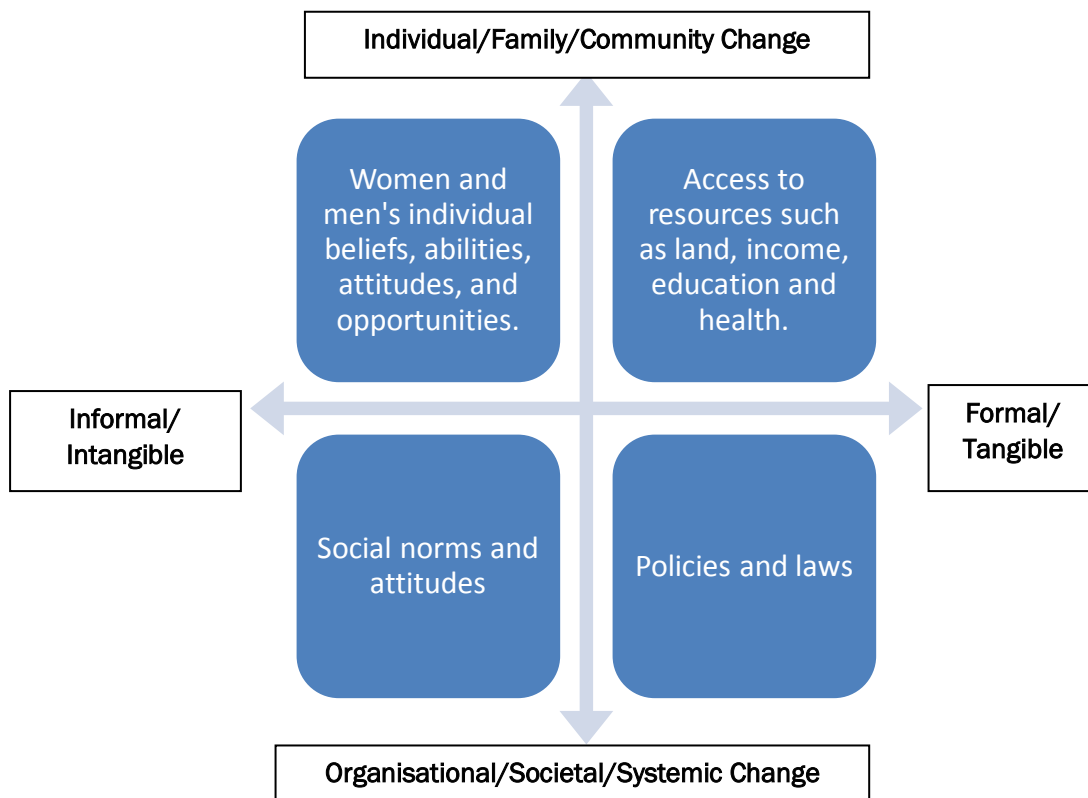


Fig 1 What Needs to Change (after Rao & Kelleher, 2010).

*Pacific Women* recognises that to bring about sustained change for women it will need to work in all these areas. Country plans are expected to use this approach to analyse the situation for women in their context and consider both where they should **start** to work for change and how they can **expand** their programs over time to influence change in other areas.

The following format outlines the suggested approach for the design of country plan and the information required in the design document



<i>Format for country plan design document</i>	<i>Steps in the design process</i>
<p><b>Background</b></p> <ul style="list-style-type: none"> <li>a) Outline existing information about gender equality in this country</li> <li>b) Outline previous experience in programs to increase women empowerment and equality and key lessons learned</li> <li>c) Outline the consultation process undertaken and the way in which a wide range of views have been included in the consultations.</li> </ul>	<p><b>Preparation</b></p> <p>In preparation for the design identify the following:</p> <ul style="list-style-type: none"> <li>- <b>What analysis on gender equality causes and outcomes already exists for this country?</b></li> <li>- <b>What information do we have about existing gender equality responses?</b></li> <li>- <b>What lessons have already been learned about what works in this context, or not?</b></li> <li>- <b>Which stakeholders should be consulted?</b></li> </ul> <p>There should be evidence of wide ranging consultation, outside of the capital, which has drawn upon a variety of views and perspectives. It is important that consultation should include Government, leaders and women representatives, as well as women from communities and men and women from various sectors. For example there should be consultation with business groups about how to increase the economic participation of women.</p>
<p><b>Context and analysis</b></p> <ul style="list-style-type: none"> <li>a) Explain the root causes of gender inequality in this country and what is understood about how to change the situation.</li> <li>b) What additional barriers exist that marginalize or disempower women? In particular how does disability, age, geography and economy contribute to lack of power and equality for women in this context?</li> <li>c) Identify and describe the main coalitions or networks that influence change for women, positive or negative.</li> <li>d) Highlight examples where positive sustained change has occurred and explain how this country plan could build on that.</li> <li>e) What additional research and learning should take place during country plan implementation?</li> </ul>	<p><b>Analysis</b></p> <p>Using the framework outlined in Fig 1., discuss what inhibits or supports positive change for women in this country. Some questions which might be useful to consider include the following<sup>114</sup>:</p> <ul style="list-style-type: none"> <li>- <b>Why is the situation as it is:</b> <ul style="list-style-type: none"> <li>- <b>What determines these attitudes, levels of empowerment policies etc.?</b></li> </ul> </li> <li>- <b>Where are the key obstacles to, and opportunities for, change?</b></li> <li>- <b>In whose interest is the status quo, and how might this balance of interests shift?</b></li> <li>- <b>Who are the major stakeholders? What coalitions and networks exist and how do they relate?</b></li> <li>- <b>How do these issues differ amongst different groups or localities, and why?</b></li> <li>- <b>How are things changing, and why? What are some examples of change occurring? Who, or what, are the main drivers and blockers of change?</b></li> </ul> <p>Finally it is not possible in these short design processes to find out everything. Some areas will remain unknown and should be explored further during implementation. Consider the following questions:</p> <ul style="list-style-type: none"> <li>- <b>In what areas do we need to gather more information?</b></li> <li>- <b>Is there information available from, or we need to cross check with, other sources to verify what we are hearing?</b></li> </ul>

<sup>114</sup> These questions are drawn from an analysis tool which has been developed for PWSPD and is currently being trialled in the Solomon Islands. Once the tool is further developed it will be available to assist design teams and country Post staff.

<p><i>Objectives and activities</i></p> <ol style="list-style-type: none"> <li>What are the objectives for the country plan?</li> <li>How do these objectives contribute to the changes sought by <i>Pacific Women</i>?</li> <li>What activities will be supported to achieve these objectives?</li> </ol>	<p><i>Country Plan Objectives</i></p> <p>Country plans are expected to have clearly stated objectives which contribute to one or more of the seven change areas sought by <i>Pacific Women</i>. Some question to consider include the following:</p> <ul style="list-style-type: none"> <li>- <i>Where would it be valuable to try to support some change initiatives or openings for change, and where might it prove more challenging?</i></li> <li>- <i>Identify where support from an external donor like Australia can help in promoting change and where it might create backlash?</i></li> <li>- <i>Where might there be disagreements about strategies for change, and how might these be mitigated and resolved?</i></li> </ul> <p>Some important considerations in identifying activities include:</p> <ul style="list-style-type: none"> <li>- The Need: how many people will directly benefit?</li> <li>- Does not duplicate existing programs</li> <li>- Evidence of a critical mass of local champions and success in terms of existing local willingness/resources for change</li> <li>- Evidence of building on lessons learned, including learning from past mistakes</li> <li>- Availability and quality of implementation partners</li> <li>- Opportunities to build on existing programs which already have demonstrated effective change for women</li> <li>- Programs that will have a real impact on the lives of women, rather than primarily strengthening institutions.</li> </ul>
<p><i>Program Rationale</i></p> <ol style="list-style-type: none"> <li>Outline the rationale for country plan objectives and activities<sup>115</sup>.</li> <li>Identify how activities will contribute to the objectives.</li> <li>What other options were considered? Why weren't they chosen?</li> <li>What are the major assumptions in this country plan?</li> <li>How will the country plan continuously learn and improve?</li> </ol>	<p><i>Rationale</i></p> <p><i>It is important that the rationale for the country plan design is clearly explained. This will be based upon the analysis and also the opportunities and identification of champions for change.</i></p> <p><i>The country plan should be designed to try new ideas and take risks, and in particular promote the voice and participation of women.</i></p>

<sup>115</sup> It will be important that expectations are managed. PWSPD is not a large grants program and it will not be possible to fund every good idea. The consultation process should also explore the feasibility of focusing within specific geographic areas in countries to demonstrate impact before expanding to other areas.

<p><i>Implementation</i></p> <ul style="list-style-type: none"> <li>a) Outline arrangements for activity implementation including a description of partners.</li> <li>b) Outline due diligence process undertaken for each partner agency, and the proposed support or management arrangements in place for each partner.</li> <li>c) Outline the management and governance arrangements for the country plan.</li> <li>d) Outline who has responsibility for M&amp;E and reporting of activities and of the overall country plan.</li> <li>e) Identify additional capacity being sought from <i>Pacific Women</i> for assistance with country plan implementation</li> </ul>	<p><i>Implementation arrangements</i></p> <p><i>Implementation responsibilities include:</i></p> <ul style="list-style-type: none"> <li>- <i>Activity management and implementation</i></li> <li>- <i>Activity M&amp;E and reporting</i></li> <li>- <i>Program management and M&amp;E</i></li> <li>- <i>Program governance</i></li> <li>- <i>It is expected that each Country Plan will include a range of activities, delivery modalities and partners. Decisions for modalities will be based on value for money, competence and ability to deliver results for women.</i></li> </ul> <p><i>Modalities will include:</i></p> <ul style="list-style-type: none"> <li>- <i>Delivery through country programs staff</i></li> <li>- <i>Co-financing with multilateral, regional and bilateral agencies</i></li> <li>- <i>Managing SP(s) where appropriate and feasible within existing bilateral activities to deliver enhanced gender activities</i></li> <li>- <i>NGO/civil society/research funding grants for activities to test or deliver specific programs and provide long-term core support for advocacy and service delivery agencies.</i></li> </ul> <p><i>The design process needs to assess the capacity of partners to deliver the activities sought and also the capacity of DFAT and other stakeholder to manage and report on the country plan. Particular attention should be given to the following characteristics of partners:</i></p> <ul style="list-style-type: none"> <li>- <i>Aligned vision for gender justice</i></li> <li>- <i>Demonstrate good gender practice in their management arrangements</i></li> <li>- <i>Demonstrate capacity to deliver; including sound financial management practices, or the ability to improve such capacity</i></li> <li>- <i>Have the ability to directly impact the lives of poor women</i></li> </ul> <p><i>Implementation arrangements should also:</i></p> <ul style="list-style-type: none"> <li>- <i>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</i></li> <li>- <i>Maximise opportunities to improve coordination and harmonisation of initiatives being supported by other development partners</i></li> <li>- <i>Seek to establish efficient and effective administrative arrangements that are tailored to the human resource constraints faced by DFAT and delivery partners.</i></li> </ul>
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<p><i>Partner government engagement</i></p> <ul style="list-style-type: none"> <li>a) Briefly outline how the Country plan aligns with partner governments' development policies and plans (where appropriate)</li> <li>b) Briefly outline the ways in which the Country Plan aligns to the Pacific Partnership for Development.</li> </ul>	<p><i>Partner Government links</i></p> <p>Country plans should align with partner government gender policies and initiatives wherever possible. In the first instance, this may require working outside of existing government systems. Country plans may focus on improving the voice of women in demanding better governance at the political and administrative levels through support for coalitions in society advocating for such changes.</p> <p>In this section it is important to outline existing legislation and policies which support women's empowerment in the country, and any opportunities for further support and development.</p>
<p><i>Monitoring, evaluation and Learning</i></p> <ul style="list-style-type: none"> <li>a) Outline the M&amp;E processes for each activity and how outcomes and learning will be made available to DFAT and other stakeholders</li> <li>b) Identify the overall process for country plan M&amp;E, including how information about outcomes and learning will be reported to DFAT and other stakeholders</li> <li>c) How will data be analysed and used to inform project management, implementation and learning</li> <li>d) What additional research and inquiry will be supported by the country plan?</li> <li>e) What suggestions are there for wider research or evaluation which could be undertaken by <i>Pacific Women</i>?</li> </ul> <p><b>The M&amp;E plan should identify ways in which women will be involved in the assessment process on a regular basis. Explain how beneficiaries will be meaningfully involved in the M&amp;E activities.</b></p>	<p><i>Monitoring, evaluation and Learning</i></p> <p>M&amp;E has three purposes:</p> <ul style="list-style-type: none"> <li>- Learning and improvement (by implementing partners and DFAT)</li> <li>- Accountability requirements (to DFAT, in-country partners, communities etc.)</li> <li>- Informing and influencing stakeholders</li> </ul> <p>Each project in the Country Plan requires an individual M&amp;E plan to effectively monitor immediate outputs and outcomes, and to report to DFAT.</p> <p>Each country plan will need to consider how to use this information in two ways:</p> <ul style="list-style-type: none"> <li>- To contribute to the ongoing requirement by DFAT country programs to report their progress in gender equality and women empowerment at country level through QAI and APPR processes.</li> <li>- To contribute information to Pacific Women about change in any of the key change areas.</li> </ul> <p><i>Pacific Women</i> will also develop systems to collate and present M&amp;E information at the initiative level, drawing from activity and country data and additional monitoring and research.</p>
<p><i>Risk Management</i></p> <ul style="list-style-type: none"> <li>a) Provide a brief assessment of the major risks in implementing the Country Plan; include the capacity of partners, as well as risks related to the type of work and targeted beneficiaries.</li> <li>b) Outline key risk management strategies, including an analysis of additional technical or administrative support partners might require.</li> </ul>	<p>Effective programs tend to be risky, it is therefore important to clearly identify risks and develop appropriate management strategies.</p>

<p><i>Sustainability</i></p> <p>Outline how DFAT will support sustainability of the proposed activities. This might include policy engagement and influence and/or institutional strengthening/reform on gender equality and women's empowerment issues.</p>	
<p><i>Safeguards</i></p> <ul style="list-style-type: none"> <li>a) How will children be impacted by this program?</li> <li>b) What safeguards are in place to ensure children are protected and that this activity will not create a situation of risk or endangerment for children?</li> </ul>	

Attachment A: PROJECT SUMMARY (i.e. one for each proposed activity) 2-4 pages
Activity Name:
Implementing Agency and Partner Organisations:
Geographic Focus:
Estimated Start and End Dates:
Project Objectives and Expected Outcomes:
Estimated numbers of women as beneficiaries (disaggregated as far as possible to identify women with disability, and women who are living in poverty or are marginalised through other factors such as age, geography or ethnicity)
Description of how women will be involved in decision-making throughout the project and how the project will engage with men:
Broad description of the strategies/theory of change that are the basis for the work:
Proposed Monitoring, Evaluation and Learning approach: (a detailed M&E Framework should be included as an Annex to the project proposal)
Links to national/provincial/district/community development plans:

Key Challenges and Risks: (a detailed risk matrix should be included as an Annex to the project proposal)

*Identify the major risks to the project and how they will be managed.*

Sustainability and Exit Strategy:

*Explain what will be sustained after the end of the activity. Outline the strategy for building sustainability and how this will be managed and monitored through the life of the activity. This should include an outline of how lessons learnt and key policy outcomes will be disseminated.*

Total Budget and Amount Requested from DFAT:

What financial, technical and administrative resources are being provided by the implementing partner, other donors or government:

Attachment B: Financial Summary

Budget Required from DFAT					
Activity	2012-13	2013-14	2014-15	2015-16	2016-17

## Gender and Political Economy Analysis Tool

This tool is an initial attempt to provide a number of core questions which will be used to: a) engage local stakeholders and DFAT staff in the design process; b) undertake ongoing contextual analysis; c) make sense of and assess country plans; and d) provide an overall conceptual framework for the program, and its M&E process, building on work undertaken in the development of the Program Delivery Strategy.

