



Overview

European Development Cooperation on Gender Inequality in the Pacific: From Platforms to Actions

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**Understanding Gender Inequality Actions in the Pacific:
Ethnographic Case-Studies & Policy Options**
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From Platforms to Actions

This ECOPAS review report provides an overview of gender inequality in the Pacific, a policy and legal overview of existing international and regional conventions. We describe the EU policy framework in detail, and provide a handbook on the process and opportunities for gender mainstreaming. This overview gives precedence to views from the Pacific region, and engages with, and responds to, calls made by the [ACP](#) and [PIF](#). We also consider other international partner programmes in this area in order to identify an 'EU niche' through proposals for policy options and alternative pathways for future EU programming.

The EU has decided and enacted a well-developed policy framework. There are currently moves to highlight gender as a mainstream political, and not just cross-cutting development issue, and there are on-going [GAP](#) reviews aiming to refine the institutionalisation and structure of [Gender Focal Points](#).

[Accepting this policy platform as a starting point](#), this overview approaches the complex problems of gender inequality in the Pacific as they are depicted in the concerns of regional and national agents in the Pacific, and [moves on from questions of making EU bureaucratic procedures more efficient and effective](#), to focus on what the platform enables us to address: the questions of fully understanding the problems in Pacific terms, and of defining effective approaches and programming actions.

Across the region, there has been [poor progress](#) towards gender equality despite the best efforts of many donors over several decades. [Why is the current paradigm not effective?](#) Gender in the Pacific is not merely a matter of the biological difference between men and women: the research evidence suggests that rather than such properties of bodies, it is the actions performed that gender a person.¹ Gender is relational, performative, reciprocal, circulatory, fluid and dynamic. [Pacific peoples are not only their own persons](#), and as such are vulnerable to the claims and actions of others - and these have engendering effects, often in unexpected and unfamiliar ways.

¹ In 2013, ECOPAS held a series of workshops to unpick the thinking behind current gender policy in the Pacific, and to draw this into dialogue with research evidence of real-life practices and challenges, with the objective of delineating the shape and possibilities for an alternative research-policy agenda such as outlined here. The focus was on how a range of gender issues are conceptualised in the Pacific, and how we might go about discovering the dynamics in which these issues are practised and conceived in vernacular terms.

An approach was recently outlined by Dame Carol Kidu (retired PNG Minister, the sole woman MP throughout her decade's service):

“For girls and women, [the biggest challenge] is probably defining their space in a rapidly changing society because change can be confusing, frightening and even abusive. To educate girls in a way that doesn't fit for them within their society or in a way that does not respect their dignity and their rights in their own cultural context is a disservice to them. It's an issue to do with the whole community and the family - [an issue of how we can address rights-based issues within a communal society](#). So there are all those complexities that are often missed and not understood. And so the country gets labelled as being a country full of absolutely horrific men. But it's not. There's a breakdown in these roles.”

Dame Carol Kidu provided a vivid case-study to illustrate her point (a potentially violent encounter within a kin group resolved by the actions of a young woman's senior aunt), and which highlighted her main point - a call to focus on [Pacific people's 'own capacity to resolve things, in perhaps unusual ways'](#).²

This creates a space to vividly illustrate and [foreground Pacific people's own understandings](#) and own complex analyses of gender inequality, and to propose perhaps unusual options for policy action. The aim is to better identify the problems from within, so to speak, such that solutions can be more effectively formulated and innovative pathways for change defined.

The overview highlights the value of a series of [ethnographic in-country case-studies](#), and of foregrounding these materials to give a vivid picture of the circumstances that any future program has to be able to deal with in appropriate responses rather than in meta-level terms. The overview is in dialogue with specific national strategies and interventions intended to eliminate violence against women and girls, and empower women to actively participate in the socio-economic and political arena. By way of supporting initiatives of the EU's international development partners (such as USAID's long-term Pacific Women Shaping Pacific Development programme), to identify a [distinctive niche](#) for a European approach so as to add value through the qualities of the options for programming action.

² <http://devpolicy.org/dame-carol-kidu-on-why-things-are-getting-tougher-for-pngs-women-20141029/>

Timeliness of current context

2015 an important transitional year: the 20th anniversary of the [UN Beijing Platform for Action](#), and the 15th anniversary of [UN Resolution 1325 on Women & Elections](#), 2015 is also the first full year of the new European Parliament, and a period of on-going [EU and ACP](#) reviews towards the approaching post-Cotonou Agreement period. A [new PIFS Secretary-General](#) is pushing ahead with the replacement for the Pacific Plan, the [Framework for Pacific Regionalism](#). The [SPC](#) is currently defining a replacement for the [Revised Pacific Platform for Action on Advancement of Women and Gender Equality \(2005 to 2015\)](#). 2014 saw the Third [UN SIDS](#) conference hosted in the Pacific and the launch of the [SAMOA Pathway](#). 2015 is also, of course, the final year for achieving the [MDGs](#), and the culmination of the transition to the [SDGs](#) whose targets will be locally aligned, and which indicate a wider paradigm change in the moves away from donor-recipient models of development cooperation and towards more multiplex and [two-way development partnerships](#).

In writing this overview we also detect that 2015 is a transitional year in terms of the EU's internal awareness of changing paradigms, and the institutional structures, instruments and processes through which gender issues are organised and implemented. In particular, we have come to understand a growing awareness that 'gender' needs to be re-thought – and a recognition that emphasises on gender as a cross-cutting issue and as an issue to be mainstreamed, have made gender at the same time both ubiquitous and omnipresent, and yet curiously undefined and ephemeral, as if everywhere and nowhere. For example, the words 'gender' or 'woman' do not feature in the [EC Annual Report on the European Union's Development and External Assistance Policies and their Implementation in 2013](#).³

Clearly, gender relations involve, and gender ideas index, rather more than just a taken for granted folk-model sexed difference between women and men. Certain responses and inputs to the [Gender Action Plan](#) review process gives the impression of a gender policy platform in search of a definition: for example, alongside recommending that the EU 'Dedicate sufficient financial and human resources to gender equality' and 'Instate true expertise on gender within all EU institutions and delegations', [CONCORD](#) urge that 'The new GAP should

clearly state what is intended by "gender" in its suggestions under conceptual coherence.⁴

The GAP review process is clearly seen by stakeholders such as the [ODI](#) as 'an important opportunity to accelerate support for gender equality and women's and girls' rights', and who argue that 'The EU has failed to deliver on its gender equality commitments [...] Fundamentally, it has not recognized or responded to the structural inequalities that perpetuate unequal gender relations', and go so far as to insist 'That a radical shift is needed'.⁵ Both [CONCORD](#) and [ODI](#) voice a widespread view that responsibility for implementing the revised GAP should rest with the [High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission](#).

A recent survey of the [Gender Focal Point](#) network reveals a lack of emphasis, time available, capacity and not least realistic if not in-depth expertise on gender – which professional social scientists know to be a complex field of theory that requires more than a passing familiarity with a cultural context and a long-term commitment to understand how gender is conceived and practiced locally.⁶ But whereas this [GFP](#) network survey assumes that the 'challenge is primarily cultural and organisational' we suggest that rather than looking for solutions in the culture and organization of the EU, a shift is required to grasp what is at stake in the cultural terms of the peoples of places such as the Pacific.

As we elaborate here, 2015 is a particularly important opportunity to begin this radical shift from platforms to actions.

