



PACIFIC WOMEN

SHAPING PACIFIC DEVELOPMENT

3 YEAR EVALUATION – FINAL REPORT

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Submitted by Itad

Table of Contents

Acronyms	iv
Executive Summary	1
1. Introduction to Pacific Women	8
2. Introduction to the Evaluation – Approach and Process.....	11
3. Methodology.....	13
3.1. Programme level data collection	13
3.2. Case studies.....	14
3.3. Methodologies used for analysis.....	15
3.3.1 Case study data analysis	15
3.3.2 Programme level data analysis.....	15
3.4. Limitations and challenges.....	17
3.5. Structure of the report.....	18
4. Analysis and Findings – Programme Level	18
4.1. Context.....	18
4.2. Strategy.....	22
4.2.1 Overall strategy.....	22
4.2.2 Distribution of resources.....	23
4.2.3 Learning strategy	26
4.2.4 Relationships.....	27
4.3. Process	33
4.3.1 In Canberra	34
4.3.2 At Post	35
4.3.3 Role of the Support Unit	36
4.3.4 Role of the Gender Focal Point	37
4.3.5 Role of the Advisory Board	38
4.4. Outcomes.....	46
5. Conclusions on Short-term Outcomes	49
5.1. Resources	49
5.2. Relationships.....	51
5.2.1 Programme visibility	52
5.2.2 The role of the Support Unit	53
5.2.3 Joining up the programme	53
5.3. Capacity	54
5.4. Understanding.....	56

6. Assessing Value for Money (VfM)	57
6.1. Steps for developing Pacific Women’s VfM rubric and process	60
7. Conclusions on the Theory of Change	64
7.1. Observations on the causal process.....	64
7.2. Observations on the construction of assumptions in the ToC	65
7.3. Observations on the 4 th Outcome – Enhancing Agency	66
Annex 1: List of people consulted	68
Annex 2: List of literature reviewed	78
Annex 3: Overall scoring and rationale of the VfM assessment	80
Annex 4: Number of survey respondents by country	83
Annex 5: Top level analysis from the Progress Report case studies	84
1. Introduction: Overview of the Pacific Women Evaluation	84
1.1. Purpose of the Progress Report.....	85
2. Methodology and stage of analysis	85
3. Emerging Themes	87
3.1. Resources	87
3.1.1 Relationships.....	88
3.1.2 Capacity and understanding	91
Annex 6: Evaluation questions and matrix as formulated in the Evaluation Plan	95
Annex 7: Abridged Theory of Change as in the Evaluation Plan	97
Annex 8: Terms of Reference	98

List of Figures

Figure 1: Simplified programme logic.....	9
Figure 2: Total Bilateral Spend by Country as proportion of total bilateral spend, 2012-16.....	10
Figure 3: Evaluation process.....	12
Figure 4: Distribution of resources by outcome.....	24
Figure 5: Survey responses - the quality of the relationship with Pacific Women	28
Figure 6: Funding Distribution by implementing partner FY12-13 to FY15-16.....	29
Figure 7: Survey respondents by type of partner	30
Figure 8: % of respondents agreeing to statements on reasons for securing funds	31

List of Tables

Table 1: Distribution of expenditure by intended outcome and programme support	10
Table 2: Populations of countries with bilateral programmes.....	10
Table 3: Country selection criteria for case studies	14
Table 4: Assessing the weight of evidence.....	17
Table 5: VfM assessment	58
Table 6: VfM standards matrix for the programme level.....	60
Table 7: Potential VfM analysis using the results framework.....	62
Table 8: Components of programme financial costs	63

Acronyms

DFAT	Department of Foreign Affairs and Trade
EA	Enhancing Agency
EE	Enabling Environment
EQ	Evaluation Question
EVAW	Ending Violence Against Women
FGD	Focus Group Discussion
FSM	Federal States of Micronesia
FWCC	Fiji Women’s Crisis Centre
GA	Gender Advisor
GFP	Gender Focal Points
INGO	International NGO
IPPWS	Increasing the Political Participation of Women in Samoa
KIIs	Key Informant Interviews
KMS	Knowledge Management System
LGBT	Lesbian, Gay, Bisexual and Transsexual
NGO	Non-Government Organisation
PIFS	Pacific Island Forum Secretariat
PLGED	Pacific Leaders’ Gender Equality Declaration
PNG	Papua New Guinea
PWPP	Pacific Women’s Parliamentary Partnership
RMI	Republic of the Marshall Islands
RRRT	Regional Rights Resource Team
SPC	Pacific Community
TA	Technical Assistance
ToC	Theory of Change
ToR	Terms of Reference
TSM	Temporary Special Measures
VAW	Violence Against Women
VAWG	Violence Against Women and Girls
VfM	Value for Money
WCCC	Women and Children’s Crisis Centre (Tonga)
WEE	Women’s Economic Empowerment
WLDM	Women’s Leadership and Decision Making