We suggest that the basic conceptual model that should be used in the first instance is based on Rao and Kelleher's change model<sup>116</sup>. This is founded on the recognition that changes in gender equity require changes in inequitable social systems or institutions i.e. change 'the rules of the game'. Their model distinguishes between formal 'rules' - policies, laws, budgets etc. - and informal norms -attitude and beliefs. It also recognises personal and societal levels, and the importance of the interaction between the two.

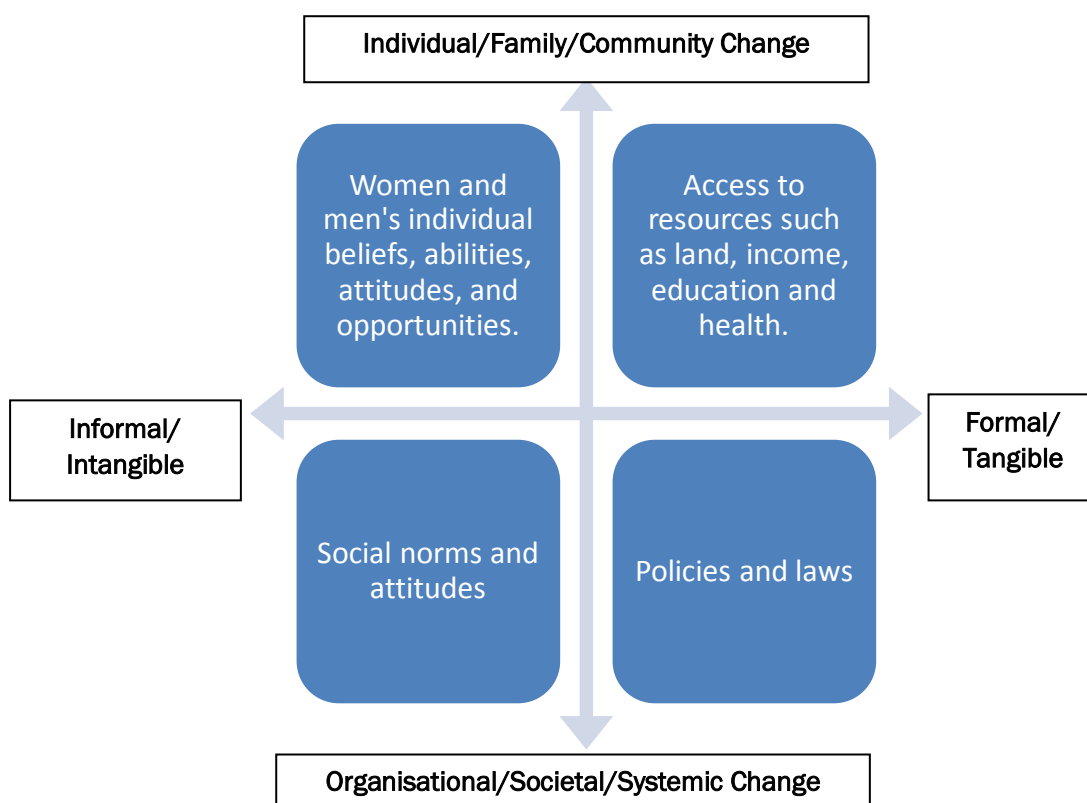


Fig 1 What Needs to Change (after Rao & Kelleher, 2010).

Implicit in this framework is an understanding of the difference between visible, hidden and invisible power<sup>117</sup> i.e. the difference between observable decision-making processes, the setting of the political agenda, and how meanings and values are shaped about what is considered 'normal'. Addressing types of power requires different strategies, as contextual analysis has to try and understand these dimensions and the linkages between them.

<sup>116</sup> See Rao and Kelleher (2010) 'Is there Life After Mainstreaming?', *Gender and Development* Vol13:2, 57-69

<sup>117</sup> See Miller, VeneKlasen, Reilly & Clark [Making Change Happen: Concepts for Revisioning Power for Justice, Equality and Peace](#), Jass Associates, see in particular pages11-12



For the purpose of this note, a set of questions is proposed for the three main pillars of the Pacific Women program: Increased Economic Opportunities for Women; Reduced Violence Against Women; and Improved women’s leadership and decision-making opportunities.

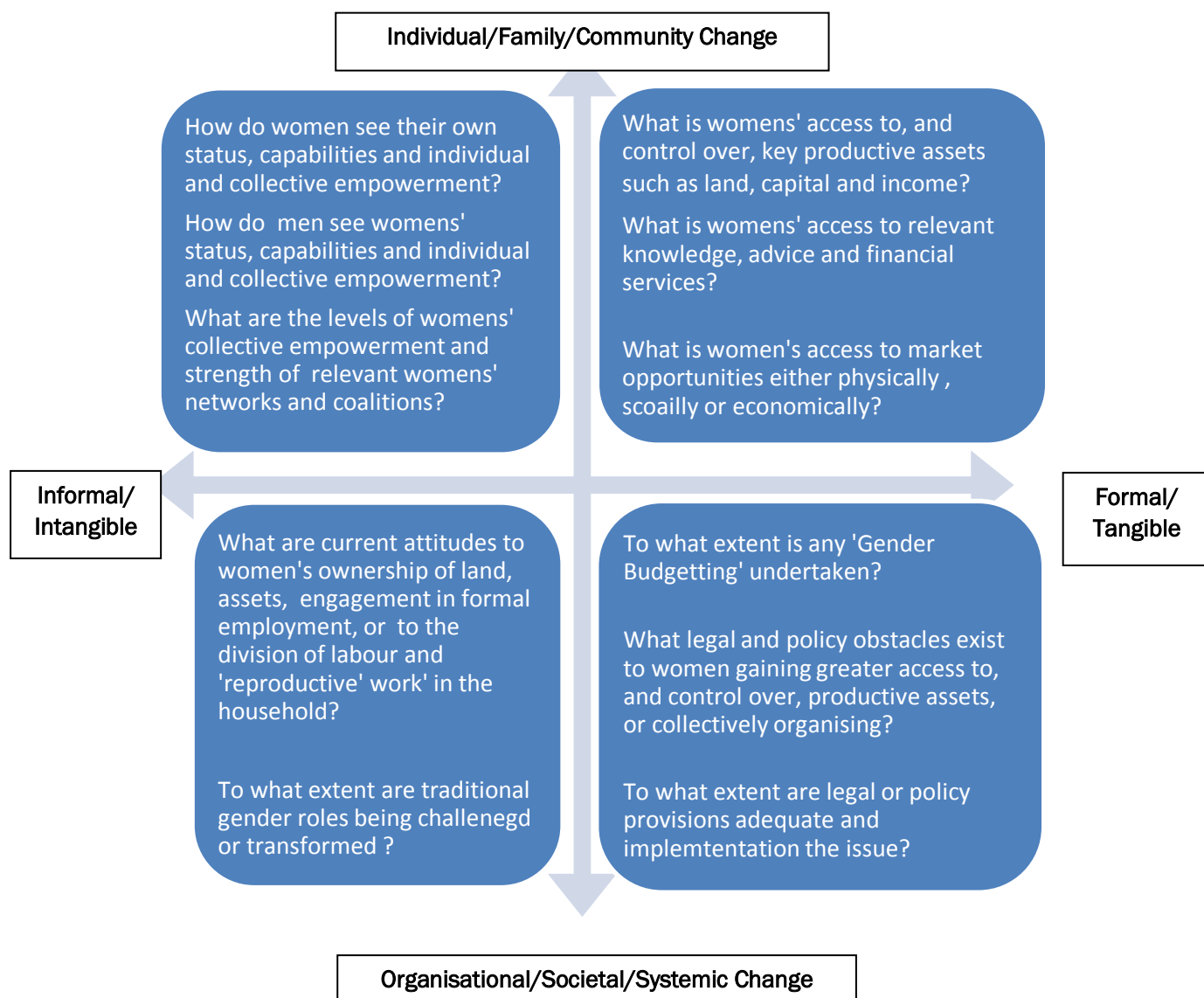
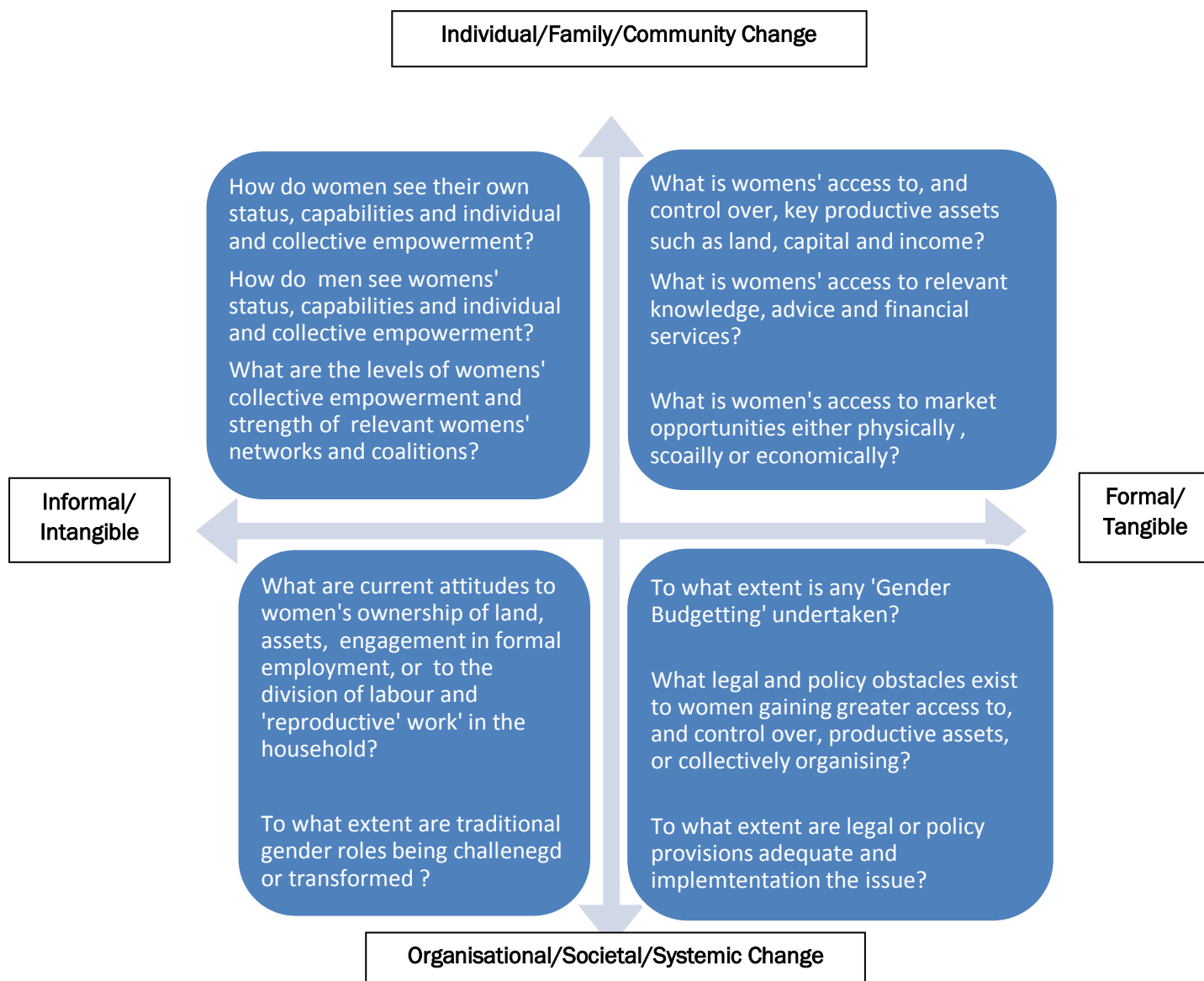


Fig 2 Women's Economic Opportunities – Key Questions

You will also need to consider:

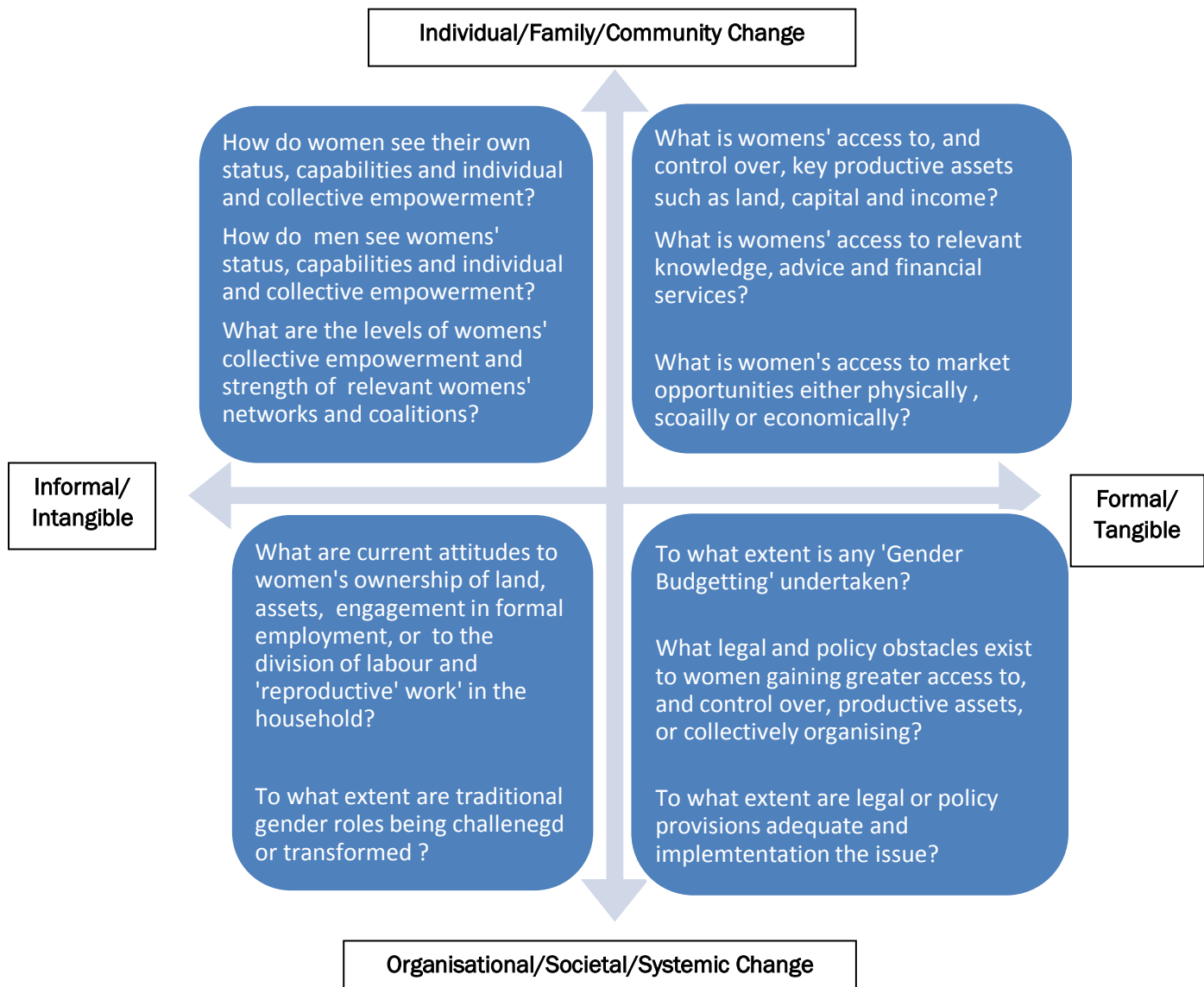
- Why is the Situation as it is? What determines these attitudes, levels of empowerment policies etc. in this context? Who are the main stakeholders in each quadrant and how do they relate?
- How do these issues differ amongst different groups or localities, and why?
- How are things changing, and why? What examples or situations exist where this is changing and what has brought that about? Who, or what, are the main drivers and blockers of change?