³ http://ec.europa.eu/europeaid/sites/devco/files/annual-report-2014-eu-development-external-assistance-policies-implementation-in-2013_en.pdf

⁴ <http://www.concordeurope.org/publications/item/410-preliminary-recommendations-for-the-new-eu-gender-action-plan-2016-2020>

⁵ <http://www.odi.org/publications/8612-options-successor-eus-gender-action-plan>

⁶ <http://capacity4dev.ec.europa.eu/public-gender/blog/gender-policy-and-practice-more-humane-approach-bridging-gap>

Overview of Pacific context and concerns

Gender inequality in the Pacific is a complex of historical and contemporary relations, values and concepts being remade in a transforming regional context that is responding to globalisation in highly distinctive ways.

The [Cotonou Agreement \(2000\)](#) outlines the political and economic relationships between the European Union and 79 countries from Africa, Caribbean and the Pacific. The Cotonou Agreement holds strong commitments to gender equality, specifically Article 31 which reads as follows: 'Cooperation shall help strengthen policies and programmes that improve, ensure and broaden the equal participation of men and women in all spheres of political, economic, social and cultural life. Cooperation shall help improve the access of women to all resources required for the full exercise of their fundamental rights.' The total 11th EDF allocation to the Pacific Region is €166 million.

The recent [ACP Women, Actors of Development report \(2014\)](#), conveys a vivid picture of the challenges: 'women in the Pacific region endure some of the highest levels of violence against women in the world' (p58); 'women and girls have been discriminated against in health, education and the labour market' (p58); 'some progress has been made. [...] However, the rate of women in leadership positions across the Pacific remains pervasively low' (p57); 'even when poverty levels are decreasing, gender, economic class, and other forms of inequality remain a major challenge for the equitable human sustainable development in the region' (p57).

The present overview takes a lead from the report's emphasis on 'the [added value of bottom-up approaches to women's empowerment in local contexts](#)' (p3). The [ACP Women](#) report also highlights that: 'The good practices presented confirm that development projects that take into account the [socio-political history](#) of a country or a region are more likely to have a long-lasting impact on local development and, in particular, can better guide policy decisions on where to invest and why' (p3), and how 'Several initiatives stress the [importance of indigenous knowledge](#) in projects aiming to empower women economically, showing that grassroots women are a gold mine in the strategic use of money: given their power to project themselves and their families into the future, they are capable savers and investors in social well-being - theirs as well as

that of their families, in particular their children.' (p3).

At the 43rd [Pacific Islands Forum](#) in 2012, Pacific leaders pledged: 'to act to end violence against women by progressively implementing a set of essential services to women and girls who are survivors of violence, enacting and implementing domestic violence legislation to protect women from violence and impose appropriate penalties for perpetrators of violence' ([Pacific Leaders Gender Equality Declaration](#)).⁷

The [11 EDF RIP](#) indicates that 'To realize this goal, Leaders commit with renewed energy to implement the gender equality actions of the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW), the Millennium Development Goals (MDGs), the Revised Pacific Platform for Action on Advancement of Women and Gender Equality (2005 to 2015); the Pacific Plan; the 42nd Pacific Island Forum commitment to increase the representation of women in legislatures and decision making; and the 40th Pacific Island Forum commitment to eradicate sexual and gender based violence'.⁸

Perhaps reflecting the renewed emphasis on a regional political rather than development remit, the new [PIF Framework For Pacific Regionalism](#) makes only one mention of gender - as one of six core values: 'We embrace good governance, the full observance of democratic values, the rule of law, the defence and promotion of all human rights, gender equality, and commitment to just societies' (p3).

Gender inequality in the Pacific is a complex of historical and contemporary relations, values and concepts being remade in transforming regional context that is responding to globalisation in distinctive ways.

7

<http://www.pacwip.org/resources/news/2012/43rd-pacific-islands-forum-communique-annex-1-pacific-leaders-gender-equality-declaration.html>

⁸http://www.forumsec.org/resources/uploads/attachments/documents/EDF11_Pacific_RIP_submitted_to_EU_Final_Draft_271014.pdf

Overview of gender inequality in the Pacific

Although there is a shortage of data for a number of Pacific island countries clearly in some areas, notably education, gender equality is being improved. However, the recent **ACP Women, Actors of Development (2014)** report shows that there is still a long road to travel before Pacific Island women have all their human rights protected, benefit equally from development outcomes, and can fulfil their aspirations [See Annex 1: ACP Overview of selected gender equality indicators, Annex 1].

Shortcomings on gender equality are highlighted in the **United Nations Periodic Review Reports on Pacific Island Countries** (first cycle 2008-2012). Key Recommendations relevant to gender equity that emerged from the first round of the UPR were:

- Draft and enact legislation on violence against women (VAW)
- Remove Discriminatory provisions in existing legislation and Constitutions
- Increase training for law enforcement agencies and government officials on gender, human rights and VAW
- Ratify **CEDAW** and incorporate CEDAW into domestic legislation
- Increase women's participation at all levels of decision making.⁹

In particular women are adversely affected by domestic violence, inequality of economic opportunity, and, especially in urban areas, insecurity of land rights. The girl child is also subject to gender discrimination in terms of access to education, especially secondary education, and in some countries is vulnerable to arranged marriages, sexual and other forms of abuse (including high incidences of incest and sexual assault by relatives). In time of crisis or civil unrest, Pacific women (as elsewhere in the world) are increasingly likely to be subject to violence, poverty and homelessness. Infant mortality remains high as does maternal death, and disabled and elderly women, especially widows, may be particularly vulnerable to discriminatory treatment.

Development and changes in the economic structure of Pacific Island countries has also disadvantaged women, ranging from the loss of gardening land for the production of food to the absenteeism of husbands and other male family

members engaged in working away from home. There is also some evidence to suggest that women are increasingly marginalised in decisions relating to the commercial use of land and other resources, and may be excluded or treated unequally in the distribution of benefits.

There is however, evidence to suggest that although it is unlikely that most PICs will meet MDGs, where opportunities are made available to them, women are engaging in some entrepreneurial activity in their own right often through accessing micro-finance, and an increasing number of women and girls are getting an education and enjoying improved health care. Examples of this can be found in Papua New Guinea where the first Women's Micro Bank was opened in August of 2014 and the National Development Bank has a dedicated women in banking section which has products designed for Papua New Guinean owned businesses and SME's.

⁹ Secretariat of the Pacific community and Regional Rights Resources Team: Pacific Island States and the Universal Periodic Review, A toolkit for Pacific Island States to measure progress and compliance against Universal Periodic Review recommendations', pp9-10, 2012.

Table 1: Pacific Island countries in The United Nations Development Programme, Human Development Report, Gender Equality Index (Table 4).