Executive Summary

Pacific Women Shaping Pacific Development (*'Pacific Women'*) is a 10-year, AU\$ 320 million programme working in 14 member countries of the Pacific Island Forum. The programme operates through strategic partnerships and funding relationships that aim to improve the political, social and economic opportunities for women. The outcomes sought by *Pacific Women* include:

1. Women, and women's interests, are increasingly and effectively represented and visible through leadership at all levels of decision-making. (*'Women's Leadership and Decision Making'* - WLDM)
2. Women have expanded economic opportunities to earn an income and accumulate economic assets. (*'Women's Economic Empowerment'* – WEE)
3. Violence against women is reduced and survivors of violence have access to support services and to justice. (*'Ending Violence Against Women'* – EAW)
4. 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. (*'Enhancing Agency'* – EA)

Approximately 70% of the programme is intended to be resourced through Pacific bilateral programmes to fund activities in the individual 14 countries, based on agreed country plans. The remaining 30% is funded from the Pacific Regional budget for funding regional or multi-country activities and regional programme management. By the end of FY 2015–16, a total of AU\$86.16 million had been spent, with work under EAW seeing the largest spend at 47.6% of the total, and WLDM the least at 7.7%.

This evaluation has taken place after approximately 4 years of implementation. It is a formative evaluation that aims to undertake an independent assessment of whether *Pacific Women* has achieved its first interim objective and to establish the extent to which the programme is tracking toward achieving its intended outcomes. The evaluation assesses:

- the extent to which capacity, resources, relationships and understanding for action have been established across the programme;
- its relevance to the Australian Government and partner priorities and to the context and needs of beneficiaries;
- the effectiveness and efficiency of the programme.

It also identifies challenges to progress in the four intended outcome areas.

The evaluation takes a theory-based approach to gain insight into how far the Theory of Change reflects and is reflected in the change process as produced by programme activities. Evaluation questions were organised into four domains of **Context, Strategy, Process** and **Outcome** to guide data collection and analysis. Data collection took place at two levels – at a programme level, to capture the broad story, and at project level, to provide detail and nuance to this broader picture. Analysis also took place in two stages – for the development of four country level case studies (Fiji, PNG, Kiribati and Samoa) designed to provide project detail and context to inform the programme level assessment. These were combined with a regional projects case study and submitted as a Progress Report. The next step in analysis was to capture programme-level findings, presented here in combination with case study insights.

At the broadest level, the evaluation found that in the next phase of the programme – and in order to consolidate the experience and relationships built to date to the programme's best advantage – it will be necessary for the programme (team) to act more consistently to follow its own internal logic – that is, the logic of the Theory of Change and its overall aspirations of building momentum and Pacific leadership for the programme. This will involve:

- Working with more balance between the outcome areas – which means upscaling work in WEE and WLDM – and maximising opportunities to work across outcomes / in combinations of outcome areas.
- Strategizing to accommodate overall resource constraints as well as the need to scale-up work in some areas. This means strategizing for resource placement to maximise the leverage and momentum of the programme. Selecting partnerships that can contribute to promoting the identity of the *Pacific Women* programme by explicitly coming together as a programme to contribute to common objectives across the region and by building recognition of the programme will be an important part of this.
- Promoting Pacific leadership and ownership in a consistent and concerted strategy – not least as an invaluable asset to the programme’s policy leverage and internal momentum.

At the programme level, specific key findings include the following. Corresponding recommendations are indicated by the symbol ➤

Context:

Country ownership and relevance: The programme has responded flexibly to cultural variations across the region and to different levels of engagement by governments, with the result that country ownership by governments and by DFAT in-country staff, and alignment to country priorities and policy frameworks is in most cases good. However, the sense of ownership of the programme and involvement in its leadership and decision making by women from the Pacific – at all levels – is as yet weak.