**Fig 3 Reducing Violence Against Women – Key Questions**

You will also need to consider:

- **Why is the Situation as it is? What determines these attitudes, levels of empowerment policies etc. in this context? Who are the main stakeholders in each quadrant and how do they relate?**
- **How do these issues differ amongst different groups or localities, and why?**
- **How are things changing, and why? What examples or situations exist where this is changing and what has brought that about? Who, or what, are the drivers and blockers of change?**



**Fig 4 Women's Leadership and Decision-making – Key Questions**

You will also need to consider:

- **Why is the Situation as it is? What determines these attitudes, levels of empowerment policies etc. in this context? Who are the main stakeholders in each quadrant and how do they relate?**
- **How do these issues differ amongst different groups or localities, and why?**
- **How are things changing, and why? What examples or situations exist where this is changing and what has brought that about? Who, or what, are the drivers and blockers of change?**

## Generic questions

As demonstrated above, there are a number of generic questions that relate to each quadrant, which can be tailored to each thematic area. In addition there are questions that can be asked about the quadrants related to each other for example:

- **Where are the key obstacles to, and opportunities for change? In whose interest is the status quo, and how might this balance of interests shift?**
- **Who are the major stakeholders, what coalitions and networks exist and how do they relate?**
- **How might opportunities in one quadrant i.e. strong women's coalitions, be mobilised to address obstacles in another i.e. poor implementation of existing policy?**
- **How might obstacles in one quadrant i.e. current attitudes to women as political leaders, need to be addressed before others might progress i.e. greater number of women in parliament?**
- **Where would it be valuable to try to support some change initiatives or openings for change, and where might it prove more challenging?**
- **Where is it likely that support from an external donor like Australia can help in promoting change and where might create a backlash?**

Furthermore none of these thematic domains are in reality separate from each other. Therefore progress, or obstacles, in one thematic area may well relate to another. For example progress on economic empowerment can be associated with changes in domestic violence, or leadership. Although thematic areas are separated as Key Result Areas for DFAT, it is critical that these linkages are not ignored.

Finally, these exercises are also about finding out where there is a solid body of evidence and experience and where there is less known or the conclusions are more tentative, or indeed where there might be differences or disagreements. This is important information to capture and allows for future monitoring and research to be targeted to areas where information is currently insufficient. Questions that might help elicit this include:

- **In what areas do we need to gather more information?**
- **Where might there be disagreements about strategies for change, and how might these be resolved?**
- **Is there information available from, or we need to cross check with, other sources to verify what we are hearing?**

These questions should be treated as a guide rather than used mechanically. They are an initial attempt to apply a consistent set of questions to the program. They will need adjustment in the light of the learning generated by the process. It is also recognised that these will need to be 'harmonised', where appropriate, with other political economy tools that may be used see Annex 2 (e.g. the State Building tools being trialled currently), and the Gender Performance Assessment Framework.

**NB These questions need to be used selectively depending upon what is useful to the participants. The main point is to deepen the analysis level and build on where they start.**

## ADDENDUMS

It is worth noting that each quadrant uses particular frameworks and principles to derive the questions.

### Quadrant 1 Informal/Individual-Family-Community

Frameworks for assessing empowerment<sup>118</sup> are used, distinguishing between:

- **Internal empowerment:** i.e. changes in self-esteem and self-confidence, knowledge and understanding of rights and taking action to claim rights. Also called 'power within'.
- **Changes in household relations:** changes in division of labour and decision-making in the household; changes in damaging traditional or cultural practices. Also referred to as 'power to'.
- **Collective empowerment:** changes in strength of groups, networks and coalitions; evidence of more collective action undertaken. Sometimes called 'power with'.

#### Quadrant 2 Formal/ Individual-Family-Community

Here we use Naila Kabeer's<sup>119</sup> emphasis on the importance of the ability to exercise choice based on three related dimensions:

- **resources** - defined broadly to include not only access, but also control, and future claims, to material, human and social resources;
- **agency** - including processes of decision-making, as well as less measurable manifestations of agency such as negotiation, deception and manipulation; and
- **achievements** - well-being outcomes.

#### Quadrant 3 Informal/Societal-Organisational-Systemic

Here we use the notion of Knowledge, Attitudes and Practices, and the importance of challenging existing norms and the socialisation of practices and ideologies which shape people's underlying beliefs about gender relations<sup>120</sup>. Dealing with the invisible face of the power relations that underpin these processes is an important and long-term process.

#### Quadrant 4 Formal/ Societal-Organisational-Systemic

Here we focus on the more visible elements of power, in particular:

- Budgeting and resources:** it is well recognised that 'following the money' and the allocation of budgets lies at the heart of the political and policy process. It is also an observable element of how power operates, as well as a key indicator of relative priorities and the likely success of policy reforms.
- Policies and laws:** the enactment of favourable legislation and policies is often the target of women's advocates. Assessing the relative completeness and robustness of the policy and legal environment can be an important part of a contextual analysis as these are instruments that can often be 'drawn down' by citizens and activists to further claims.
- Policy and legal implementation:** poor implementation of existing policies and legal frameworks can cause significant barriers to progress.

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<sup>118</sup> See for example Hunt, J. (2009) [Breaking the Shackles: Women's Empowerment in Sri Lanka](#), Oxfam Occasional Paper No.3 page 14 and Annex 1, for some more specific indicators in these areas.

<sup>119</sup> Naila Kabeer (1999) Resources, Agency, Achievements: Reflections on the Measurement of Women's Empowerment, Development and Change, [Volume 30, Issue 3](#), pages 435-464, July 1999

<sup>120</sup> See Miller et al ibid

## Other Political Economy Analysis Tools

The OECD defines political economy analysis as being “concerned with the interaction of political and economic processes in a society: the distribution of power and wealth between different groups and individuals, and the processes that create, sustain and transform these relationships over time”.

There are a number of political economy analysis<sup>121</sup> tools and frameworks that have been developed in the last few years. Some recent examples are listed below.

DFID’s 2009 [‘Political Economy Analysis How to Note’](#),

### Oxford Policy Management’s

- February 2012 Paper on [‘The evolving art of political economy analysis: Unlocking its practical potential through a more interactive approach’](#),
- September 2012 Paper on [‘Political economy analysis, aid effectiveness and the art of development management’](#) (which also includes a useful review of other political economy analysis frameworks)

### The World Bank’s

- 2012 handbook [Understanding policy change : how to apply political economy concepts in practice](#)
- 2009 paper [Problem Driven Governance and Political Economy Analysis](#)

### Murdoch University’s Asia Centre

- 2012 Analytical toolkit. [How to Build Alliances for Reform](#) ,
- [Policy Brief](#) presented to DFAT 2011

### GSDRC

- 2010 paper commissioned by DFAT on [Political and Social Analysis for Development Policy and Practice](#): an overview of five approaches.

While there are some differences between these approaches as the GSDRC report notes, they share a number of features:

1. The centrality of politics and vested interests.
2. The need to understand how a particular country or sector ‘works’ rather than starting with how one would like it to work.
3. Identifying underlying factors that shape political and economic processes and outcomes.
4. Focusing on institutions and the ‘rules of the game’, as well as agents of change.
5. And sometimes recognising that development agencies are themselves political players.

Second generation approaches to political economy analysis are suggesting that these approaches need to:

- Address the micro-politics of processes and stakeholder relations, as much as the macro political economy questions.
- Explore greater interaction and mutual learning with reformers as part of the process of political economy analysis.

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<sup>121</sup> For others see here <http://www.gsdr.org/go/topic-guides/political-economy-analysis/tools-for-political-economy-analysis>. For linked literature on gender and governance see here <http://www.gsdr.org/index.cfm?objectid=C7CD52A1-14C2-620A-273164740999A08E>

- More reflexivity and adaptability is required by donors to be able to take advantage of political economy analysis, which may challenge some of their managerial approaches.

### Assessment of Capacity

The next step in this process is an assessment of the relative strengths and weaknesses of reformers, organisations, networks and coalitions. It will be helpful if the program starts to develop some common approaches to this. Some initial thoughts are:

1. In line with recent thinking on capacity assessment, organisational assessments need to move beyond internal technical and mechanical analysis of process and procedures to include internal and external political dimensions of organisational evolution and change.

Different approaches to assessing capacity building		
	Functional Approach	Political Approach
<b>Internal systems – ‘Push’ strategies</b>	Assessment of formal structures, systems and skills: e.g. budgeting, planning, policy development	Assessment of degree to which internal leadership and dynamics support internal reformers, change internal culture, & create new incentives for learning and adaptation
<b>External Stakeholders – ‘Pull’ strategies</b>	Assessment of capacity of organisation or coalition to deal with other development partners e.g. Government Departments or Donors	Assessment of degree to which change occurs through external pressures: <ul style="list-style-type: none"> <li>• From Civil Society to demand better services,</li> <li>• From Whistle-blowers etc.</li> <li>• From opening up to feedback from, and learning with others</li> </ul>
Adapted Source: Bolger et al (2005)		

2. Work undertaken by the Developmental Leadership Program, and others on network and coalition analysis and capacity assessment could be explored<sup>122</sup>. See some possible questions that emerge from this.

#### Some key Questions about Coalitions from DLP’s work:

- How aligned is it to its local political and institutional context, and to its objectives?
- To what extent do coalition members agree on a common goal and on the rules of the game?
- Is there clear understanding among members of their role and interest in the coalition?
- Is the coalition of the right size to achieve its goals?

<sup>122</sup> See pages 12-14 of Roche and Kelly (2012) [The Evaluation of Politics and the Politics of Evaluation](#) and Wheeler and Leftwich (2012) [Coalitions in the Politics of Development](#)

- To what extent does the coalition include the right mix of members who can fill different roles (e.g. leaders, connectors, gatekeepers, enablers, change champions and provide linkages to key players outside the coalition)?
- Are there effective mechanisms for dealing with distrust and inequality among members, credible and enforceable commitments?
- Is there sufficient planning to anticipate strategic opportunities, and is this balanced with the flexibility to adapt to unexpected events and learning?

#### **Donor Assistance to Coalitions**

- How do donors change the dynamics of a coalition?
  - Is donor funding changing the level of resources among coalition members and skewing participant incentives?
  - Does the donor have sufficient contextual knowledge to identify and sensitively support the right issues, partners, people and methods?
  - Does the donor have sufficient flexibility to support coalitions to seize critical junctures if and when they arise?
3. Gender audit and organisational assessment tools could also be usefully employed for larger and more formal organisations or government departments<sup>123</sup>. See below for examples.

#### **Criteria used by CIDA to rate institutional strategy, structures and achievements**

1. **Gender Equality Results.** Institutional programming contributes toward gender equality development results. Institutional systems are in place to monitor results, and these are regularly reported on. (As in the Beijing Platform for Action or PFA, gender equality results refer to women's empowerment and equality of women and men.)
2. **Shift to a Gender Equality Focus.** The institution's approach (in its policy and related documentation on gender equality) reflects the international consensus reached in international documents, such as the Beijing PFA and the full implementation of CEDAW. Gender equality is seen as an explicit development goal and as integral to the achievement of other development such as the Millennium Development Goals (MDGs).
3. **Supportive Institutional Policy Framework.** Gender equality perspectives are evident in the major policy and planning documents guiding the work of the institution. For example, gender perspectives and/or expected results are evident in: Poverty reduction policies; Strategic plans; MDG implementation plans; Sectoral policies relating to environment, education, Post conflict, etc.; and Evaluations.
4. **Institutional Enabling Environment.** The institution has developed a comprehensive and systematic approach to ensure attention to gender equality results throughout the organization. Consider, for example: knowledge/skills of staff (commitment to develop these through training, etc.); operational manuals and tools; clear accountability structures for policy implementation; availability of expertise; budget allocations; and partnerships and consultations with women's organizations.
5. **Institutional Momentum and Commitment.** The institution demonstrates ongoing commitment to pursue gender equality objectives. This can be seen in: positive trends regarding the strength and profile of a gender equality unit; trends regarding institutional investments in gender equality; and speeches and statements by the leadership of the organization.
6. **Gender Balance/ Employment Equity.** The institution is working toward gender balance in staffing throughout the organization, in particular in management positions.