Country (Human Development Index ranking)	Gender inequality Index rank 2013	Share of seats in Parliament (World Bank % in brackets 2014)	Some secondary education 25+ female 2005-2012	Some secondary education 25+ male 2005-2012
Fiji (88)	-	-	57.5	58.1
FSM (124)	-	0.1(0)	-	-
Kiribati (133)	-	8.7 (9)	-	-
Marshall Islands	-	3.0 (3)	-	-
Nauru	-	5.3	-	-
PNG (157)	135	2.7 (3)	6.8	14.1
Samoa (106)	111	4.1(4)	64.3	60.0
Solomon Islands (157)	-	2.0 (2)	-	-
Tonga (100)	90	3,6 (4)	87.5	88.3
Tuvalu	-	6.7 (7)	-	-
Vanuatu (131)	-	0.1(0)	-	-

Knowledge gaps

There are many dimensions which might be considered in looking at gender equity. A number of Pacific Island countries face particular challenges with respect to promoting women's voice, influence and empowerment – in both the private and public spheres. For example, though gender-based violence remains pervasive in the (East-Asia-Pacific) region, the prevalence of violence against women in the Pacific is among the highest in the world. Data indicate that upward of 60 per cent of adult women have experienced physical or sexual violence during their lifetime, often at the hands of an intimate partner (SPC 2009, SPC 2010, WWC 2011). Moreover, female political representation in politics in the Pacific is among the lowest in the world. Although female political participation is relatively low worldwide – only 19.6 percent of the world's parliamentarians were women in December 2011 – four of the eight countries in the world with no female parliamentarians were located in the Pacific.¹⁰

The population of the Pacific region is fairly evenly divided between men and women (see Table 1) but despite a continuing programme of national, regional,¹¹ and international initiatives,

¹⁰ World Bank East Asia and Pacific Regional Report 'Towards Gender Quality in East Asia and the Pacific: A Companion to the World Development Report 2012, the World Bank, Washington www.ipu.org:2)

¹¹ For example The Pacific Islands Forum has published a Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005 to 2015 and other regional commitments on gender equality include the Pacific Leaders Gender Equality Declaration of 2012.

post the 1995 Beijing Platform,¹² by the EU and other agencies, indicated above, the achievement of gender equity continues to present challenges. This may be for a number of reasons:

1 There is very little research about local understandings of gender, the gendering of issues such as domestic violence, women as leaders, women as entrepreneurs or in business, in Pacific societies. This deficit is evident in the assumed binary divide between men/women/ male/female, when these categories may be more fluid and complex in Pacific societies. There is also a related failure to understand the social construction and consequences of gendered roles. There are also issues about understanding equity/equality in the context of highly structured, largely patrilineal social organisation in which the equilibrium between various parts while not static may be vulnerable to disruption.

2 Although there are devolved gender equity projects operating at single country levels, invariably the island countries of

¹² Beijing Platform for Action emerged from the fourth world conference on women and urged governments to adopt action plans for equality, development and peace. Details available on the UNWomen website. The platform for action identifies a number of 'women and' areas: Poverty, Education and Training, Health, Violence, Armed Conflict, the Economy, Power and Decision-Making, Institutional Mechanisms for the Advancement of Women, Human Rights, the Media, the Environment and the Girl-child. Different donor programmes have tended to focus on different individual headings.

the Pacific are either grouped collectively under Asia-Pacific, or Pacific – which may include Australia and New Zealand, or Africa, the Caribbean and the Pacific (ACP), or within the larger groupings of small island developing states (SIDS) or Least Developed and Developing Countries (LDCs). One problem with this is that often only one or two countries from the Pacific are considered in any depth, and the EU delegation response which is essentially from PNG and Fiji. This has two disadvantages: i) it implies a hegemony across and among Pacific island countries, ii) it obscures the fact that in many Pacific island countries accurate data on the relative positions of men and women is absent.

Overview of international and national legal frameworks

Convention on the Elimination of All forms of Discrimination Against Women (CEDAW)

The commitment of national governments to national and international legal obligations is a demonstration of political will to address gender issues. Almost all Pacific Island Countries are signatories to the Convention on the Elimination of all Forms of Discrimination against Women (See Table 2), although some quite recently, eg Cook Islands and Marshall Islands 2006, Kiribati and Federated States of Micronesia 2004, Nauru 2011 and Tonga has recently (March 2015) indicated that it will ratify the Convention. With dualist legal systems commitments under international treaties have no effect in domestic law until incorporated into the national law. Only Vanuatu has done this. Consequently although all signatory states remain subject to the reporting procedures that accompany international conventions, the provisions therein cannot be argued in court as being part of the legal system unless specific provision is made to do so.

National Constitutions and Gender Equality

Most of the written constitutions of PICS incorporate statement of fundamental rights (Table 2) among which are prohibitions against discrimination on the grounds of sex and equality before the law. However this equality is, in some countries, subject to other considerations which also receive constitutional protection which may operate against gender

3 The relationship of custom, especially customary attitudes and practices, as regulatory mechanisms, including the interaction between formal and informal systems need to be understood and addressed by the those seeking to apply or change the law and social values. Advocates and guardians of custom need to be encouraged to consider which customs are beneficial to and which are harmful to women and the girl child, and working with government to consider what steps can be taken to mitigate against possible harms and inequities.

equity. So for example in the Federated States of Micronesia the role or function of a traditional leader as recognized by custom and tradition is protected (and these tend to be men); in Cook Islands the House of Arikis consists of traditional island defined leaders and in Vanuatu the Malvatumauri brings together senior chiefs – again usually male. In Samoa, equality in the constitution may be undermined by national law which confers considerable local power on village assemblies (Fono) which again are dominated by men and in Tuvalu the fundamental right to non-discrimination is subject to Tuvaluan values and cultures and does not include discrimination on the ground of sex and does not apply to a range of excluded areas.

National laws

There are areas of progress in achieving women's human rights and gender equality in Pacific Island countries and territories (PICTs). In particular a number of countries have adopted laws to protect women and children against domestic violence (Table 2) and there is a better understanding of the need to integrate a gender perspective across all sectors of development; there are new initiatives promoting women's political leadership; overall, women's health and access to education are improving; and their contribution to national economies has started to be recognised.

Table 2: International & National Legal Frameworks & Civic Responses

PIC	CEDAW	Constitutional protection against sex/gender discrimination	National legislation against Domestic Violence/VAW	Civic Organisations
Cook Islands	11 Aug 2006	All fundamental rights (sex)		<i>Punanga Tauturu</i> (Women's counselling Centre)
FSM	1 September 2004	Equal protection of the law (sex)		Women's Association Network
Fiji	28 August 1995	Full equality – discrimination includes inter alia sex, sexual orientation, gender, gender identity and expression	Domestic Violence Decree 2009	Fiji Women's Crisis Centre
Kiribati	17 March 2004	Freedom from discrimination but not on grounds or sex/gender	Family Peace Act for Domestic Violence 2014 (<i>Te Rau N Te Mweenga Act</i>)	Crisis Centre
Marshall Islands	2 March 2006	Equality under the law and no discrimination on grounds (inter alia) of gender	Domestic Violence Prevention and Protection Act 2011	Women United Together
Nauru	23 June 2011	Equal rights regardless (inter alia) of sex		Nauru Women's National Council; Young Women's Council national multi-stakeholder Domestic Violence Committee
Niue	Extended via New Zealand 10 January 1985	No bill of rights in Niue Constitution		
Palau	20 September 2011	No discrimination on the grounds (inter alia) of sex	Family Protection Act 2010	Belau Women's Resource Center; <i>Milad'L Dil</i>
PNG	12 January 1995	Equality of citizens regardless (inter alia) of sex		Family and Sexual Violence Action Committee; <i>Meri Toksave</i> (online service); Kup women for Peace; Simbu Women's Centre, Kundiawa; Eastern Highlands Family Voice, Goroka; Leitana Nehan Women's Development Agency; East Sepik Committee Against violence Against Women, Wewak
Samoa	25 September 1992	Equal protection before and under the law, no discrimination on grounds (inter alia) of sex	Family Safety Act 2013	<i>Mapusaga o Alga Inc</i>
Solomon Islands	6 May 2002 + CEDAW Optional Protocol (6/05/2002)	No discrimination on grounds (inter alia) or sex	Family Protection Act 2014	National Council of Women
Tonga	Had indicated that it will ratify with reservations (March 2015)	Same law for all classes (no reference to sex/gender)		Women and Children's Crisis Centre <i>Langa Fonua 'a Fafine,</i> National Centre for Women and Children <i>Ma'a Fafine mo e Familii</i>
Tuvalu	6 October 1999	Freedom from discrimination but no reference to sex and/or gender	Family Protection and Domestic Violence Act 2014 Police Powers and Duties Act 2009	
Vanuatu	8 September 1995 (given effect in national law under CEDAW (Ratification) Act 2006) + CEDAW Optional Protocol (17/05/2007)	Equality of right to all fundamental freedoms without discrimination on grounds (inter alia) or sex	Family Protection Act 2008 Civil Procedure Rules 2002	Vanuatu Women's Centre