- Since ownership by women and women’s organisations from the Pacific is a major part of the driving force that will gain leverage for the programme and sustain its benefits, the programme needs to develop specific and explicit strategies to advance ownership (and leadership) by women, women’s organisations and other organisations from the Pacific region.

Strategy:

Resource distribution: Although the four intended outcomes are seen as applying well to the context and as having good potential to generate change improving gender equality, the programme is so far disproportionately skewed towards ending violence against women (EVAW), in part because most country plans identified this as a priority. Outreach by partners to excluded groups is also strong in some cases but is inconsistent across the programme.

Partnerships: Although most partners report good relationships with *Pacific Women*, recognition of the programme by some partners is very low, which is likely to be **affecting the full visibility and potential for leverage of the programme**. This is especially the case for UN partnerships, which account for 32% of programme funding, and in which stakeholders have very low levels of recognition of the Pacific Women programme. These low levels of recognition are in some cases related to incomplete alignment to *Pacific Women’s* administrative mechanisms, including reporting systems and the Monitoring and Evaluation Framework (MEF). While DFAT has not required all partners to completely align to the MEF, in order to tell a programme level story about *Pacific Women* impact, there is the need for partner M&E processes to mirror important aspects of the MEF, for example, the programme theory, indicators and evaluation questions. There are still several projects that remain outside of *Pacific Women’s* MEF, and this poses challenges for programme reporting.

- Now is the time to scale up work on the WEE and WLDM outcomes: rebalance overall resource distribution to better support these and to ensure that all outcome areas are active in each country. Wherever possible, work in outcome combinations to achieve this.
- In cases where it is felt EVAW should continue to be more emphasised than other outcomes, the logic for this should be reflected in the Theory of Change.

- Conduct an analysis by project of the extent to which alignment with the programme's administrative mechanisms including reporting systems, MEF and objectives has been achieved, and to gauge levels of recognition for the programme.
- Renegotiate or reconsider the terms of *Pacific Women's* relationships with partners that have low levels of recognition for the programme and low levels of alignment with key administrative mechanisms. Clarify reporting requirements so that reporting is understood to be reporting to *Pacific Women* rather than simply to DFAT (whether through Post or through the Support Unit).
- Develop a specific and explicit strategy to move towards ownership and leadership by women, women's organisations and other organisations from the Pacific region including by reducing the level of funds going through large partners such as UN organisations and INGOs. Include building *Pacific Women* programme identity among new partners as a core part of this strategy.

Approaches: Learning strategies are not yet fully in place across the programme, although knowledge building through research and building evidence for programme design has made good progress. At the early stages, little emphasis was placed on the issue of innovation, even though some novel approaches are indeed being explored.

- Strengthen and enhance the mechanisms for reflection and learning across the programme. These should make the most of experience generated, promote peer learning, and aim to create a fully 'joined-up' picture in the near future.
- A more strategic approach to research supporting the programme should be the outcome of the continued research strategy development.
- More attention to and emphasis on the issue and role of innovation will help to collect and synthesise information on innovative approaches being tested across the programme and to bring these into systematic learning processes.

Process:

Coherence and roles within DFAT: In Canberra, the programme's high profile and flagship status are perceived by several stakeholders to generate leverage to uphold the gender equality agenda and catalyse activity in DFAT. There is, however, a variable commitment at Post to the idea of *Pacific Women*, not least because projects are mainly funded via existing bilateral allocations, and are also mainly managed at Post, leading to a sense that the projects should be attributed to DFAT more broadly rather than to *Pacific Women* in particular. This leads to different degrees of identification of *Pacific Women* projects with the programme and thus contributes to the programme's lack of consistent visibility.

There are several opportunities to improve programme process. For example, the Support Unit Suva Office, now fully staffed, may now be in a position to play a more strategic and proactive role within the programme, but the parameters of such a role are not yet fixed or clear. The Gender Focal Points (GFPs) also carry a lot of responsibility for negotiating on the programme's behalf at Post, but they are relatively junior members of the Post team. While the role of Advisory Board members is becoming clearer, this does not yet take full advantage of their good positioning to actively link different programme stakeholders and to link the programme into other key institutions.