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<sup>123</sup> See CIDA's (2005) [Framework for Assessing Gender Quality Results](#), and in particular their tools for the assessment of agencies they will provide with core funding



## Annex Four: Summary of country plans and regional activities

Pacific Women Shaping Pacific Development – Activities in Country and Regional Work Plans – May 2014*				
Activity Name	Activity Summary	Expected Outcomes	Duration	Value
<b>Cook Islands</b>				
<b>An enabling environment for the full participation of women in economic development</b> (Gender and Development Division, Ministry of Internal Affairs)	<p>Strengthen capacity to:</p> <ul style="list-style-type: none"> <li>› Identify new economic opportunities for women.</li> <li>› Promote and support women’s businesses in the formal and informal sectors.</li> <li>› Support women’s access to financial services and other productive assets for the development of their enterprises.</li> <li>› Support the integration of women living with disability in socio-economic development.</li> </ul>	<ul style="list-style-type: none"> <li>› Women have access to increased livelihood options and economic opportunities.</li> <li>› Women have increased access to productive assets.</li> <li>› Women demonstrate stronger financial management capabilities.</li> </ul>	June 2013 – June 2015	\$590,000
<b>Strengthening capacity towards the elimination of violence against women</b> (Gender and Development Division, the Ministry of Police, and Punanga Tauturu Inc.)	<p>Strengthening capacity to:</p> <ul style="list-style-type: none"> <li>› Improve legal frameworks, law enforcement and justice systems.</li> <li>› Improve the coordination of services providers.</li> <li>› Enhance response and protective systems to address violence against women in communities.</li> </ul>	<p>Strengthened capacity to help improve:</p> <ul style="list-style-type: none"> <li>› Legal frameworks, law enforcement and justice systems.</li> <li>› Human rights based services to victims.</li> <li>› Community level mobilisation to intervene and protect survivors.</li> </ul>	February 2013 – June 2015	\$190,000
<b>Fiji</b>				
<b>Survey on multi-dimensional and gender-sensitive measure of poverty</b> (International Women’s Development Agency)	This project builds on the World Bank’s Poverty Mapping Study completed under the Fiji Country Strategy and provides the opportunity to identify the gendered aspects of poverty in communities. This will inform the delivery of subsequent activities under the Fiji Country Plan.	<ul style="list-style-type: none"> <li>› Provision of gender-sensitive poverty baseline data to measure change over time.</li> <li>› Gender sensitise the way poverty is defined and measured so that it genuinely reflects the realities of both women and men.</li> </ul>	2014-2015	\$250,000
<b>Markets for Change</b> (UN Women)	Responding to women’s needs for enhanced influence, infrastructure and security in the marketplace. The program focuses on economic security, the strengthening of local government institutions and procedures and the design and building of gender-responsive infrastructure.	<ul style="list-style-type: none"> <li>› Improved economic security of women market vendors.</li> <li>› Local governments and market management agencies are gender responsive, effective and accountable to the needs of women market vendors.</li> <li>› Improved infrastructure which is safer and more accessible for women.</li> </ul>	2014-2019	\$4,674,843

<b>Women's Economic Opportunities Scoping Study: to support the identification of economic opportunities for women</b>	A participatory scoping study on options for expanding women's economic opportunities; consultations will include government, women, men and family groups across urban and rural sites.	The Scoping Study will present options for expanding women's economic opportunities for Fiji. The Scoping Study will also investigate how women can be supported to move from small to medium business.	2014-2015	\$50,000
<b>Enhancing women's participation in decision-making through strengthened community radio transmission</b> - FemLINKPACIFIC	Upgrade community radio infrastructure to increase transmission and reach of femTALK's 98FM radio transmission.	Rural women have access to safe spaces to practice leadership and build confidence to influence national policy processes.	2014-2016	\$186,000
<b>Institutional strengthening of women's civil society organisations and small grants</b>	<ul style="list-style-type: none"> <li>› Targeted capacity building support to women's civil society.</li> <li>› Targeted small grants to implement gender equality programs aligned with Pacific Women Key Result Areas.</li> </ul>	<ul style="list-style-type: none"> <li>› Increased capacity of women's civil society.</li> <li>› Civil society organisations, particularly women's organisations, have access to funding to directly address gender inequality in line with Pacific Women's objectives.</li> </ul>	2014-2017	\$80,000
<b>Gender mainstreaming of Australian aid bilateral programming</b>	Resource technical assistance to ensure that design, implementation and monitoring and evaluation properly address the needs of women and men.	<ul style="list-style-type: none"> <li>› Improved outcomes for women and girls in sector programs.</li> <li>› Improved quality and quantity of gender sensitive M&amp;E data.</li> </ul>	2014-2017	\$1,500,000
<b>Kiribati</b>				
<b>Training for prospective women leaders at the national and island council level</b>	Engage an organisation to run National 'Practice' Parliament for women.	<ul style="list-style-type: none"> <li>› A proportion of women who participate in training will contest seats in the general election.</li> <li>› Increased information available on the barriers and enablers to women's political participation.</li> </ul>	To be determined	\$140,000
<b>To support identification of improved economic opportunities for rural and urban women</b>	A participatory feasibility study on options for improving women's economic opportunities. Consultation will include government, women, men and family groups in selected urban and rural sites.	A report which documents options for improving women's economic opportunities. The study will document gender and cultural norms on women's labour and earnings; how wages are controlled and distributed within households, and who benefits; male and female perceptions of women's economic 'mobility', and contribution.	By June 2014	\$50,000
<b>Support the implementation of the national plan to Eliminate Sexual and Gender Based Violence</b>	Provide start-up funding package for first formal crisis centre in Kiribati.	First formal crisis centre and services are operational in Tarawa and the outer Islands.	5 years from January 2014	\$1,245,000 over 3 years

<b>Gender Advisor</b>	Gender Advisor provides mentoring, capacity building and expert advice on how to strengthen the Australian aid program's gender focus of sector programs.	<ul style="list-style-type: none"> <li>&gt; Improved outcomes for women and girls in sector programs.</li> <li>&gt; Improved gender sensitive M&amp;E data.</li> <li>&gt; DFAT program staff report increased capacity in relation to gender mainstreaming.</li> </ul>	3 years	\$369,000
<b>Papua New Guinea</b>				
<b>Enhancing inclusion in community driven development projects in PNG</b> (World Bank)	Support an approach to planning that works to ensure women are involved in decision-making at community and district level regarding allocation of funds, contributing to changing gender norms and demonstrating women's involvement in decision making. The program will also fund an impact evaluation of different models of women's leadership in three project sites: Western Province (interesting as it is an extractive industry area); Central; and Bougainville.	<ul style="list-style-type: none"> <li>&gt; More women in decision-making at local level, leading to changes to social norms.</li> <li>&gt; Better targeted local economic infrastructure through women's participation.</li> <li>&gt; Assessment of impact of women's participation at local level leading to more effective programming.</li> </ul>	2013-2016	\$3,152,200
<b>Increased women's representation in Local Government</b> (Centre for Democratic Institutions, UN; Office for Development of Women (Department for Community Development, GoPNG) and National Council of Women)	Increase women's representation at the local level, during local elections scheduled for June/July 2013. The four planned elements of the proposed strategy include: developing a handbook for intending candidates; a media information and talk-back radio campaign; a program of phone-based advisory support for intending candidates; and compilation of a register of candidates.	<ul style="list-style-type: none"> <li>&gt; Increase in the number of women elected into local level government.</li> <li>&gt; Better understanding of women's political participation at the local level.</li> </ul>	2012-2013	\$350,000
<b>Women's empowerment in the coffee industry</b> (CARE Australia and the PNG Coffee Industry Corporation)	The program will support women's advocacy to reform aspects of the coffee industry to open up cash cropping opportunities for women farmers in remote areas of Eastern Highlands Province. It will increase the number of skilled women extension officers directly supporting women farmers and improve their farming techniques.	<ul style="list-style-type: none"> <li>&gt; Increased money within women's control.</li> <li>&gt; Builds the capacity of individual women and coffee cooperatives to improve production and women's access to resources.</li> <li>&gt; Improved women's advocacy within the coffee industry.</li> </ul>	2013-2017	\$1,990,410
<b>Port Moresby: A Safe City for Women</b> (UN Women)	The program is improving produce markets in Port Moresby to increase women's safety in public spaces and to increase poor women's income. It will support women vendors' advocacy to local government to meet their ongoing needs at markets. The program can already demonstrate impact; Gerehu market has been upgraded functional toilets installed and safe for women to use, market bylaws improved and policed, agreement by National Capital District Commission to establish a mechanised system of taxation that is fairer and safer for women.	<ul style="list-style-type: none"> <li>&gt; Three markets in PNG are refurbished.</li> <li>&gt; Women's advocacy effects changes to bylaws and tax collection at markets.</li> <li>&gt; Better security protecting women's safety.</li> <li>&gt; Increased income for poor women.</li> <li>&gt; Increase revenue for National Capital District Commission to improve investment in markets and sustain the program.</li> </ul>	2014-2019	\$3,520,000

<p><b>Research: the relationship between women's economic empowerment and violence against women</b> (State, Society and Governance in Melanesia and the International Women's Development Agency)</p>	<p>The research will cover PNG, Solomon Islands and Vanuatu and seeks to answer the question of how to empower women economically and improve their livelihood security without compromising their safety.</p>	<ul style="list-style-type: none"> <li>› The results from the research is used to inform a wide range of activities, including DFAT supported financial inclusion and private sector programs, and ending violence against women programs.</li> <li>› Share research through: financial research report, briefings, discussion papers, academic papers, case studies and practitioner guidance material to support dissemination of findings at community level.</li> </ul>	<p>2014-2016</p>	<p>\$400,000</p>
<p><b>Support for Highlands Women's Human Rights Defenders' Network and Repatriation research</b> (Oxfam International, Highland Women's Human Rights Defenders' Network)</p>	<ul style="list-style-type: none"> <li>› Activities will focus on prevention work that challenges traditional community attitudes to sorcery; investments in organisational development for partners; and men and boys behavioural change activities.</li> <li>› Research on informal and formal repatriation will explore whether repatriation for women is a viable pathway out of violence, and will engage with Government around potential funding models, protocols, and referral pathways for managing repatriation.</li> </ul>	<ul style="list-style-type: none"> <li>› Better understanding of the drivers of sorcery related violence.</li> <li>› Better support services for survivors of sorcery related violence, tribal and domestic violence.</li> <li>› Assessment of innovative social protection model for survivors of violence with a view to scale up.</li> <li>› Effective women's network advocating solutions to more clearly defined problems.</li> </ul>	<p>2013-2015</p>	<p>\$605,590</p>
<p><b>Strengthening national coordination, implementation and monitoring mechanisms for zero tolerance towards Family and Sexual Violence</b> (UNDP and the Government of PNG)</p>	<p>This program will provide support to GoPNG to lead a coordinated response to support survivors of violence and contribute towards eliminating it through champions for change. The program will provide a package of capacity development support for Government at all levels, leading to better service delivery through local NGO partners.</p>	<ul style="list-style-type: none"> <li>› National database on prevalence, incidence, service provision and prevention intervention.</li> <li>› National Coordination &amp; Monitoring mechanism strengthened.</li> <li>› Provincial FSVACs have increased capacity to coordinate, refer, monitor and secure professional interventions.</li> <li>› Champions and community mobilizers in 11 provinces have the skills to raise awareness, report, and refer incidents related to gender violence and family and sexual based violence.</li> </ul>	<p>2014-2107</p>	<p>\$4,000,000</p>
<p><b>Family Support Centre at Eastern Highlands hospital</b> (Eastern Highlands Provincial Health Authority)</p>	<p>This project will increase support services through a strengthened and effective Family and Sexual Violence Steering Committee in Eastern Highlands Province. The project will also refurbish the Eastern Highlands Family Support Centre to provide essential services and coordination around service delivery to survivors of violence</p>	<ul style="list-style-type: none"> <li>› An effective referral network established to provide services to women survivors of violence.</li> <li>› Family Support Centre at the hospital established, and functioning, providing a model for National Department of Health to use in other provinces</li> </ul>	<p>2013-2015</p>	<p>\$300,000</p>
<p><b>Building the capacity of PNG's Family and Sexual Violence Action Committee (FSVAC)</b></p>	<p>FSVAC plays a key role in the movement to eliminate violence against women in PNG. It also coordinates hospital-based Family Support Centres and other FSV services. The project responds to a request from the Committee to engage a trusted facilitator to assess and build their capacity to enable them to meet their national mandate. This facilitator will map and</p>	<ul style="list-style-type: none"> <li>› Better quality support services for women provided across the country.</li> <li>› Ten Family Support Centres based in provincial hospitals assessed and plans to reopen and offer quality services agreed with government and</li> </ul>	<p>2014-2016</p>	<p>\$200,000</p>

	assess current hospital based Family Support Centres, and discuss with the National and Provincial government agreed strategies for planning and implementing FSCs through the national health system	community stakeholder. <ul style="list-style-type: none"> <li>› A national advocacy network able to advocate effectively to achieve changes in government legislation; improve funding for support services and bring together evidence of effective approaches reduce violence against women.</li> </ul>		
<b>Family and Sexual Violence Case Management Centre</b> (Oxfam Australia)	The Case Management Centre (CMC) will have three roles: individual case work; cross-sectoral coordination, lobbying, training and resourcing; and operations-based evaluation and advocacy. The aim of the CMC is to ensure that survivors of violence receive not medial support, but also shelter, repatriation and legal redress.	<ul style="list-style-type: none"> <li>› CMC is supporting survivors to access emergency medical care (provided by FSC and health sector); access able emergency services and shelter of an adequate duration and standard; and information to help obtain policing, legal and social services.</li> </ul>	2014-2017	\$3,405,800
<b>Republic of the Marshall Islands</b>				
<b>Establish a domestic violence counselling service</b>	<ul style="list-style-type: none"> <li>› Provide technical assistance and work with a local counterpart to assess options and develop a detailed costed design to establish, manage, and monitor a domestic violence counselling service appropriate to the RMI context.</li> <li>› Twinning arrangements between WUTMI and Fiji Women's Crisis Centre to provide training and ongoing support it establish and deliver a domestic violence crisis service.</li> <li>› Develop protocols and guidelines for service delivery.</li> <li>› Service established and operational in RMI.</li> </ul>	<ul style="list-style-type: none"> <li>› A culturally appropriate domestic violence counselling service established in RMI.</li> <li>› Referral links between relevant services established and utilised.</li> <li>› Survivors of violence are increasingly accessing culturally appropriate domestic violence counselling services.</li> </ul>	2014-2016	\$400,000
<b>Organisational capacity development and options for ongoing funding for WUTMI</b>	<ul style="list-style-type: none"> <li>› Undertake a capacity assessment of WUTMI to identify organisational capacity development needs.</li> <li>› Implement organisational capacity development strategies.</li> <li>› Explore options for and establish mechanisms for provision of ongoing funding.</li> </ul>	<ul style="list-style-type: none"> <li>› Ongoing financial stability for WUTMI.</li> <li>› Improved staff skills in financial management, community development and M&amp;E.</li> <li>› Increased capacity of WUTMI to focus on influencing strategic change for women and girls.</li> </ul>	2014-2016	\$200,000
<b>Samoa</b>				
<b>Support for implementation of the MWCSG Gender Plan 2013 – 2018, including organisational capacity development</b>	<ul style="list-style-type: none"> <li>› Conduct further design work in 2013 to define community programs and activities to support.</li> <li>› Design work will also scope capacity development needs and strategies for MWCSG, including potential support for the Ministry's whole-of-government role in gender-specific policy analysis and development.</li> </ul>	<ul style="list-style-type: none"> <li>› Sustainable economic development for women.</li> <li>› Increased participation of women in public life and decision-making.</li> <li>› Increased awareness and capacity of communities to address gender-based violence.</li> </ul>	2014-2018	\$2,080,000  \$380,000