Overview of EU gender equality policy framework

Box 1: Definition of gender mainstreaming used by the EU (UN ECOSOC, 1997)

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

Equality between women and men is a key principle and an objective for the European Union, enshrined in the **EU Charter of Fundamental Rights**¹³ (2000) that came into force with the **Lisbon Treaty**¹⁴ (2009). Work for gender equality and women's empowerment by the European Union generally takes place under the umbrella of the **2010–2015 Strategy for Equality between Women and Men**.¹⁵ This document builds on the **2006–2010 Roadmap for Equality between Women and Men**¹⁶ and the **2006 European Pact for Gender Equality**, and provides the overall policy framework for the coherent integration of gender equality in all areas of EU policies. It includes sections on external policies (development cooperation, trade, agriculture, migration, etc.) and encourages the promotion of gender equality and women's empowerment worldwide. The document reaffirms the EU's approach to gender mainstreaming into development, meaning the integration of the gender dimension in all policy areas, as well as specific measures to redress inequalities.

The **2005 European Consensus on Development**,¹⁷ a joint statement of principles shared by the Member States and EU institutions, states that gender equality is a goal, a human right and a question of social justice. The document articulates gender equality as one of the five essential principles of development cooperation and requires the EU to include a strong gender component in all its policies and practices in its relations with developing countries. The **2007 Communication on Gender Equality and Women's Empowerment**¹⁸ presents the first more in-depth EU common vision on gender equality in development cooperation. It stresses the relation between achievements in poverty

reduction and development and the empowerment of women, underlining that gender equality should be "a core aspect in the EU development policy's programming, implementation, monitoring and evaluation" (p2). The communication calls on the Commission and Member States to "promote clear objectives and indicators on gender equality by assigning clear tasks and responsibilities to lead donors to this effect in all sectors" (p5).

In 2010, a **Staff Working Document**¹⁹ outlining implementation of the 2007 Communication was published and subsequently endorsed by the Council and adopted as part of the Council Conclusions on achieving the MDGs as the **2010 EU Action Plan**.²⁰ The Action Plan outlines a coordinated approach to deliver on gender equality commitments and to increase impact on the ground. Focusing on (1) political and policy dialogue with partner countries; (2) mainstreaming of gender in all programmes and (3) specific action requiring targeted support, the plan establishes concrete steps to be carried out jointly by the Member States and the Commission and requires annual reporting against set targets. For this purpose, the plan specifies 9 objectives and 43 indicators. Since 2010, DEVCO Unit B1 reports on the implementation of the Action Plan, collecting input from the Member States and the Delegations. **Implementation Reports**²¹ over 2011, 2012, 2013 and 2014 have been submitted to and discussed by CODEV.

Lack of transparency and accountability around the elaboration stages and the roles of CSOs in the process, as well as limited capacity and financial resources, undermined the legitimacy of the Action Plan. After the 2013 report, the Council published the **Council Conclusions on the 2013 Report on the Implementation of the EU Plan of Action on Gender Equality and Women's Empowerment in Development**

¹³http://www.europarl.europa.eu/charter/pdf/text_en.pdf

¹⁴ <http://www.brugesgroup.com/LisbonTreaty.pdf>

¹⁵http://ec.europa.eu/justice/gender-equality/files/strategy_equality_women_men_en.pdf

¹⁶http://europa.eu/legislation_summaries/employment_and_social_policy/equality_between_men_and_women/c10404_en.htm

¹⁷http://europa.eu/legislation_summaries/development/general_development_framework/r12544_en.htm

¹⁸<http://register.consilium.europa.eu/doc/srv?!=EN&f=ST%209561%202007%20INIT>

¹⁹<http://resourcecentre.savethechildren.se/sites/default/files/documents/5745.pdf>

²⁰<http://www.enpi-info.eu/library/content/eu-action-plan-gender-equality-and-womens-empowerment-development-period-2010-2015-0>

²¹<https://capacity4dev.ec.europa.eu/topic/gender>

2010-2015.²² In these conclusions, the council expresses concern with “the slow pace of progress in implementing the GAP: In particular, most projects lag behind in achieving a satisfactory OECD/DAC gender marker score and the gender-sensitivity aspects of projects are often neglected. Moreover, there is room for improvement with respect to the allocation of gender-focused aid, gender-related training and regular and comprehensive monitoring and evaluation of programmes and projects” (p2). As such, it calls on the Commission and EEAS to prepare a second action plan for the period 2016-2020. The conclusions require the creation of a task force for preparing the second **Action Plan**. To feed into this process, in 2013 the DEVCO Evaluation Unit has launched an evaluation exercise on how DEVCO has included gender equality in its activities since 2007, including a mid-term review of the **Gender Action Plan** implementation. Results will be available in April 2015.

Gender Mainstreaming for the Pacific

The European Union delivers aid assistance to the Pacific countries through a number of instruments, outlined in Box 2. For the period 2007 - 2013, the EU's action on gender equality and development in the Pacific were financed through country cooperation strategies financed by the **European Development Fund (EDF)**, and the thematic Instruments “**Investing in People (IIP)**” and the “**European Instrument for Democracy and Human Rights (EIDHR)**” part of the **Development Cooperation Instrument (DCI)**. IIP contains a separate financial envelope for the period 2007-2013 for funding EU actions on gender equality and the empowerment of women. The available funding of € 57 M under this instrument globally is almost three times higher than in the previous three years. Like for EIDHR, which has a wider human rights approach, funding is allocated through calls for proposals, and by direct agreements with selected partners.

For 2014-2020, all thematic instruments under the Development Cooperation Instrument have been merged into a single new “**Global Public Goods and Challenges Programme**”. The strategic area of human development under this programme contains an allocation for gender actions and highlights gender equality as a crosscutting issue in any action.

In 2007 the EU launched a new instrument for

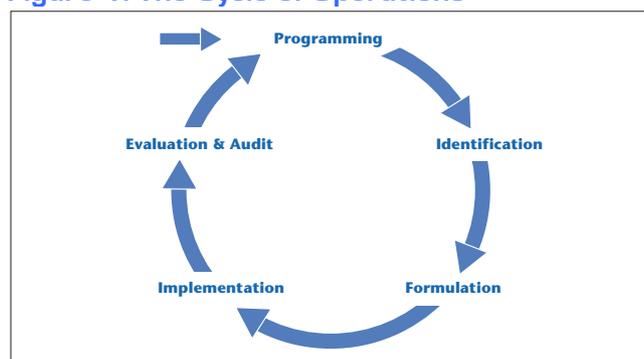
the prevention and response to actual or emerging crises around the world; the **Instrument for Stability (IfS)**. Under this instrument, actions targeting gender, for example violence against women, can also be funded. For 2014-2020 the budget for this instrument, now renamed **Instrument contributing to Stability and Peace (IcSP)**, doubled, maintaining its focus on conflict, peace and security issues.