- Initiate an open and forward-looking process between Posts, the Support Unit and the *Pacific Women* management team to explore a dynamic and strategic role for the Support Unit. A more dynamic role could contribute to building the identity of the programme and therefore a strong platform for advocacy and leverage. This process must maximise and reinforce a culture of mutual support among a set of well-positioned actors with clear common purpose.
- A strategic role might include utilising the capacity within the Support Unit to develop and carry out a strategy for evolving Pacific leadership for the programme and ownership by women and women's organisations from the Pacific. Articulating the vision for this more proactive role for the Support Unit and generating understanding and agreement for it among key staff at Post is a key 'next step' for the programme.

- Develop a stronger role in advocacy at country and regional level among Advisory Board members and clarify their roles and potential roles in generating ‘value added’ for the programme.
- Seek out ways to support GFPs; engage them in the *Pacific Women* Theory of Change; and clarify its operational strategy. To the degree that their wider roles allow, this could include facilitating a deeper analysis of gender inequality and the underlying theoretical basis for the Theory of Change. It could also involve casting the net more widely at annual GFP meetings to include government counterparts and other stakeholders who liaise most closely with Post – this could provide opportunities for building relationships as well as enhancing learning.

Linkages: There are good examples of active coordination across the programme, especially in Papua New Guinea (PNG), and the Theory of Change is also lending coherence to gender equality work by acting as an effective focus and common framework for partners and others. These linkages should be made consistent and enhanced.

- Create opportunities wherever possible to build linkages across the programme’s partners to enhance programme visibility, coordination, learning and a sense of collective action.
- Establish in-country links (information flows) between regionally funded partners and bilaterally funded partners as a matter of urgency in all countries.

Outcomes and Challenges:

Not surprisingly given the balance of resourcing, positive perceptions of outcomes are more consistent in EAW than in WEE and WLDM in which outcomes are less established and widespread. EAW outcomes are partly due to prior work through a number of projects, but the current programme is undoubtedly contributing to them. However, in all outcome areas, the ability of the programme to provide sufficient coverage to lead to lasting change is a real challenge. This points to the primary need to maximise the potential of investments and to create leverage for the programme beyond its tangible resources. Levels of government engagement are also mixed; increasing this will require strategies within DFAT as well as via women’s advocacy organisations.

- More focus on WEE and WLDM will be necessary to produce consistent outcomes in these areas, particularly since these outcomes do not have the advantage of considerable prior work in the Pacific region.
- Given budget constraints it is critical to take all opportunities for leveraging resources as well as generating momentum by increasing the local profile and branding of this flagship programme. Raising the profile of the programme provides the platform on which raising the profile of gender inequality can be achieved. It provides an opportunity both for projects coming together around shared regional-level goals and successful progress towards these. At the same time, a higher level profile can create a platform for raising awareness of the extent and role of persisting gender inequalities that will require continued and concerted resources from donors and governments alike if they are to be successfully and fully addressed.
- Enhancing government engagement may be achieved by continuing to support GFPs with more senior DFAT staff in engaging governments, and also by supporting women’s organisations to find the right balance between critique of governments and engagement with them.

Bringing the findings from the programme level and the four case studies together (Fiji, PNG, Kiribati and Samoa), the evaluation draws the following general conclusions on the short-term outcomes:

Resources: There is a growing awareness of the interconnectedness of the outcomes and the importance of working across outcome areas. In some cases, organisations have already begun positioning to be able to work across outcomes (PNG, Samoa). However, coverage challenges are likely to endure and strategizing to gain leverage for the programme should be a priority. Gaining ownership for the programme by women and women’s organisations from the Pacific would thus be an invaluable, perhaps essential, asset to the programme, not least because they are likely to drive

leverage through advocacy and can enhance sustainability. Where this is challenging, a strategy of capacity support to emerging organisations should be developed and resourced.

- Facilitate working across outcomes wherever possible. Consider aiming to create at least one example – in a strategic small island location - of full coverage on all outcomes. This would provide a “test case” for the Theory of Change to be taken up at final evaluation stage and contribute significantly to learning on social norm change.