<b>Family Safety Survey</b>	Support for MWCSA's Family Health and Safety Survey (with the Bureau of Statistics) to provide an evidence base to inform implementation and enforcement of the recently-passed Family Safety Act 2013.	Increased evidence base to inform policy and practice to reduce violence against women.	2014 - 2015	\$270,000
<b>Research on the role/impact of the church in supporting gender equality in Samoa</b>	<ul style="list-style-type: none"> <li>› Inform policies and programs of the Government of Samoa, NGO partners (including faith-based organisations) development partners and other stakeholders.</li> <li>› influence attitudinal and behaviour change at societal, family and individual levels.</li> </ul>	<ul style="list-style-type: none"> <li>› Stronger evidence base on effective strategies for working with church leaders and faith-based organisations to influence attitudinal and behavioural change to support gender equality and empowerment of women.</li> </ul>	2015-2016	\$180,000
<b>Achieving Gender Outcomes through Sport in Samoa</b>	Support existing programs implemented through the Australian Sports Commission in Samoa to strengthen the focus on achieving gender outcomes through sport.	<ul style="list-style-type: none"> <li>› Development-through-sport policy and practice in Samoa is evidence based.</li> <li>› Increased leadership and decision-making opportunities for women and girls participating in sports.</li> <li>› Positive attitudinal change about gender equality and women's agency.</li> <li>› Increased participation in sport-based programs achieves measurable health outcomes for women and girls.</li> </ul>	2014-2017	Funded through existing DFAT Program funding to the Australian Sports Commission
<b>Gender Advisor</b>	<p>A Gender Advisor will be engaged to:</p> <ul style="list-style-type: none"> <li>› Lead management of the country plan, M&amp;E and reporting.</li> <li>› Provide technical and policy advice to key stakeholders on implementing, monitoring and integrating gender equality approaches in current and future programming.</li> </ul>	<ul style="list-style-type: none"> <li>› Results and lessons learned from activities implemented through the country plan are well analysed and reported to inform future programming.</li> <li>› Improved gender equality and women's empowerment outcomes across all relevant programs in Samoa.</li> </ul>	2014-2018	\$300,000

Solomon Islands				
<b>Recognising shared interests of Australia and Solomon Islands in the advancement of gender equality</b> (Ministry of Women, Youth, Children and Family Affairs)	The program aims to strengthen the capacity of MWYCFA to progress its priority outcomes in accordance with its Gender Equality and Women's Development Policy, particularly in relation to elimination of violence against women, women's economic empowerment and women's leadership.	<ul style="list-style-type: none"> <li>› MWYCFA's institutional capacity and strategy, and policy are strengthened.</li> <li>› Consultations and advocacy on gender issues are not limited to Honiara.</li> <li>› Improved SIG Gender mainstreaming.</li> <li>› Donors demonstrate stronger harmonisation and more effectiveness in supporting the MWYCFA.</li> <li>› Solomon Islands and Australia maximise their input on the Executive Board of UN Women.</li> <li>› The Solomon Islands Ambassador for Women (if appointed) is supported in this new role.</li> </ul>	1 July 2013 – 30 June 2016	\$410,696
<b>Markets for Change</b> (UN Women)	This project will commence in Honiara Central Market, to improve market governance, management, infrastructure and services to increase women's economic empowerment and reduce violence against women.	<ul style="list-style-type: none"> <li>› Women market vendors and their coalitions have the skills to lead market reform.</li> <li>› Local government and market management are accountable to promoting women vendors' economic rights and gender equality in markets.</li> <li>› Improved market infrastructure, systems, relations, and services contribute to women's economic opportunity and empowerment in the context of the market.</li> </ul>	2014-2019	\$2,461,470
<b>Let's Make our Families Safe program</b>	The program will support existing and new community level action to prevent violence from happening in the home; and help to establish coalitions between the civil society groups, services providers, churches and government agencies that are working to prevent family violence.	<ul style="list-style-type: none"> <li>› In targeted provinces women report that they have options for dealing with family violence when it occurs and that their communities have strategies to prevent family violence</li> <li>› Service providers in targeted provinces are now identifying and responding to victims of family and sexual violence</li> </ul>	2014-2016	\$3,900,000
<b>Christian Care Centre</b>	This program will support the Christian Care Centre refuge in Solomon Islands for women and children.	<ul style="list-style-type: none"> <li>› Women and children will be given refuge from family violence and be provided with training and counselling</li> <li>› Christian Care Centre's organisational management will be strengthened</li> </ul>	2013-2014	\$100,000
<b>Research: the relationship between women's economic empowerment and violence against women</b> (State, Society	The research will cover PNG, Solomon Islands and Vanuatu and seeks to answer the question of how to empower women economically and improve their livelihood security without compromising their safety.	<ul style="list-style-type: none"> <li>› The results from the research is used to inform a wide range of activities, including DFAT supported financial inclusion and private sector programs, and ending violence against women programs.</li> </ul>	2014-2016	\$187,586



and Governance in Melanesia and the International Women's Development Agency)		<ul style="list-style-type: none"> <li>› Share research through: financial research report, briefings, discussion papers, academic papers, case studies and practitioner guidance material to support dissemination of findings at community level.</li> </ul>		
<b>Tonga</b>				
<b>Research on impacts of seasonal migrant worker scheme on women and men</b>	<ul style="list-style-type: none"> <li>› Investigate the social and economic impacts of the seasonal migrant worker scheme on women and men in migrant-sending households in Tonga</li> <li>› Develop recommendations for measures to protect or enhance benefits of the scheme for women and men</li> </ul>	<ul style="list-style-type: none"> <li>› Evidence on the social and economic impacts of the scheme on women to inform the program and enhance protections and benefits for women</li> <li>› Improved gender responsive seasonal migration programs</li> </ul>	Three years from 2014	\$550,000
<b>Funding to government for key women's and violence against women events</b> (Division of Women's Affairs)	Continuation of annual tranche to government to fund Division of Women's Affairs media and events for International Women's Day, White Ribbon Day etc.	<ul style="list-style-type: none"> <li>› Maintenance of national profile for women's issues and the elimination of violence against women (EVAW)</li> </ul>	Three years from 2014	\$48,000
<b>Capacity assessment and support to women's organisations</b>	<ul style="list-style-type: none"> <li>› Design for package of capacity development for identified women's organisations that are supporting women in small and medium enterprises.</li> <li>› Provision of capacity development sessions, individualised follow up and mentoring, which may include support for development of business strategies and marketing strategies.</li> </ul>	<ul style="list-style-type: none"> <li>› Strengthened organisational and technical capacity of leading women's organisations in Tonga</li> <li>› Increased knowledge of capacity and challenges of supporting women in small and medium enterprise to inform Phase II</li> </ul>	Three years from 2014	\$74,500
<b>Integrated package to respond to violence against women</b> (Tonga Women and Children Crisis Centre and Tonga National Centre for Women and Children)	<ul style="list-style-type: none"> <li>› Provide core funding to two existing violence against women (VAW) service providers.</li> <li>› Resource a consultation for a costed implementation and dissemination plan for the Family Protection Act.</li> <li>› Fund dissemination plan, including Tongan language version of the Act, and a series of community conversations on what men and women perceive to be the root cause of violence against women.</li> <li>› Facilitate a process to produce a set of minimum standards and referral pathways for survivors of violence. This includes consultations with women, including women with disabilities, rural women on Tongatapu, young women and women on at least one outer island.</li> </ul>	<ul style="list-style-type: none"> <li>› Increased quality and coverage of services for survivors of violence</li> <li>› Strengthened multi-sectoral action for the prevention and response to VAW</li> <li>› Increased community awareness of VAW as a crime, and of services available</li> <li>› Stronger collaboration between service providers</li> </ul>	Three years from 2014	\$1,446,000
<b>Gender Advisor to strengthen design and M&amp;E of programs</b>	<ul style="list-style-type: none"> <li>› Engage a gender specialist to strengthen DFAT's gender focus of sector wide programs. Priority programs include: Curriculum development under the Tonga Education Support Program, Tonga Health Systems Support Program; Tonga</li> </ul>	<ul style="list-style-type: none"> <li>› Improved outcomes for women in sectoral programs</li> <li>› Increased counterpart capacity to analyse and use sex-disaggregated or gender-specific data for</li> </ul>	Three years from 2014	\$292,080

	<p>TVET Program; and UNDP Tonga Governance Strengthening Program.</p> <ul style="list-style-type: none"> <li>› Provide capacity building in gender analysis, gender mainstreaming and use of gender responsive data for sectoral program managers and Government of Tonga counterparts.</li> </ul>	<p>programming</p> <ul style="list-style-type: none"> <li>› Generation of evidence on women's voting and leadership prerogatives.</li> </ul>		
<b>Effective management and monitoring and evaluation of the country plan</b>	<ul style="list-style-type: none"> <li>› Gender Advisor will provide advice and technical support to the formation of a M&amp;E framework for the Country Plan.</li> </ul>	<ul style="list-style-type: none"> <li>› High quality and quantity of M&amp;E data from <i>Pacific Women</i> funding.</li> </ul>	Three years from 2014	\$233,029
<b>Vanuatu</b>				
<b>Support the introduction of reserved seats for women at Provincial Council level</b>	<ul style="list-style-type: none"> <li>› Develop alternative approaches to boost women's participation in politics.</li> <li>› Provide technical assistance through a Gender Advisor on best practice methods of increasing women's political participation.</li> <li>› Collaboration with Australian and Melanesian political parties to share experiences of gender equality issues in politics.</li> <li>› Build capacity of the Department of Women's Affairs to implement work plan: support training of different stakeholders and information sharing to gain understanding on the role and functions of the Department.</li> </ul>	<ul style="list-style-type: none"> <li>› Women fill 30% of seats in Port Vila and Luganville Municipal Councils.</li> <li>› Women members of Port Vila and Luganville Municipal Councils are effective and influencing policies and legislation that improves gender equality outcomes for women.</li> <li>› Women candidates able to contest 26+ seats at the 2016 National elections.</li> <li>› Political parties increase number of winnable electorates for which they endorse only women candidates.</li> <li>› DWA's capacity to support women's political participation is increased.</li> <li>› Work plan for the first year to support the Department's capacity in the implementation of the National Gender Recommendation.</li> <li>› Sustained advocacy and dialogue on support for women's empowerment in Vanuatu.</li> </ul>	Three year program, starting FY2013-14	\$220,000
<b>Markets for Change (UN Women)</b>	<ul style="list-style-type: none"> <li>› Establish Women Market Vendors Group</li> <li>› Strengthen local government collaboration and ownership over market places</li> <li>› Improve physical infrastructure of market places</li> <li>› Provide women market vendors with financial literacy training and increase access to financial services</li> </ul>	<ul style="list-style-type: none"> <li>› Women Market Vendors Group meets regularly and can demonstrate examples of influencing market management decision-making processes which have resulted in benefit to women vendors.</li> <li>› Improved income security for women market vendors.</li> <li>› Market management able to operate markets in ways that clearly benefit women vendors.</li> <li>› Markets are more sustainable, accessible and safer for women vendors.</li> </ul>	April 2014 – June 2019	\$2,863,687

<p><b>Expand funding for Vanuatu Technical and Vocational Education and Training to improve training and employment outcomes for women and girls</b></p>	<ul style="list-style-type: none"> <li>› Conduct training for women, focused on tourism and agribusiness.</li> <li>› TVET Business Development Services provide individual coaching to women to improve business skills.</li> <li>› Provide support to the <i>National Workplace Literacy and Numeracy Strategy</i> to increase women's opportunities for paid employment.</li> <li>› Training and national/regional certification of women trainers in tourism and agribusiness.</li> <li>› Case studies to assess how TVET services are benefiting women.</li> </ul>	<ul style="list-style-type: none"> <li>› Increase employment opportunities for women.</li> <li>› Nationally recognised certification recognised for women trainers in tourism and agribusiness.</li> <li>› Women's literacy and ability to participate in other TVET training has been increased by the National Workplace Literacy and Numeracy Strategy.</li> <li>› 300 women mentored and coached in small business development in coordination with UN Women's Markets for Change program.</li> </ul>	<p>2013 –2016</p>	<p>\$686,397</p>
<p><b>Prevention of violence against women</b></p>	<ul style="list-style-type: none"> <li>› Collaborate with Vanuatu Women's Centre and explore other ways to prevent gender violence that build on VWC's work including: <ul style="list-style-type: none"> <li>› Support DWA to deliver and monitor the implementation of the Family Protection Act.</li> <li>› Conduct research on the crisis service needs of rural women.</li> <li>› Provide financial and technical support as identified/recommended by the above crisis service provider research.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>› Expanded support services improving the scope, geographic coverage and quality of services provided.</li> <li>› The Family Protection Act applied in all sectors throughout Vanuatu.</li> <li>› Research completed and recommendations for a rural crisis and support service provided.</li> </ul>	<p>Three year program, starting FY13-14</p>	<p>\$230,000</p>
<p><b>Regional</b></p>				
<p><b>Research: Improving women's leadership, political participation and decision-making in the Pacific</b> (State, Society and Governance in Melanesia)</p>	<p>The research program will identify the success factors and pathways to women's leadership and decision-making at political and community levels</p>	<ul style="list-style-type: none"> <li>› Identification of characteristics and success factors for women at all levels of leadership to inform future Australian aid policy and program development.</li> <li>› Identification of pathways to women's leadership in the Pacific to inform future policy and program development.</li> </ul>	<p>2014–2017</p>	<p>\$313,000</p>
<p><b>Gender Stocktakes and Gender Statistics</b> (SPC)</p>	<p>SPC will undertake stocktakes of government capacity to integrate gender equality and women's empowerment issues. SPC will also strengthen the collection and analysis of data to better track outcomes</p>	<ul style="list-style-type: none"> <li>› Improved gender outcomes across all sectors of Pacific Island governments based on the findings and recommendations made through the gender stocktakes in 10 Pacific countries.</li> <li>› Improved regional gender statistics to inform policy and program development.</li> </ul>	<p>2013–2018</p>	<p>\$3,817,331</p>

<b>Review of programs aimed at EAW in the Pacific</b> (International Center for Research on Women)	An independent review of six Australian aid funded initiatives in the Pacific that represent different approaches to addressing violence against women.	The findings of the review will inform future Australian aid policy and programs in ending violence against women.	2013-2014	\$408,000
<b>Australian-Pacific Women Parliamentary Partnerships Project</b> (International and Community Relations Office, Department of the House of Representatives)	The project will build the capacity of Pacific women parliamentarians and their staff so gender equality issues are better addressed in parliament.	<ul style="list-style-type: none"> <li>› Pacific women parliamentarians are supported in their parliamentary and representational work and are better able to use parliamentary mechanisms to raise gender equality issues.</li> <li>› Pacific parliaments have improved mechanisms to effectively consider gender equality issues and engage their communities on those issues.</li> <li>› Parliamentary staff have improved capacity to support the gender equality work of parliaments.</li> </ul>	2013-2018	\$2,701,925
<b>Gender Equality in Political Governance</b> (UN Women)	This program aims to improve governance mechanisms, through increased women's transformative political participation in informal and formal systems.	<ul style="list-style-type: none"> <li>› Formation of the Building Resources in Democracy and Gender Elections Networks in Solomon Islands, Vanuatu and Fiji.</li> <li>› Development of a Temporary Special Measures (TSM) Options Paper for Solomon Islands.</li> <li>› Drafting and translating the TSM Frequently Asked Questions document into local language in Vanuatu.</li> </ul>	2013	\$200,000 (contribution to larger program)
<b>Private Sector Development Initiative</b> (Asian Development Bank)	This initiative aims to reduce barriers to women's economic empowerment, with a focus on formal market places.	<ul style="list-style-type: none"> <li>› Sustained economic growth in Pacific member countries: increased incomes and improved economic opportunities for women.</li> <li>› Businesses and households have improved access to financial services; selected business laws promote inclusive business formation, investment, entrepreneurship and trade.</li> <li>› Poorer sections of the population and women will have improved access to formal business activity.</li> <li>› Pilot initiatives promoting the economic empowerment of women will be successfully implemented.</li> </ul>	2013-2015	\$500,000
<b>Business Coalition for Women</b> (International Finance Corporation)	Australian and Pacific businesses have formed a Pacific Business Coalition for Women to improve the status and safety of women in workplaces and to empower women economically: currently implemented in Papua New Guinea, the program will expand to other Pacific countries in 2014	<ul style="list-style-type: none"> <li>› An increase in the percentage of Pacific women in senior management positions.</li> <li>› Linking of Australian and Pacific Island companies with relevant skills and shared experiences.</li> <li>› Violence against women in the Pacific will be reduced as companies develop and implement 'Violence</li> </ul>	2014-2018	TBD