Box 2: EU development cooperation instruments in the Pacific

1. European Development Fund
2. Development Cooperation Instrument
 - A. Geographic Funds
 - B. Thematic Funds
 - Investing in People
 - European Instrument for Democracy and Human Rights
3. Instrument for Stability

Within these instruments, there are regional and country-level interventions, for which different types of aid modalities are utilised specifically the project approach and programme approach. Projects are relatively small scale and based on clearly defined change processes. Programmes usually consist of a group of projects whose objectives together contribute to a common overall objective at sector, country or even multi-country level. In countries where the conditions are right, DEVCO is committed to delivering programmes by means of budget support. Budget support involves the direct transfer of funds to a partner country's budget where they can be managed using national systems. The **2009 EU Gender Toolkit** (first version from 2003) gives guidelines on how to mainstream gender equality throughout the project cycle for the two main aid delivery methods of the project approach and the sector approach. Figure 1 and Table 3 present an overview of the project cycle and related gender mainstreaming tools.

Figure 1. The Cycle of Operations



Source: EuropeAid Project Cycle Management Guidelines (2004), p16

²²http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/142670.pdf

Table 3: Overview of Gender Mainstreaming Tools in the Project Cycle

Phase	Instrument/Documents	Gender Mainstreaming	Strengths/weaknesses
Programming	<ul style="list-style-type: none"> National Development Strategy/Country Strategy Paper (CSP) National Indicative Programme Policy Dialogue 	<ul style="list-style-type: none"> Gender country profile/gender analysis Gender as a topic on the agenda during policy dialogues 	2014: Gender country profile prepared by only 26 Delegations Lack of real gender analysis Women organisations often not consulted
Identification	<ul style="list-style-type: none"> Identification fiche In case of Calls for Proposals: evaluation of proposals 	<ul style="list-style-type: none"> Description of gender as a crosscutting issue Gender equality screening checklist. QSG In case of Calls for Proposals: evaluation grid including gender criteria 	
Formulation	<ul style="list-style-type: none"> Action Fiche Assessment of sector programme 	<ul style="list-style-type: none"> Description of gender as a crosscutting issue Gender mainstreamed logframe QSG 	
Financing	<ul style="list-style-type: none"> Financing Agreement 	<ul style="list-style-type: none"> Indicator-based financing plan 	<ul style="list-style-type: none"> Indicators related to the release of the variable tranche often do not make a reference to gender.
Implementation and monitoring	<ul style="list-style-type: none"> External Assistance Management Report (EAMR) Results-oriented monitoring (ROM) reports 		<ul style="list-style-type: none"> Only 26 delegations included a gender analysis in at least one of their annual reviews ROM reports Insufficiently address gender, and where they do recommendations are rarely followed through
Evaluation	<ul style="list-style-type: none"> Project/programme evaluation 		

All delivery of aid starts with *programming*, consisting of the preparation of **Country Strategy Papers (CSPs)** and the **National Indicative Programme (NIP)**. CSPs consist of five sections: EU cooperation objectives; the partner country's national policy agenda; assessment of the political, economic and social situation; assessment of past and ongoing EU cooperation; and the EU response strategy. The NIP forms a sixth section, indicating the sectors that will be supported, the indicative amount allocated to each sector, the overall and specific objectives, for each specific objective the main results expected together with indicators, and where possible targets. For the 11th EDF, the process was simplified, allowing for existing regional or national plans (or their equivalents) to be taken as the point of departure for the programming process. A separate NIP is still required.

Efforts have been made to ensure that gender equality is properly incorporated into strategy papers and EU staff have detailed guidelines on addressing gender equality in country and regional programming. First of all, Country

Strategy Papers provide an important opportunity for restating EU policy objectives with respect to development cooperation, including gender. Secondly, they encourage an analysis of the gender situation, in the form of a **Country (or Sector) Gender Profile**. But while encouraged, the Gender Action Plan Implementation Report over 2014 reveals that in 2014 Gender country profiles were prepared by only 26 Delegations. Thirdly, the process of drafting the CSP also provides an important opportunity for political dialogue with partners with regard to the centrality of gender. Unfortunately, in this process women organisations are often not consulted.

Given that the EDF RIP and most EDF 11 NIPs rely on the Pacific Plan and Pacific Countries' own National Development Strategies/Plans, analysis and guidance on gender approaches now partially comes from the partner countries/country itself. When looking at National Development Strategies for the Pacific (see Box 3), one finds significant variation in the level of depth and nuance of gender analysis and commitments. Whereas the National

Sustainable Development Plan 2011-2015 for Cook Islands outlines a vision for gender equality but includes little analysis of the issue. The National Indicative Programme based on this Plan contains no reference to gender. Vanuatu's Priorities and Action Agenda 2006-2015 contains a longer section dedicated to gender and development. However, a detailed strategy with clear gender disaggregated

indicators is also not given. Again, the National Indicative Programme makes no reference to gender. The National Indicative Programme for Samoa does include a specific commitment to gender as a crosscutting issue. As such, these National Development Strategies appear to provide little direction for donors including the European Union.

Box 3: Gender analyses and commitments in Regional/National Development Strategies & Regional/National Indicative Programs.

Cook islands

National Sustainable Development Plan 2011-2015: Objective 9. "Our efforts will focus on developing gender responsive programmes and policies; the equitable participation of women and men in decision-making and governance systems; creating an enabling environment for the full participation of women in economic and social development; improving the capacity of men and women to contribute to disaster risk management and climate change adaptation strategies; improve the capacity of women and men to address health issues; and eliminating violence against women" (p. 32-33).

NIP: no reference to gender

Samoa

Strategy for the Development of Samoa 2012 - 2016: "8.2 As emphasized in previous development strategies, government will continue to promote good governance in local communities, strengthen community development, and social safety nets as well as mainstreaming gender and disability in policy development" (p. 14).

NIP: "Specific attention will also be paid to gender issues, violence and discrimination against women particularly where EU investment in these crosscutting issues complement what other development partners are doing" (p. 9-10).

Vanuatu

Priorities and Action Agenda 2006-2015: contains a section dedicated to Gender and Development (7.3). Includes setting of historical/cultural context, overview of key issues and challenges, policy objectives, priorities and strategies, and performance indicators.

NIP: no reference to gender

During the *identification phase* of any project or programme, a sector context analysis is carried out to validate and further define the programme orientations already set in the National Indicative Plan. An **Identification Fiche** is drafted by the program manager, describing the key features of the project or programme. In addition, the program manager uses a **Gender Equality Screening Checklist (GESCI)** aimed at assessing whether or not this project or programme promotes gender equality and empowers women.

In the subsequent **Quality Support Group** meeting, organised to assess the relevance and sustainability of the newly proposed project or programme, the programme manager should be able to make recommendations to the QSG as to whether a more detailed gender analysis needs to be undertaken during the formulation stage.