		<p>against Women Strategies' in the workplace.</p> <ul style="list-style-type: none"> <li>&gt; An increase in the number of women on executive boards.</li> <li>&gt; Businesses share experiences and access opportunities around working with local indigenous business and populations.</li> </ul>		
<b>Fund to End Violence Against Women</b> (UN Women)	The Fund supports civil society organisations to prevent violence and provide services for survivors of violence, including for counselling, paralegal aid, shelter and referral services. The Fund also builds the capacity of organisations working to end violence against women through training in advocacy, law reform, women's human rights, community education and counselling services.	Civil society organisations supported to implement innovative programs aimed at ending violence against women.	2014-2015	\$800,000 (contribution to larger program)
<b>Pacific Women Website</b>	A 'Pacific Women' website has been established as an online information portal that facilitates and supports the exchange of information, experience and learning on a range of responses to gender inequality in the region.	<ul style="list-style-type: none"> <li>&gt; Improved information sharing in the Pacific region on responses to gender inequality.</li> <li>&gt; Increased awareness and knowledge by individuals and organisations of gender issues in the Pacific region.</li> <li>&gt; Individual and organisations are better equipped to participate meaningfully in social, economic and political activities as a result of increased gender awareness and knowledge.</li> </ul>	2013-2014	\$30,000
<b>Pacific Multi-Country and Regional Assessment on Gender, Equity and Social Inclusion in Health</b>	A gender, equity and social inclusion analysis of DFAT's approach to health sector development. This will contribute to more effective partner dialogue in this area and consequently better health-programming outcomes	A strategy and appropriate guidance on how to better integrate gender, equity and social inclusion as core components of health programming in the Pacific	2014-2015	\$110,000

## Annex Five: Criteria for coalition/ alliance support

<p><b>Issue being addressed by this coalition/ network/alliance</b></p>	
<p><b>Submitted By/Date:</b></p>	
<p><b>Issue Status</b></p> <p>Prospective/infancy/in progress/mature</p>	
<p><b>Context of issue</b></p> <ul style="list-style-type: none"> <li>- How did the issue come about? (attach relevant documents as appropriate)</li> <li>- Who are the main players?</li> <li>- Why should <i>Pacific Women</i>/PLP be engaged?</li> <li>- What analysis has been done? (eg. Stakeholder analysis; Political economic analysis; Existing research; Pacific Women/PLP observations and analysis, trip reports)</li> </ul>	
<p><b>Reform</b></p> <p>1. What is the specific development change/reform being sought?</p>	
<p><b>Criteria for support</b></p> <p><b>Relevance to gender empowerment and women's equality in the Pacific</b></p> <ul style="list-style-type: none"> <li>- How does it contribute to <i>Pacific Women</i>/PLP objectives?</li> <li>- Is the outcome likely to serve women who are marginalised by disability, poverty, age, ethnicity or geography?</li> </ul>	
<p><b>Criteria for support</b></p> <p><b>Politically possible</b></p> <ul style="list-style-type: none"> <li>- Is there ownership, commitment by those leading the reform? Explain.</li> <li>- Are there developmental entrepreneurs identified, if so, who are they?</li> <li>- Has a coalition been formed or is there a network of stakeholders committed to the change?</li> <li>- Is it timely – right people, right</li> </ul>	

<p>place, right time? Explain.</p> <ul style="list-style-type: none"> <li>- Complementarity with DFAT programming- Have there been consultations with Post, sector policies, in country program strategies? Have these obtained endorsement of the reform and Pacific Women/PLP's role in it?</li> </ul>	
<p><b>Criteria for support</b></p> <p><b>Technically sound</b></p> <ul style="list-style-type: none"> <li>- How will the reform lead to better development outcomes?</li> <li>- Is it informed by experience of women in the Pacific?</li> <li>- How will the reform change the way people behave?</li> <li>- How could the reform be sustainable? (beyond <i>Pacific Women/PLP</i> support); e.g. Coalition members contributing resources, institutions that could take on the work, other development partners.</li> </ul>	
<p><b>Criteria for support</b></p> <p><b>Role for PLP</b></p> <ul style="list-style-type: none"> <li>- Does <i>Pacific Women/PLP</i> have a robust relationship with those leading the reform? Explain.</li> <li>- How can <i>Pacific Women/PLP</i> effectively support the coalition or alliance?</li> <li>- Are there other partners who could support this reform? Who are they?</li> </ul>	
<p><b>Safeguards</b></p> <ul style="list-style-type: none"> <li>- How will the rights and protection of children be ensured?</li> <li>- How will the coalition engage with marginalised women, in particular women with a disability?</li> </ul>	
<p><b>Criteria for support</b></p> <p><b>Measurable milestones</b></p> <ul style="list-style-type: none"> <li>- What are the likely milestones for achievement of the reform in 6 months?</li> <li>- What are the expected outcomes over 2 years?</li> <li>- How will outcomes be measured?</li> </ul>	

<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>- What are the likely risks to Pacific Women/PLP and GoA?</li> <li>- How could they be minimised?</li> <li>- What are the likely risks to the partners (both Government and implementing partners in country)?</li> </ul>	<p>-</p>
<p><b>Budget</b>  (AUD)</p>	<p>6 months -  1 year -</p>



## Annex Six: Identified capacity gaps

Target group	Areas for further development
Civil society organisations	<ul style="list-style-type: none"> <li>• Technical knowledge, such as how to establish an economically viable enterprise, or how to manage the organisation's financial systems and reporting.</li> <li>• Skills in meeting the requirements of donors, in particular financial and reporting requirements.</li> <li>• Skills to enable them to expand the influence and impact of their work, such as skills in research and advocacy.</li> <li>• Mentoring and organisational support to enable them to grow as an organisation. This includes expansion to serve more women as well as the ability to renew the organisation (leadership succession).</li> </ul>
DFAT	<ul style="list-style-type: none"> <li>• Technical skills in various areas including gender, analysis and strategy development as well as alternative approaches to program management.</li> <li>• Skills in policy dialogue and influencing national government and other donors.</li> <li>• Skills in fostering alliances and working as a donor to support coalitions.</li> <li>• Skills in M&amp;E and analysis of change and complex development situations.</li> <li>• Permission and time taken to develop work and test new ideas and develop and share new strategies and understanding.</li> <li>• <i>DFAT gender focal points in particular appear to be an underused resource. They currently have limited power or recognised responsibility to identify strategies and directions for gender in DFAT bilateral programs. They identified the need for clear position descriptions and management support for their work. They also identified the need for increased technical skills so that they were able to provide informed input into sectoral programs.</i></li> </ul>
National machineries of government	<ul style="list-style-type: none"> <li>• Resources and people to develop and implement policy and programs.</li> <li>• Political support and incentives to focus on gender equality and empowerment.</li> </ul>
National and regional coalitions and networks	<ul style="list-style-type: none"> <li>• Of particular concern is competition between organisations to attract donor funding, and the ability to separate oneself from competition.</li> <li>• Up-to-date and relevant research about barriers to women's empowerment and equality.</li> <li>• Communication systems that encourage and allow for a free flow of learning and information.</li> <li>• Analysis and strategy development that promotes a 'joined-up' approach, enabling alliances to represent and utilise the experience of women in effective ways at national policy and program development.</li> </ul>
Donors and international organisations	<ul style="list-style-type: none"> <li>• Coordination and information sharing strategies.</li> <li>• The opportunity to liaise and work with women particularly those in remote rural communities.</li> <li>• Sophisticated and appropriate analysis and program management tools and techniques.</li> </ul>

## Annex Seven: Program Governance and Management

### **Pacific Women Roles and Responsibilities**

#### **First Assistant Secretary, Pacific Division**

- Allocate sufficient financial and human resources within the Division for Pacific Women, guided by the agreed program fund split.
- Ensure that gender equality is kept on the Division's agenda including through sufficient financial and human resources for gender mainstreaming. Keeps bilateral and regional programs accountable for outcomes.
- Brief the DFAT Executive on the outcomes of the program.
- Delegate responsibility for the program outcomes to ADG Regional Program and ensures upwards accountability.
- Chair the Advisory Board.

#### **Assistant Secretary Regional Program, Pacific Division**

- Ultimately accountable for *Pacific Women* outcomes.
- Allocate sufficient financial and human resources within the Branch to manage *Pacific Women* and to mainstream gender equality responses in relevant programs.
- Manage strategic relationships and risks with Australian whole of Government partners and headquarters of other donors.
- Approve Country Plan summaries for publishing on internet.

#### **Other Assistant Secretaries, Pacific Division**

- Allocate sufficient financial and human resources within the relevant Branch to mainstream gender equality responses in relevant programs.
- Manage strategic relationships and risks with Australian whole of Government partners and headquarters of other donors.

### **Program Management and Implementation**

#### **Canberra Country Program Managers**

- Liaise with Posts to maintain involvement in the country plan process.
- For countries with no Posted officers, the Australian-based Country Program Managers will undertake the work outlined below for Post staff, where and if applicable to the ways that their programs operate.

#### **Gender Equality and Disability Inclusion Section (including Gender Adviser), Canberra**

- Set technical direction of the program and ensure that the principles and coherence of *Pacific Women* are maintained in coordination with the First Secretary Pacific Regional Office.
- Contribute to the conceptualisation of learning workshops, research partnerships, regional design work or country design work that has wider implications for the region.
- Participate and/or provide input into quality assurance processes of initiatives, e.g. peer reviews for investment designs, QAI moderation, APPR peer reviews.
- Endorse each country plan, develop summary and provide to FAS for approval.
- Participate in management meetings and regional meetings as required.
- Manage partnerships with Australian and non-Pacific based organisations which are funded by *Pacific Women*. Ensure that these programs are connected to the Support Unit and individual posts.
- Manage the Advisory Board, including drafting agendas and relevant papers.
- Feed global or regional experiences into *Pacific Women*.

- Coordinate briefing.

#### **High Commissioner/Head of Post**

- Be accountable for effective implementation of country plan.
- Endorse Country Plan (and its management arrangements at Post) and share across DFAT.
- Chair Country Advisory Board Meetings (or could delegate to EL2 in larger Posts).
- Where Head of Post is not MC – provide reports to MC on progress.
- Report to Pacific Senior Management Six Monthly meeting on progress.
- Ensure that Gender Equality is included in the Partnership for Development.

#### **First Secretary/Counsellor (with responsibility for Gender Equality)**

- Determine, in consultation with Head of Post and other staff, the management and implementation arrangements of the *Pacific Women* Country Plan. Communicate roles and responsibilities to all staff, and ensure that duties are included in Performance Management Agreements.
- Approve the design process, including the consultation plan, for updating/developing country plans.
- Confirm annual budget allocations for country plan activities.
- Oversee program monitoring and engagement with implementing partners.
- Ensure sufficient human resources to manage the country plan, including training and mentoring of staff.
- Ensure upward reporting on country plan progress and outcomes to Head of Post.
- Manage coordination across Post of all sectoral areas funded under the country plan.

#### **Gender Team at Post/Post staff with responsibility for gender equality**

- Have knowledge of the breadth of gender equality work implemented across the Post in order to effectively manage the *Pacific Women* country plan. Actively seek opportunities for future collaborations under the country plan; identify information gaps; and potential new strategic partnerships.
- Be the key contact between Post and Support Unit.
- Draft TOR for process to update the country plan, including technical support required. Manage the country planning process, including engagement with counterpart governments, civil society, other donors and other DFAT programs including PLP.
- Identify which activities funded through the country plan will be managed by Post and which will be used by the Support Unit. Manage the strategic relationships with all implementing partners under the country plan.
- Monitor the activities which are managed by Post to identify and monitor achievements and obstacles and ensure that quality information is available for APPRs and other corporate reporting and briefing requirements. Monitor the overall outcomes of progress in gender equality, which includes progress against the country plan with assistance from the Support Unit.
- Manage the Country Advisory Board (if applicable), including drafting agendas and relevant papers.
- Participate in regional learning workshops supported through *Pacific Women* and ensure that information is shared with other staff at Post.
- Report through the Gender Focal Point network on progress and other issues for *Pacific Women*.
- Share information on *Pacific Women* country plan progress with Canberra as required for briefing.

#### **Sectoral Program Managers (managing activities funded through Pacific Women)**

- Engage in the country plan process to identify existing gaps and opportunities in their sectors.

- Allocate budget to agreed activities in country plans.
- Engage with implementing partners and other national-level stakeholders to identify and monitor achievements and obstacles and ensure that quality information is available for APPRs and other corporate reporting and briefing requirements.
- Share information on sectoral priorities and programs with gender teams, often to feed into briefings.
- Share information on *Pacific Women* country plan progress with Canberra.

#### **First Secretary, Pacific Women, Suva Regional Office**

- Manage the contract for the Support Unit service provider; providing direction for Support Unit on communications and monitoring and evaluation services as required for the program ongoing design and implementation  
Managing *Pacific Women* Support Unit work plan and coordinate support to country programs.
- Provide strategic guidance to the program.
  - Ensure close alignment between *Pacific Women* and other Australian aid programs, particularly PLP.
  - Ensure that the principles and coherence of *Pacific Women* are maintained, in coordination with Gender Equality and Disability Inclusion Section Canberra.
- Manage relationships with key partners based in the Pacific, including increasing Pacific ownership of *Pacific Women*.
- Maintain effective working relationships with all DFAT bilateral programs, regional program, and gender policy team to support the links between the Country Plans and the Hub;
- Maintain effective working relationships with a broad range of stakeholders involved in the program, i.e. key external stakeholders in the region, relevant representatives of PIC governments, regional institutions, donors, non-state actors (civil society and academia) and the private sector;
- Liaise with the Canberra Gender Adviser on coordination with other donors in the region, including jointly representing DFAT at CROP Gender Working Group meeting.
- Manage implementation of an agreed portfolio of regional and multi-country activities in cooperation with Canberra-based and regionally-based staff;
- Provide input to briefs.