During the *formulation stage*, it should be ensured that if indicated during the identification stage, a full gender analysis has been carried out; that the overall logic of the project takes gender sufficiently into account, and that the logframe has been engendered. For this purpose, another **Gender Equality Screening Checklist (GESCF)** can be used. In

the subsequent *financing agreement*, the release of tranches could be coupled to progress on gender targets.

Looking at examples of Financing Agreements, e.g. for the EUR 30,000,000 **Strengthening Pacific Economic Integration Through Trade (SPEITT)**, one can find a description of gender actions under the section on crosscutting issues. A connection is made between tourism and income-earning opportunities for women, positing the assumption that "A focus on the growth of SME tourism enterprises will result in positive gender outcomes through increased economic opportunity" (p. 14). However, this assumption is not backed up with evidence, nor are specific activities, expected results or indicators given for the achievement of these positive gender outcomes. As such, while gender may feature as a theme in project or programme descriptions, often it is not done in a way that is of real consequence to the course of the funding. Generally, indicators related to the release of the variable tranche of projects do not make a reference to gender.

Box 4: Gender references in programmes – example of Strengthening Pacific Economic Integration Through Trade (SPEITT)

Under crosscutting issues: “Gender equality will be dealt with by identifying and promoting enterprises which provide good business and employment options for women. The tourism sector particularly provides employment and income-earning opportunities for women, with women typically comprising up to 70% of the workforce. A focus on the growth of SME tourism enterprises will result in positive gender outcomes through increased economic opportunity. Both regional and national tourism strategies will be developed and include actions to mitigate any potential negative social impacts on women from tourism development; gender balance will also be maintained through all activities. During FACT, close working relationships have been formed with the Samoa-based NGO 'Women in Business' and SPC's Community Education Training Centre and greatly assisting the participation of women entrepreneurs and as project beneficiaries. The IACT component will continue this relationship to continue to promote gender equality in all its activities. The likelihood of achieving sustainable gains and outcomes is bolstered by working principally through the private sector and NGOs with evolving commercial modalities” (p14-15)

During the *formulation* phase, a logical framework matrix will identify specific objectively verifiable indicators (OVI) of activities against which progress will be monitored. *Monitoring* will involve independent financial audits and six monthly progress activity reports achievements measured against the OVI in the matrix of the logical framework. A provision for audit is usually included in the budget of a programme in order to verify compliance with relevant rules and procedures. Projects are also monitored regularly through external missions from the European Commission using the **Results Oriented Monitoring (ROM)** methodology.

Generally, there is a need to strengthen and support effective project monitoring at the level of each EU Delegation. Task managers at Delegation level would stand to benefit from a set of comprehensive monitoring guidelines that should be produced internally using the existing capacity and expertise of DEVCO staff. Although monitoring of gender actions starts with clear targets and identification of targets during the formulation phase, clear monitoring procedures including for gender dimensions of a project or programme are essential. At present, ROM reports insufficiently address gender, and where they do recommendations are rarely followed through by the Delegation.

During the *evaluation* phase, the logical framework matrix also provides a framework for final performance evaluations. Evaluations are conducted according to the criteria of

project relevance, efficiency, effectiveness, sustainability and impact. Evaluations are systematically conducted by specialised independent consultants, who prepare argument findings, recommendations and conclusions. As such, while in theory regular evaluations could have a specific gender analysis target, generally they follow the logic of a project or programme. If gender was not properly mainstreamed or included in the description of the action, gender is unlikely to feature prominently in the evaluation.

Looking at the richness of the policy documents, and the availability of a number of tools for the various stages of the project cycle as described above, it appears that the problem lies not so much in the absence of a conceptual and practical framework. Rather for action, in-depth gender analyses at regional and country level appear to be missing, and with the lack of a deeper grasp of gender issues at play in the region or one of its countries, designing of individual projects and programmes does not adequately explore and include mainstreaming of gender. Due to the nature of EU monitoring and evaluation practices, both closely tied to a project or programme's internal logic (the logical framework matrix), absence of gender issues in design result in absence of gender actions in monitoring and evaluation.

Overview of international partner initiatives

Australian Government 2012-2022, funding **Pacific Women Shaping Pacific Development** – aims to improve the political, economic and social opportunities of Pacific Women through:

- Increasing the effective representation of women, and women's interests, through leadership at all levels of decision –making
- Expand women's economic opportunities to earn income and accumulate economic assets
- Reduce violence against women and increase access to support services and to justice for survivors of violence.

This is a ten year programme with funding of around AUS\$320 million.

New Zealand, 2012-2016 **Pacific Prevention of Domestic Violence Programme** – NZ Aid, NZ Police, PICs Chiefs of Police, and since 2013 Australian Federal Police – Pacific Police Development Programme Regional, to deliver advice, training and operational support on domestic violence to police forces and communities in the Pacific. PPDVP has produced baseline reports on Kiribati, Cook Islands, Tonga and Samoa

Regional Rights Resources Team (RRT), 'Changing Laws Protecting Women Project' project started in 2009, funded by the UN Trust Fund to End violence Against women until mid 2012, now funded by Australia, guided by the UN Handbook for Legislation on Violence against Women, and works in partnership with Fiji Women's Crisis Centre Regional Network, Pacific Prevention of Domestic Violence Programme, United Nations Population Fund, UN Women, Pacific Islands Forum Secretariat Sexual and Gender Based Violence Reference group. RRT is within the Secretariat of the Pacific Community (SPC)

The (British) **Commonwealth Plan of Action for Gender Equality 2005-2015**, extends to the Pacific. In particular the commonwealth engages with youth in the Pacific to promote human rights, social justice and respect for human dignity. There is a Commonwealth Youth

Programme Pacific Centre in Honiara, Solomon Islands, and two Pacific islanders were nominated as finalists for Commonwealth Youth Awards in February 2015. The Commonwealth is also promoting women's political participation under the theme 'women's Political Leadership within Beijing+20 and the Post-2015 Development Agenda'. The Commonwealth Women's Affairs Ministers meet in Samoa in 2016. This will review the Commonwealth Plan of Action for Gender Equality which ends in 2015.. The Commonwealth has also establish a network : National Women's Machineries, which met in New York in March 2015. The forum Secretariat was represented and there were delegates from the Pacific.

The Asian Development Bank also supports Gender projects in the region through its **Gender and Development Cooperation Fund** (which also receives contributions from Australia, Canada, Denmark, Norway and Ireland) including activities directed at capacity building, gender impact assessments and gender and development partnerships. The fund was established in 2003, and funds across Asia and the Pacific. (10th Progress Report published March 2014). In 2013 ADB and FAO Asia and the Pacific held a consultation on Gender, Food Security and Nutrition: ensuring the Other Half Equal Opportunities (see Gender Equality and Food Security: women's empowerment as a tool against Hunger 2013)

The International Fund for Agricultural Development (an agency of the UN) (IFAD also works in the Pacific, promoting economic empowerment to enable rural women and men to have equal opportunity to participate in and benefit from profitable activities. It has been involved since 2011 in PNG, Fiji, Solomon Islands and Vanuatu in supporting a **UN Women Partners Improving Markets** initiative. It is currently funding an Outer Island food and Water Project in Kiribati with specific focus on women and young people; in PNG focussing on small scale farmers especially women, and has projects with co-funders in Solomon Islands, Tonga and Samoa.

Overview of EU development cooperation actions

In Suva, the **Promoting National Consultation Engagement in Fiji** project, which ended in April last year, was established to promote gender equality and empower women. The 564, 085.46 Euro project, sought to enhance a

consultative and participatory development process by encouraging and enabling youth, women and selected rural community members to develop capacities take part in networks to participate in an inclusive national

debate on Fiji's constitution. Eradication of violence against women is seen to be key to enabling equal participation in the public and political forum.

Communication and the distribution of information play a central part in the activities undertaken by the European Union to promote gender equality in the Pacific. For example, a key element of the **Enhancing the Political Participation of Marginalised Women Voters** project, involved an FWRM media campaign, which provided accessible information on citizenship rights for Indo-Fijian and young women. The project sought to enable women's effective participation in national democratic processes through promoting and distributing information concerning gender and human rights in the form of media toolkits and training workshops. Additionally, journalists, equipped with basic human rights and gender knowledge, were targeted to enable better coverage of women politicians and women's political participation.

Many of the activities carried out by EU Delegations in the Pacific raise awareness of violence against women and show support, often during high level events, for women who have been subjected to violence. Head of Delegation to Papua New Guinea, for example, took part in National **Haus Krai Day** in May 2013 and, in the presence of the Prime Minister and Senior Members of Parliament, showed support by publicly condemning the level of violence against women.

Enabling women's participation in decision-making processes is a key aspect of the EU's vision of gender equality and some activities have sought to establish opportunities for women to gain confidence speaking about their experiences in public. To this end, the European Union has funded a theatre company, **Stages of Change Theatre Company**²³, in Honiara, in the Solomon's Islands, which has helped to create a space where women can confidently and openly talk about gender violence and the impacts that it has on people's lives. Other Fiji based initiatives, such as the **Live and Learn**²⁴ promotes women's political involvement via education, **Fem Link**²⁵ promotes gender

sensitivity in media and political representation and **Women's Action for Change**²⁶ seeks to promote social inclusion more broadly, receive significant support from the EU.

Recognising the important role that is played by Civil Society Organisations throughout the Pacific region, the European Union has been keen to build on their capacity to promote gender equality and human rights. The Fijian **Homes of Hope**²⁷ project, which is run by American Pastor Mark Roche and his wife Linnie Roche, for example, was awarded a grant of EURO 452,690 (FJD 1.116,000) through the global call for proposals on 'Investing in People, Fighting Child Labour'. Fiji also saw a training seminar on EIDHR organised by EUD on the 24-25 September 2013 for the civil society partners to build the capacity of the CSO to access EIDHR grants.

Other European Union projects and activities have focused on **conflict resolution**,²⁸ providing services for those affected by **gender based violence**,²⁹ **reproductive health awareness**³⁰ and **human rights policy development**.³¹

Understanding Gender Inequality Actions in the Pacific: Ethnographic Case-Studies & Policy Options

This DEVCO-funded ethnographic³² pilot research project involves a research team of gender experts and experienced fieldworkers to reach across ten Pacific Islands Countries

sustainable Human Development, was supported with 74,100 Euros.

²⁶ Making Child Protection a Reality: Pursuit of Common Agenda for Human Rights and Democratic Reform, was supported with 92,297 Euros.

²⁷ Creating Safety Nets to Eliminate the Worst forms of Child Labour: Withdrawing and Preventing Children from Commercial Sexual Exploitation and Trafficking, was supported with 452,690 Euros.

²⁸ *Leading Transitions: Building the Capabilities of Local Community leaders and enhancing the skills sets of community based organisations*, awarded 98,261 Euros

²⁹ *Integrating and Strengthening Services for Those Affected by Gender Based Violence in Fiji*, awarded 88,000 Euros

³⁰ *Strengthening rights of rural Women by Providing them with Knowledge, Access and Control of their Reproductive Health*, awarded 252,710 Euros

³¹ *Assistance Towards the Rate of Pacific Islands' Ratification and Implementation of International Human Rights Treaties*, awarded 1,000,000 Euros.

³² Broadly defined, ethnography provides a short-hand description of both field- and writing-practice, and denotes a specific method by which cultural data can be understood through its own terms, and through a reflexive relation with the researchers own cultural assumptions. This involves looking for theoretical resources in the same places as we look for data, and basing academic analysis on local analysis. These methods have proven successful as a means of understanding the logic of local practices.

²³ The project is supported by the EU, the British High Commission, the British Council and the Solomon Islands Planned Parenting Association <http://pidp.org/pireport/2014/March/03-14-12.htm>

²⁴ The project, Supporting Human Rights and Social Participation for Women in Remote Areas of Fiji, was supported with 200,000 Euros.

²⁵ Building for the Future: Community Radio and Women, Peace, Social Inclusion, Good Governance and

(PIC), with the dual aims to enrich our understanding of the social actions involved in gender inequality - discrimination, violence, exploitation, representation - and to inform appropriate and effective future EU policy actions and define innovative pathways to change.

Understanding the social relations and actions and changing value systems that enable and constrain gender inequality, and refining working definitions of the problems through vernacular terms and local exegesis, will lead to better informed options for policy support that are more likely to find local ownership and dovetail with PIC's own national strategies. The proposed research design and organisation and case-study methodology outlines a series of small-scale in-country ethnographically informed case-studies by which to capture, foreground and privilege Pacific people's own analyses of incidents and issues, and workable future options.

We propose to conduct studies in all three regions of the Pacific - Melanesia (Fiji, PNG, Solomon Islands and Vanuatu), Micronesia (FSM, Kiribati, Marshall Islands and Palau) and Polynesia (Samoa and Tuvalu), and to consider Pacific men and women's involvements in globalisation mobility in certain fishing ports in the region.

To culturally analyse the roots of gender based violence and other specific manifestations of gender inequalities, and to advise on future research capacity building, our research team includes several leading researchers on Pacific gender issues, extensive consulting experience on this issue, and a good number of Pacific Islands researchers.

To avoid western cultural biases, and to identify any existing processes and culturally appropriate mechanisms, the expertise in our research team includes anthropology,³³ legal studies and international development, and is embedded in long-term involvement with Pacific communities, and in several countries will be carried out by research centres in the Pacific, and by a combination of women and men researchers.

³³ Anthropological research is conducted through fieldwork and relies upon the development of linguistic competence, cultural insight and social relations developed through long-term fieldwork. A core disciplinary research method and practice, participant-observation, has been developed and debated, and is now appreciated for its flexibility to adaptation to the particular circumstances of the social relations in a specific context.

To propose innovative pathways for EU actions, and to estimate the necessary financial envelope, the team involves extensive experience of international development consulting, and a development consultant with first-hand experience of DEVCO programming for the Pacific region.

Existing policy framework provides a platform for action - but what's missing is an equally complex and appropriate understanding of gender in the Pacific.

The proposed pilot research project aims to foreground the cultural analyses and the mediating work of those Pacific people's involved and implicated in incidents and issues concerning gender inequality, and to learn from their translations between old and new terms, values, relations and complexities, and their capacities to resolve things as they negotiate the predicaments and contradictions of globalisation. We stand to learn from these Pacific ways.