## Annex Eight: Monitoring and evaluation

### Reporting formats

#### Project reporting

At a minimum, project reporting should include information about the following areas

1. Project name, duration and funding
2. Brief overview of project objectives and strategy for achieving change
3. Brief overview of activities undertaken and how this compares to intended progress to date
4. Brief reporting on outputs achieved against each activity: disaggregated as far as possible to identify differences in age, geography, poverty and people with a disability
5. Information about progress towards the outcomes or intended objectives of this project
6. Detailed information about supporting evidence and processes of assessment
7. The views and experiences of women as a result of this project
8. Important areas of learning identified since last reporting period
9. Important areas of challenge identified in the last reporting period

#### Country plan reporting

At a minimum, country plan reports should include the following information:

1. Brief overview of projects funded under the country plan including major achievements and progress against outcomes to date: disaggregated as far as possible to identify differences in age, geography, poverty and people with a disability.
2. Discussion around how this progress towards outcomes contributes to change for women in this country context
3. Drawing upon the project level reporting and other sources of information, answers to the following questions:
  - a. What positive change is happening in the areas the country plan has been focusing on (even if it has nothing to do with *Pacific Women*).
  - b. What are you learning about how change happens?
  - c. Were your initial assumptions about what could be achieved through these activities correct?
  - d. What more do you think is required (beyond the activities that DFAT is currently supporting ) to effectively bring about change for women
    - I. Economically,
    - II. As leaders and decision-makers, and
    - III. As victims of domestic violence?
  - e. Are the partners and project implementers that you started with still the right groups and people to be working with? Why or why not? How would you expand or change these partners?
  - f. Considering all the activities being funded under the *Pacific Women* program, together with other activities and programs focused on gender equality in your country, identify what you see as the major achievements and why?
  - g. What learning is emerging from your work on gender that will be important to share with a wider program and other stakeholders?
4. Information about how the country plan will be changed and adjusted for the future.

#### Regional project reporting

At a minimum, the regional program reporting should include the following:

1. Name of the program, duration and funding
2. Description of the overall program rationale including review of theory of change and major assumptions associated with this program
3. Brief information around program outputs: disaggregated as far as possible to identify differences in age, geography, poverty and people with a disability.
4. Evidence-based information around progress towards program objectives
5. Views and experience of women as a result of program activities and achievements
6. Based upon the original assumptions and program theory of change, together with evidence from program achievements, consider the following questions:
  - a. In what way have outcomes supported major assumptions about the program and how it can bring about change? What assumptions have been incorrect? What new assumptions are emerging about how change happens?
  - b. How does this vary across the different contexts and locations where the program is being implemented?
  - c. What are the gaps or additional areas of work that would need to take place to ensure change for women is able to be sustained?
  - d. What additional partnerships and coalitions need to be developed to address these gaps or other areas of work?
  - e. What is your organisation learning about supporting change towards gender equality in the Pacific?

### **Tools to assist data gathering and analysis**

There are a range of tools that can be used for data gathering and analysis. Most are well known and used in all cultural contexts. Others have been adapted and tested for development settings. M&E workers are encouraged to think broadly and consider tools that are suitable for Pacific contexts.

#### *Data gathering and analysis tools*

The most common tools that are used to gather data include interviews, focus group discussions, surveys and questionnaires. There are also a range of participatory tools that can be used for both data collection and group analysis with small and large groups. They are particularly useful when participants are illiterate or not confident. The Support Unit will be able to provide technical advice regarding tools. Examples include:

- The 'Most Significant Change' (MSC) Technique, A Guide to Its Use, by, Rick Davies and Jess Dart. <http://www.mande.co.uk/docs/MSCGuide.pdf>. MSC aims to identify significant changes brought about by a development intervention, especially in those areas where changes are qualitative and therefore not susceptible to statistical treatment. It relies on people at all stages of a project or program meeting to identify what they consider to be the most significant changes within pre-defined areas.
- **World Café:** is a creative process for the facilitation of group collaborative dialogue and the sharing of knowledge and ideas to create a living network of conversation and action. [http://archive.unu.edu/hq/library/Collection/PDF\\_files/CRIS/PMT.pdf](http://archive.unu.edu/hq/library/Collection/PDF_files/CRIS/PMT.pdf)
- **Scenario Analysis or visioning:** scenarios consist of participants quietly visioning what future paths of development might look like, and then sharing these. [http://archive.unu.edu/hq/library/Collection/PDF\\_files/CRIS/PMT.pdf](http://archive.unu.edu/hq/library/Collection/PDF_files/CRIS/PMT.pdf)
- **Tree diagrams:** are multi-purpose, visual tools for narrowing and prioritising problems, objectives or decisions. Information is organised into a tree-like diagram. The main issue is represented by the tree's trunk and the relevant factors, influences and outcomes will show up as systems of roots and branches. [http://archive.unu.edu/hq/library/Collection/PDF\\_files/CRIS/PMT.pdf](http://archive.unu.edu/hq/library/Collection/PDF_files/CRIS/PMT.pdf)

- **Ten seeds:** is useful in gathering qualitative information on various issues, especially related to the perceptions of the community and the way people see themselves in relation to others. The technique is very flexible and therefore versatile, enabling its use in combination with other techniques and also for collecting a wide range of information. <http://www.csd-i.org/ten-seed-technique-field-note>
- **Community Participatory Rural Appraisal Approaches:** including village mapping, transect walks, timelines, seasonal calendars, venn diagrams, wealth ranking. <http://www.crsprogramquality.org/storage/pubs/me/RRAPRA.pdf>
- **Flash Cards:** A recent DFAT funded project the "Measuring gender equality outcomes of economic growth in the Pacific: working with communities to develop indicators that monitor change" has developed a set of tools including flash cards and a poster for tracking gendered impacts of economic change in Melanesian communities. <http://melanesianeconomies.wordpress.com/research-reports>
- **Community Conversations:** An approach that has been used in many countries but particularly PNG. The Community Conversation Approach is a methodology developed to support social change. It is a process of working with a community to strengthen its capacity to change in ways that it wants to change. The methodology varies from place to place depending on the context. One explanation is provided in <http://ms-hiv-gdc.org/wp-content/uploads/group-documents/35/1337097332-UNDPCCCEHandbook.pdf>
- The Pacific Leaders Program uses a range of data gathering and analysis tools. Included have been outcome harvesting and network mapping. **Outcome Harvesting** was inspired by the definition of outcome as a change in the behaviour, relationships, actions, activities, policies, or practices of an individual, group, community, organisation, or institution. Using Outcome Harvesting, the evaluator gleans information from reports, personal interviews, and other sources to document how a given program or initiative has contributed to outcomes. These outcomes can be positive or negative, intended or unintended, but the connection between the initiative and the outcomes should be verifiable. <http://www.outcomemapping.ca/resource/resource.php?id=374>
- **Network Mapping:** can be used to identify key players, to identify bottlenecks in the flow of information or those who are isolated from knowledge flows, to spot opportunities for better flow of information or influence. It can also identify key points of influence to be targeted for change. <http://www.outcomemapping.ca/resource/resource.php?id=374>

## Country progress assessment

### Performance assessment matrix for program objectives

Program Objectives	Indicators (together with explanation and source of data) <sup>124</sup>
<p>Violence against women is reduced, survivors of violence have access to support services and to Justice</p>	<p><b>Has there been a decrease in the proportion of women who have experienced physical or sexual abuse by a partner.</b></p> <p>Measures the proportion of women who have experienced physical or sexual abuse by a partner. 0% is GOOD as 100 per cent means all women 15 years of age and over experience VAW.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>
	<p><b>Has there been a decrease in the proportion of women who have experienced physical abuse by a partner.</b></p> <p><a href="http://www.unwomenpacific.org/resources/uploads/embeds/file/UN%20Women%20Ending%20VAW%20Literature%20Review%202nd%20Edition.pdf">http://www.unwomenpacific.org/resources/uploads/embeds/file/UN%20Women%20Ending%20VAW%20Literature%20Review%202nd%20Edition.pdf</a></p>
	<p><b>Has there been a decrease in the proportion of women who have experienced sexual abuse by a partner.</b></p> <p><a href="http://www.unwomenpacific.org/resources/uploads/embeds/file/UN%20Women%20Ending%20VAW%20Literature%20Review%202nd%20Edition.pdf">http://www.unwomenpacific.org/resources/uploads/embeds/file/UN%20Women%20Ending%20VAW%20Literature%20Review%202nd%20Edition.pdf</a></p>
	<p><b>Has there been a decrease in the percentage of adult population who think men are justified in physical violence against female partners</b></p> <p>Percentage of adult population who think men are justified in physical violence against female partner for given reasons. 0 is GOOD as 100 per cent means all persons 15 years of age and over agree or support VAW</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>

<sup>124</sup> Note that a baseline for each of these long-term program indicators for each country is provided at Annex Two



	<p><b>Has there been an increase in the number of countries that have legislation criminalising VAW</b></p> <p><a href="http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&amp;mtdsg_no=IV-8-b&amp;chapter=4&amp;lang=en">http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&amp;mtdsg_no=IV-8-b&amp;chapter=4&amp;lang=en</a></p> <p><b>Has there been an increase in the numbers of countries that have a national policy on VAW</b></p> <p><a href="http://www.unwomenpacific.org/resources/uploads/embeds/file/UN%20Women%20Ending%20VAW%20Literature%20Review%202nd%20Edition.pdf">http://www.unwomenpacific.org/resources/uploads/embeds/file/UN%20Women%20Ending%20VAW%20Literature%20Review%202nd%20Edition.pdf</a></p> <p><b>Is there evidence of countries developing an improved range of VAW services</b></p> <p><a href="http://www.unwomenpacific.org/resources/uploads/embeds/file/UN%20Women%20Ending%20VAW%20Literature%20Review%202nd%20Edition.pdf">http://www.unwomenpacific.org/resources/uploads/embeds/file/UN%20Women%20Ending%20VAW%20Literature%20Review%202nd%20Edition.pdf</a></p>
<p><i>Women have expanded economic opportunities to earn income and accumulate economic assets</i></p>	<p><b>Has the proportion of the population living below the poverty line reduced</b></p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=2">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=2</a></p> <p><b>Has the poverty gap ratio changed/reduced</b></p> <p>This measure reflects the depth of poverty as well as its incidence. Measures the difference between the poverty line and the average income of the population living below the national poverty line expressed as a fraction of the poverty line</p> <p>NMDI - <a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=2">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=2</a></p> <p><b>Has the poorest quintile changed/increased</b></p> <p>Measures the share of consumption by the poorest group in overall national consumption. Gives the possibility of assessing how expenditures are distributed by different income groups in a country</p> <p>NMDI - <a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=2">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=2</a></p>

	<p><b>Has the percentage of people employed increased</b></p> <p>The EPR is defined as the percentage of employed persons 15-64 years in the working-age population.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=5">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=5</a></p>
	<p><b>Has the female labour force rate increased</b></p> <p>The share of female employed plus unemployed in comparison to the working age population. 100% indicates equality</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>
	<p><b>Has the proportion of women compared with men in the labour force increased</b></p> <p>Measures the gap in the labour force participation rates for men and women.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>
	<p><b>Has the unemployment rate decreased</b></p> <p>The Unemployment Rate is defined as the percentage of unemployed persons in the labour force.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=5">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=5</a></p>
	<p><b>Has the percentage of own account workers increased</b></p> <p>POACFW (%): is defined as the percentage of total employed people who are own-account workers or contributing family workers. Own-account workers are those workers who, working on their own account or with one or more partners, hold a 'self-employment job' and have not engaged on a continuous basis any employees to work for them during the reference period.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=5">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=5</a></p>

	<p><b>Has the percentage of women in the non agriculture sector increased</b></p> <p>The share of female wage earners and salaried employees, or "persons in paid employment jobs" in the industry and service sectors expressed as a percentage of total wage employment in those same sectors. 100% indicates equality.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>
<p><b>Women, and women's interests, are increasingly represented, effective and visible in leadership positions at all levels of decision-making</b></p>	<p><b>Have the number of seats held by women members in single or lower chambers of national parliaments increased</b></p> <p>The number of seats held by women members in single or lower chambers of national parliaments, expressed as a percentage of all occupied seats. 100% indicates equality</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>
	<p><b>Have the number of seats held by women members in provincial or local governments increased</b></p> <p>The number of seats held by women members in provincial or local government</p>
	<p><b>Have the number of women in public sector senior management positions increased</b></p> <p>The number of women in senior public sector management roles</p>
<p><b>Women in the Pacific will have a stronger sense of their own agency, supported by a changing legal and social environment and through increased access to the services they need</b></p>	<p><b>Is there evidence of greater compliance with CEDAW responsibilities</b></p> <p>UN record of signatories and dates of reports</p> <p><a href="http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&amp;mtdsg_no=IV-8-b&amp;chapter=4&amp;lang=en">http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&amp;mtdsg_no=IV-8-b&amp;chapter=4&amp;lang=en</a></p>
	<p><b>Is there evidence of increased gender mainstreaming across national policy and planning</b></p> <p>Is gender policy included in all national development policy and planning activities? 100% indicates equality</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>

	<p><b>Is there a national gender policy</b></p> <p>Existence of national gender policy</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>
	<p><b>Is sex disaggregated data being used across all government ministries</b></p> <p>Extent of sex disaggregated data used in government ministries</p> <p><a href="http://www.sidsnet.org/news/spc-publishes-gender-mainstreaming-assessments">http://www.sidsnet.org/news/spc-publishes-gender-mainstreaming-assessments</a></p>
	<p><b>Has the proportion of total recurrent budget for the Women's Department increased</b></p> <p>Total recurrent budget to Women's department as a proportion of total recurrent budget. 100% indicates equality</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>
	<p><b>Has a gender stocktake been completed</b></p> <p><a href="http://www.sidsnet.org/news/spc-publishes-gender-mainstreaming-assessments">http://www.sidsnet.org/news/spc-publishes-gender-mainstreaming-assessments</a></p>
	<p><b>Has government instituted any comprehensive economic strategies that provide economic security for women</b></p> <p>Evidence of implemented economic strategies that specifically respond to women's economic needs</p> <p>National government sites</p>
	<p><b>Is there evidence of governments increasing their support to women's networks and coalitions</b></p> <p>Evidence of implemented government and regional support for women's networks and coalitions</p> <p>National government and civil society sites and SPC</p>

	<p><b>Has government expenditure for health increased</b></p> <p>Value of public expenditure in the health sector as a proportion of GDP</p> <p>NMDI - <a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=6">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=6</a></p>
	<p><b>Has the maternal mortality ratio reduced</b></p> <p>The number of maternal deaths related to childbearing divided by the number of live births in that year. Maternal death is the death of a woman while pregnant or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy, from any cause related to or aggravated by the pregnancy or its management but not from accidental or incidental causes. (WHO standard def)</p> <p>NMDI - <a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22</a></p>
	<p><b>Has the percentage of deliveries attended by trained health personnel increased</b></p> <p>The percentage of deliveries attended by health personnel (doctors, nurses) trained in providing life saving obstetric care, including giving the necessary supervision, care and advice to women during pregnancy, labour and the Post-partum period; conducting deliveries on their own; and caring for newborns. Traditional birth attendants, even if they receive a short training course, are not included.</p> <p>NMDI - <a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22</a></p>
	<p><b>Has the percentage of women 15-49 years using contraception increased</b></p> <p>Percentage currently using, or whose sexual partner is using, modern methods of contraception among women of reproductive age (usually aged 15-49) who are married or in union.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22</a></p>
	<p><b>Has the adolescent birth rate reduced</b></p> <p>The adolescent birth rate measures the annual number of births to women 15 to 19 years of age per 1,000 women in that age group. It represents the risk of childbearing among adolescent women 15 to 19 years of age. It is also referred to as the age-specific fertility rate for women aged 15-19.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22</a></p>