Annex 1: ACP Overview of selected gender equality indicators³⁴



ACP Women, Actors of Development

ANNEX 3 - STATISTICAL OVERVIEW OF SELECTED INDICATORS FOR THE PACIFIC ISLAND COUNTRIES

SELECTED INDICATORS	WEIGHTED AVERAGE	YEAR	SOURCE
GENERAL DEMOGRAPHICS			
Total population	11,776,500	2012-Mid-2013	SPC-Population and demographic indicators ⁸⁰ ; World Bank Indicators
Percent urban (%)	39		SPC- Population and demographic indicators
Life expectancy at birth F/M (years)	69.9/67.5	2001-2012	SPC- Population and demographic indicators; World Bank Data-Indicators ⁸¹
Fertility rate (total births per woman)	4	2012-2013	SPC-Population and demographic indicators; UNICEF «Timor-Leste at a glance.» ⁸²
POLITICAL PARTICIPATION			
Women in Lower House (% of total)	5.7 ⁸³	2014	Inter-Parliamentary Union 1-2-2014
Women in Upper House (% of total)	N/A ⁸⁴	2014	Inter-Parliamentary Union 1-2-2014
Proportion of seats held by elected women in both houses combined	4.3 ⁸⁵	2013	Pacific Women in politics
ECONOMIC PARTICIPATION			
Labour force participation ratio F/M (%)	59.2 / 82	2013	ILO Global Employment Trends 2014 ⁸⁶
Unemployment rate F/M (%)	4.4 / 4.1	2013	ILO Global Employment Trends 2014
Employment to population ratio F/M (%)	56.6 / 78.7 ⁸⁷	2013	ILO Global Employment Trends 2014
Employment share in agriculture F/M (%)	39.7 / 40.8	2013	ILO Global Employment Trends 2014
Employment share in industry F/M (%)	16.2 / 21.4	2013	ILO Global Employment Trends 2014
Employment share in services F/M (%)	44.1 / 37.8	2013	ILO Global Employment Trends 2014
Vulnerable employment share F/M (%)	56.6 / 63.9	2012 ⁸⁸	ILO Global Employment Trends 2014
HEALTH, REPRODUCTIVE HEALTH AND HIV/AIDS			
Maternal mortality rate (death per 100,000 live births)	144 ⁸⁹	2008-2010	UNFPA 2010 ⁹⁰ ; Timor: World Bank online databank
Adolescent birth rates per 1,000 adolescent among girls (15-19 years)	49.4	2010/2011	SPC-Population & demographic indicators ⁹¹ ; World Bank Indicators-online data base
Adult HIV prevalence (%)	0.2 ⁹²	2012	UNAIDS Global Report 2013 ⁹³
People living with HIV/AIDS	51,000 ⁹⁴	2012	UNAIDS Global Report 2013 ⁹⁵
Women with HIV/AIDS (15+)	18,000	2013	HIV-Insite-U.of San Francisco-online Database ⁹⁶
AIDS related deaths	1,200	2012	UNAIDS Global Report 2013 ⁹⁷
EDUCATION			
Adult literacy rates 15 and over F/M (%)	90.7/89.3	2011	ADB-Key Indicators for Asia and the Pacific-2013 ⁹⁸
Illiterate adults (total)	N/A	N/A	No data found
Adult female illiterates (%)	N/A	N/A	No data found
Literacy rates of 15-24 year-olds (%)	94.7 ⁹⁹	2005-2011	SCP-PRISM-National Minimum Development Indicators-2014
Primary completion rate (F/M) (%)	90/91 ¹⁰⁰	2011	World Bank Development Indicators
Primary education net enrolment ratio (%) F/M	93.5/93.3 ¹⁰¹	2011	ADB-Key Indicators for Asia and the Pacific-2013 ¹⁰²
Gender parity index in primary level enrolment	0.84 ¹⁰³	2011	UNSTATS- MDG Database
Total secondary gross enrolment rate (%) F/M	80 ¹⁰⁴	2011	UNESCO-Institute for Statistics
Gender parity index in secondary level enrolment	1.06 ¹⁰⁵	2011	UNSTATS- MDG Database
VIOLENCE AGAINST WOMEN			
Prevalence of intimate partner violence (%)	SCP: circa 64% T:29% ¹⁰⁶		UNAIDS Global Report 2013 ¹⁰⁷
Prevalence of non-partner sexual violence (%)	14.86 (7.48 to 22.4) ¹⁰⁸		WHO Global and Regional Estimates of Violence against women

80. Including countries of the sub-regions of Micronesia, Melanesia and Polynesia; not including New Zealand and Australia. <<http://www.spc.int/sdd>>. Data for Timor-Leste was taken from the World Bank online data <www.worldbank.org>

81. <<http://data.worldbank.org/indicator/SP.DY.NL.E00.FE.IN/countries/TL-4E-XN?display=graph>>

82. For Timor-Leste <http://www.unicef.org/infoycountry/Timorleste_statistics.html#113>

83. Including Timor-Leste; New Zealand and Australia not included. Data for Cook Islands, Fiji, and Niue not available.

84. Data available only for Palau (23.1% as of 1 Feb 2014). <www.ipu.org>

85. New Zealand, Australia and Timor-Leste not included. Data for Fiji not available <<http://www.pacwip.org/women-mps/national-women-mps/>>

86. All references are to this source are preliminary estimates and figures correspond to the South East Asia-Pacific Region, ILO 2014, p.91.

87. cf. ILO 2014, p.91.

88. Projections for 2013 are F: 63.1/M:56.0. See ILO 2014, p.98.

89. Data for Nauru and Tokelau was not found.

90. Pacific SRQ, «Achieving the MDGs in the Pacific: Policies and Strategies in Population & Reproductive Health.»

91. Average includes countries of the sub-regions of Micronesia, Melanesia and Polynesia. It does not include New Zealand and Australia. <<http://www.spc.int/sdd>>. Data for Timor-Leste was taken from the World Bank online data <www.worldbank.org>

92. Estimate is for Oceania, as defined by UN-AIDS. For Timor-Leste estimate is 0.8.

93. <<http://www.aidsinfoonline.org/devinfo/libraries/aspx/Home.aspx>>

94. Not including Timor-Leste. Data from government estimates a 0.88% for 2010. <[http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2012countries/ce_TL_Narrative_Report\[1\].pdf](http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2012countries/ce_TL_Narrative_Report[1].pdf)>

95. <<http://www.aidsinfoonline.org/devinfo/libraries/aspx/Home.aspx>>

96. <<http://hivinsite.ucsf.edu/global?page=cr01-00-00>>

97. <<http://www.aidsinfoonline.org/devinfo/libraries/aspx/Home.aspx>>

98. ADB's denomination «Pacific» region includes Timor Lest.

99. Estimate for South- Pacific Island developing countries; Timor Lest not included.

100. Estimates are for the East-Asia Pacific region.

101. Data includes only Cook Islands, Fiji, Samoa, Solomon Islands, Timor-Leste, Tonga and Vanuatu.

102. ADB's denomination.

103. Data available for only 6 of the 15 members of ACP Group of countries (namely Fiji, Marshall islands, Samoa, Timor-Leste).

104. Estimate corresponds to the East Asia-Pacific region.

105. Estimated from data available for only 6/15 Pacific States member of the ACP Group (Cook Islands, Fiji, Samoa, Solomon Islands, Timor-Leste, Vanuatu).

106. Average includes only 4 ACP Secretariat member countries (Kiribati, Marshall Islands, Solomon Islands and Vanuatu).

107. <<http://www.aidsinfoonline.org/devinfo/libraries/aspx/Home.aspx>>

108. Figures are for Oceania, including Australia and New Zealand. Timor-Leste is clustered within the East-Asia region, for which data is: 5.87 (0.15 to 11.59). Source: WHO 2013, p.48.

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