	<p><b>Has the proportion of women receiving ante natal care increased</b></p> <p>Antenatal care coverage (at least one visit) is the percentage of women aged 15-49 with a live birth in a given time period that received antenatal care provided by a skilled health personnel (doctors, nurses, or midwives) at least once during pregnancy, as a percentage of women age 15-49 years with a live birth in a given time period</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22</a></p>
	<p><b>Has the percentage of women who are sexually active but not wanting children and who use contraception increased</b></p> <p>Women with unmet need are those who are fecund and sexually active but are not using any method of contraception, and report not wanting any more children or wanting to delay the next child.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22</a></p>
	<p><b>Has family size and the number of children per woman fallen</b></p> <p>The average number of live births a woman would have by age 50 if she were subject, throughout her life, to the age-specific fertility rates observed in a given year. Its calculation assumes that there is no mortality.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=22</a></p>
	<p><b>Has government expenditure for education increased</b></p> <p>Value of public investment in the education sector</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=6">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=6</a></p>
	<p><b>Has the ratio of girls to boys enrolled in primary education changed and if so is it moving to eliminate gender disparity</b></p> <p>Ratio of girls to boys (gender parity index) in primary education is the ratio of the number of female students enrolled at primary levels of education to the number of male students in each level.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3</a></p>

	<p><b>Has the ratio of girls to boys enrolled in secondary education changed and if so is it moving to eliminate gender disparity</b></p> <p>Ratio of girls to boys (gender parity index) in secondary education is the ratio of the number of female students enrolled at secondary levels of education to the number of male students in each level.</p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3</a></p>
	<p><b>Has the literacy rate for 15-24 year olds increased</b></p> <p><i>Literacy rate of 15–24 year-olds, or the youth literacy rate, is the percentage of the population aged 15–24 years who can both read and write with understanding a short simple statement on everyday life. SDP define as any or more than one language when extrapolating from Census</i></p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3</a></p>
	<p><b>Has the net primary school enrolment rate increased</b></p> <p><i>Net primary enrolment rate in primary education is the number of children of official primary school age who are enrolled in primary education as a percentage of the total children of the official primary school age population.</i></p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3</a></p>
	<p><b>Have the number of school children enrolled in primary school increased</b></p> <p><i>Measures the total number of children of all ages enrolled in primary school</i></p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3</a></p>
	<p><b>Have the number of school children enrolled in secondary school increased</b></p> <p><i>Measures the total number of children of all ages enrolled in secondary school</i></p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3</a></p>

	<p><b>Has the ratio of girls to boys (gender parity index) in tertiary education scholarships changed and if so is it moving to eliminate gender disparity</b></p> <p><i>Ratio of girls to boys (gender parity index) in tertiary education scholarships</i></p>
	<p><b>Has the ratio of girls to boys enrolled in tertiary education changed and if so is it moving to eliminate gender disparity</b></p> <p><i>Ratio of girls to boys (gender parity index) in tertiary education is the ratio of the number of female students enrolled at tertiary levels of education to the number of male students.</i></p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=3</a></p>
	<p><b>Have the number of females compared with males that have completed tertiary education increased.</b></p> <p><i>Number of females that have completed tertiary education. 100% means equality</i></p> <p><a href="http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7">http://www.spc.int/nmdi/MdiSummary2.aspx?minorGroup=7</a></p>

### Explanation of categories

\*Basic Needs Poverty: Proportion of the population below national basic needs poverty line (%)

\*\*Poverty gap ratio: is a measure of poverty that calculates both the prevalence and the depth of poverty in a country. Poverty gap is the mean shortfall of the total population from the poverty line (counting the non-poor as having zero shortfall), expressed as a percentage of the poverty line. This measure reflects the depth of poverty as well as its incidence.

\*\*\*Share of the poorest quintile in national income or consumption

# NER Net enrolment rate of a specific age at a specific level

## GER' Gross Enrolment Ratio' as the total enrolment within a country "in a specific level of education, regardless of age, so children who repeat classes are included.



## Performance assessment matrix for interim objectives

Interim program objectives	Indicators	Evaluation questions
<p><i>By the end of the first three years of the program the capacity, resources, relationships and understanding for action is established across the country and regional program activities.</i></p>	<ol style="list-style-type: none"> <li>1. A thorough and up-to-date socio-political analysis will inform country plans in each of the 14 Pacific countries, sharpening and focusing the strategies developed for women's equality and empowerment in each country.</li> <li>2. Coalitions and networks, together with significant partners in each country will be identified and strategies to effectively work with and support these stakeholders will be in place and being implemented.</li> <li>3. DFAT working with National Governments will have developed comprehensive strategies to address gender equality and empowerment within key sectors of health, education, law and Justice, rural development and economic and public sector development, which are informed by women's voice and experience in the Pacific. New approaches to work in these sectors will be being implemented.</li> <li>4. A comprehensive research analysis and communication systems will be in place across the Pacific where lessons learned, research and international best practice is freely shared with all stakeholders.</li> <li>5. <i>Pacific Women</i> is managed by DFAT but its strategies and implementation will reflect the views and intentions of Pacific people and governments</li> </ol>	<p>Who is utilizing the analysis? How is it changing previous strategies? What differences is it making to the outcomes of interventions and activities?</p> <p>Who is in these coalitions and networks? Do they include poor women, women from rural areas and women with disability? What resources have been identified to support these coalitions? What differences are being observed in the action and outcomes being achieved by coalitions as a result of the support they are receiving?</p> <p>In what way has DFAT developed these strategies? How well do the strategies link micro and macro experience? How is women's voice and experienced being maintained in implementation processes? In what ways programs operating differently as a result of these strategies? What differences are being observed in the services being made available to women?</p> <p>Who is using the communication and information systems? Conversely who appears not to be using them and why? What difference does information make to practice on the ground?</p> <p>What processes are in place to hear and engage with the views of Pacific people in each country?</p> <p>What differences are there in the program that reflects the views and intentions of Pacific people and government?</p>

<p><b><i>By the end of year six, joined up services and action, independent of but informed by, Pacific Women will be evident in all 14 countries.</i></b></p>	<ol style="list-style-type: none"> <li>1. There will be 'joined up' strategies for change emerging with partner governments working in cooperation with international and regional organisations, as well as donors and their own citizens, to develop comprehensive plans for economic access and security and for services for survivors of violence, with particular attention to vulnerable women, including women from rural areas, and women with disability.</li>   <li>2. There will be changes in national legislation to support women rights accompanied by changes in budget allocations that reflects increased service provision for women.</li>   <li>3. Coalitions and other networks will be in actively representing the experiences and views of women at local, subnational and national levels</li>   <li>4. Coalitions, organisations and institutions will be working for change with support and resources from beyond <i>Pacific Women</i>, although reflective of shared objectives.</li>   <li>5. <i>Pacific Women</i> will be managed by DFAT in partnership with others, and well known for its accountability to Pacific people and governments</li> </ol>	<p>How do plans for economic access and security meet the needs of particularly poor and vulnerable women?  In what way have poor and vulnerable women participated in shaping and determining these strategies?  What resources have been allocated to implement these plans?  How will the outcomes of these strategies be monitored by national governments and other development partners?  Are the needs of survivors of violence comprehensively met in all Pacific island countries?  How has this come about?  How can it be maintained?</p> <p>What have been the major influences on changes in national public legislation?  What political will is there to continue such change?  What increased service provision is being made available to women?  How adequately does the change in budget allocation support the services required?</p> <p>What evidence is there that the voice of poor and vulnerable women is making a difference to the decision-making of national governments and regional organisations?  Where is the voice of poor and vulnerable women still excluded?  In what way has the program become more accountable to Pacific people and governments?</p> <p>How has DFAT management adapted to partnership and external accountabilities?  What new resources now available? In what way to these additional resources reinforce and support Pacific Women objectives?  In what way did Pacific Women influence this development of additional resources?</p>
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## Annex Nine: Risk Matrix

Risk event	Likelihood	Consequence	Risk rating	Risk treatment
<b>Context risks</b>				
Other development imperatives such as climate change will distract Pacific leaders and donors from attention to gender equality	Possible	Major	High	The program will work with Pacific regional organisations to maintain focus on gender equality is a major development issue.
Pacific leaders will have inadequate resources to honour the commitments made under the gender equality declaration.	Likely	Major	High	The program will support the work of the Pacific regional organisations and UN agencies to support government's allocation resources to gender equality declaration commitments.  DFAT policy dialogue at country level of reference and support commitments made under the gender equality declaration
Political leaders will be influenced by other political factors and lack the political will to support implementation of commitments under the gender equality declaration.	Possible	Major	High	Program will work with Pacific regional organisations, UN organisations and support alliances and coalitions within countries to maintain focus on gender equality declaration commitments.  The program will support Pacific regional organisations assessment of national implementation of the commitments.
This Australian government will shift its aid priorities, leading to decreased emphasis on gender equality and empowerment in the Pacific	Unlikely	Severe	High	The program will work with internal DFAT champions as well as external stakeholders including the program advisory board to maintain a focus on the long-term intentions and value of working for gender empowerment in the Pacific.
Disaster response in the Pacific will overshadow long-term development	Possible	Moderate	High	The program will adjust through periods of disaster response as required, supporting country and sector programs to be gender inclusive in their disaster response. Following the response of the program will continue to build attention to gender equality through

planning for areas such as gender equality				rehabilitation and return to development action.
Other donors will introduce new priorities to Pacific development discussions and distract national governments and civil society organisations for a focus on gender equality	Possible	Moderate	High	Through the gender and development donors group DFAT will promote the program intentions and objectives and the development rationale. DFAT will seek to include and engage other donors in program activities and implementation.  The program will encourage Pacific representatives to identify program imperatives to donor partners.
<b>Methodological risks</b>				
DFAT will fail to adopt a social political approach to program implementation leading to inadequate technical approaches to change	Possible	Major	High	The program will partner with the DFAT supported developmental leadership program and other programs supported through the Pacific governance facility to support country programs adopt socio-political analysis approach to all programing including work for gender equality.  <i>Pacific Women</i> will support country programs develop appropriate analysis tools and source appropriate expertise to enable them to build the capacity for good quality analysis and politically informed management of programs.
DFAT will fail to provide adequate resources and staffing for program implementation leading to partial and incomplete program achievements.	Unlikely	Major	Moderate	<i>Pacific Women</i> will support development of resources for staff at Post for program implementation. The program will develop a range of resources and opportunities to support program implementation efficiently and effectively.  The program will regularly highlight to senior management the value of the program outcomes.
The program will be unable to work sufficiently flexibly and responsively to seize opportunities and identify critical junctures, leading to limited outcomes.	Possible	Major	High	Program management approaches will be encouraged to be flexible and responsive. The program supported Support Unit will ensure that program management options are in place to support country programs being able to operate in ways appropriate to country context.

The program will be unable to engage with sufficient range of local development partners and coalitions to ensure the Pacific development and implementation of solutions	Unlikely	Major	Moderate	The program will continue the strategy begun throughout the design process of identifying existing organisations and networks working actively for women's empowerment. It will utilise the skills and experience of the Pacific leadership program to broaden these networks and to support their engagement with the program.
Identified coalitions will be unable to develop the strategies to motivate or influence political will for change at local subnational and national levels.	Unlikely	Major	Moderate	The program will work with the Pacific Leadership Program to devise strategies for analysis capacity building and strategy development that support coalitions to work for change. The program will work through the Pacific leadership program to support high quality analysis and identification of opportunities for influence.
Health education and other sector programs fail to understand their interaction with gender equality and empowerment leading to partial responses	Possible	Major	High	The program will work through gender focal points at Post and senior management together with thematic sectors in Canberra to establish the programmatic basis for attention to gender equality and empowerment in health education and other sectors.  The program will develop resources to assist sectoral design and assessment that support good quality gender empowerment.
Change is slow and long-term leading and therefore it is difficult to maintain commitment	Possible	Moderate	High	The program will maintain strong communication links within GoA and externally to other audiences to explain its intentions, its approach to change and the anticipated long-term nature of that change.  The program will also celebrate short-term achievements and changes, acknowledging they are simply part of a larger process, but are also important markers of the change being sought.
<b>Program risks</b>				
Micro and community led interventions will be	Possible	Major	High	The program will actively work to link micro and community interventions with macro level change strategies. The program will work with stakeholders and networks to ensure that

implemented in isolation from macro level change needing to strategies that are incomplete and insufficient for sustained change				<p>strategies for change are developed from a more comprehensive approach that includes attention to community regional and national level change.</p> <p>Program assessment will give attention to understanding change as part of these wider strategies.</p>
Lack of agency will limit women being able to take up opportunities for change offered through short-term program interventions.	Possible	Severe	High	There will be careful assessment of all interventions to understand the reason for success or failure. Where interventions have been less successful because of limited personal agency by women, they will be adapted to the context to better address women's needs. It is acknowledged however that for women in some situations change will be slow and they have the right to determine when it is appropriate to take risks in their lives.
Lack of attention to the enabling and supportive environment will in danger women who seek change.	Possible	Severe	High	The program will provide for a close assessment of any programs that encourage women to take risks in their behaviour especially where there is limited support for that behaviour change in the immediate context. Where there is any possibility that women's lives or security and safety may be at risk due to program interventions such interventions will be stopped.
Violence continues as such a limiting influence on the lives of women that it undermines other strategies for change	Likely	Major	High	The program will give comprehensive and immediate attention to providing services for survivors of violence. It will give attention to work that provides some legal security and safety from violence. The program will acknowledge that limited change might be possible and women's lives until these services are in place and operational.
The program implementers fail to listen to women and develop inappropriate strategies	Possible	Severe	High	The program will emphasise the need for women's voice in strategy planning and implementation. Program M&E will be required to include the voice and views of women. Program analysis and assessment of progress through reflection processes, the advisory board and other forums will be required to include women in particular women from rural areas, poor women and women with disability.
The program fails to be inclusive of women from rural areas, women with disability and women living	Possible	Severe	High	As above the program activities will required at various points to include women, in particular women from rural areas, poor women and women with disability.

in poverty or with other vulnerabilities and therefore fails to address fundamental issues of inequality and disempowerment.				
The program complexity and scope makes it difficult to communicate to DFAT and other external audiences therefore undermining commitment to the program operations.	Possible	Major	High	The program will develop a detailed communication strategy, and managed by the communication officer. There will be a strong program emphasis on ongoing analysis and research and production of evidence for regular communication to DFAT and other external audiences.
Too great an expectation of short term results undermines program continued focus on long-term objectives.	Possible	Moderate	High	The program will communicate in its reports and other communication methodologies its intended long-term focus and approach to change. At the same time the program will celebrate and highlight short-term achievements in order to maintain wider stakeholder support. However program monitoring and assessment will always include attention to long-term objectives in order to guard against over emphasis on the short-term achievements.

DFAT Risk Matrix

Likelihood	Consequences				
	Negligible	Minor	Moderate	Major	Severe
Almost Certain	Moderate	Moderate	High	Very High	Very High
Likely	Moderate	Moderate	High	High	Very High
Possible	Low	Moderate	High	High	High
Unlikely	Low	Low	Moderate	Moderate	High
Rare	Low	Low	Moderate	Moderate	High