Relationships: There is strong evidence at both project and programme level that a lack of visibility for the programme undermines its effectiveness as a joined-up force. Lack of visibility precludes building a sense of common purpose among partners and narrows the space for local advocates to use the programme brand and status for leveraging priority attention to the outcome areas. Better recognition would allow the development of a stronger sense of collective objectives and collective progress towards the shared PLGED goals that the programme embodies. Operationally, the programme struggles to receive consistent project monitoring information because project accountability systems do not necessarily ensure accountability to the *Pacific Women* programme. Projects are accountable to DFAT through contract agreements, and this does not necessarily include specific connection to the *Pacific Women* programme, whether through operational alignment to reporting and MEL mechanisms or in terms of stakeholder recognition of the programme. There is also evidence (mainly from PNG) that bringing actors – especially partners – connected to the programme together *does* have a value-added effect, by generating a sense of collective goals and collective achievements, and by generating learning, exchange and the cross fertilisation of good practice in specialist areas.

- Develop a concerted strategy for promoting programme identity by bringing partners together in common purpose and demonstrating their contributions to common regional goals. Further communication of the vision and strategic purpose of the programme would contribute to a clearer understanding at Post of how visibility for Pacific Women can bolster its progress. Establishing a branding strategy which enables recognition and leverage will be important in the next phase, alongside clearly articulating a regional convening role for the programme. Establish agreements at DFAT Posts and with all partners and sub-partners regarding the profile to be given to the programme.
- Further efforts to bring together programme stakeholders would help join up the programme. These could include bringing together: Gender Advisors; partners working in outcome areas of WEE and WLDM; and ‘specialist’ partners with those who are developing new working areas. Innovations for bringing people together using mechanisms which do not incur substantial travel costs should be explored.

Capacity: Capacity support is broadly appreciated, and especially among organisations working in the WEE outcome. However, capacity is generally used in a broad sense; more precision in what is meant by ‘lack of capacity’ in different contexts would at times be helpful. For example, in M&E exercises, ‘capacity’ needs may be seen as including M&E alignment issues which are very different from technical M&E capacity needs.

At different levels, there have been some difficulties operationalising capacity transfer as opposed to straightforward technical assistance. Good capacity transfer is especially important as it is connected to the question of local leadership and ownership of the programme – limited capacity is one reason for less funding routing directly to Pacific organisations and for the need to draw on external expertise.

- Establish clear mechanisms for capacity support and mentoring in the relatively less experienced WEE and WLDM outcomes as the programme matures and expands this work.
- Ensure all capacity support is firmly focused on transferring skills into organisations, and this be included in tasks that utilise consultants.
- All programme level, TA exercises should also have an element of capacity transfer built into design as a non-negotiable component.

- Clearly separating M&E support exercises into the different types of capacity they may be addressing would contribute to building mutually supportive relationships.
- Require all partnerships with UN organisations, international non-governmental organisations (INGOs) and others operating ‘sandwich’ partnerships¹ to include capacity needs identification for sub-partners (in cases where this is not already done) and a clear strategy for assessing sub-partner progress towards criteria for becoming eligible for independent funding.

Understanding: Good progress has been made in generating knowledge and understanding but gaps remain especially in how to approach WEE and WLDM. The process of developing Roadmaps, including for these outcomes, is now almost complete, but understanding of the approaches embedded in these will now need to be supported at project level. Mechanisms for deepening understanding and enhancing capacity are already connected in the programme and this should be emphasised so that technical capacity is always underpinned by ‘understanding’.

Better understanding of the effects of different kinds of training approaches would benefit the programme: although there is a lot of emphasis on training at different levels, evidence on what kind of trainings work for what objective is piecemeal. It is, however, recognised that gaining understanding and consensus at community level of the manifestations of and reasons for gender inequality is a challenge – among women as well as among men – as it requires the gradual and systematic challenging of well-established and closely held social norms.

Value for Money: The current VfM assessment strategy is a good foundation but needs further precision as well as breadth. It does not currently demarcate clearly between the standards of strong, acceptable and weak – this amplifies the subjectivity of the assessment. In addition, the proposed VfM assessment process does not yet include any assessment in relation to results.

- Assign scores to the standards and define more precisely the requirements that need to be met before allocating a score, as suggested by the adapted matrix.
- Consider using a second type of analysis to track changes in quantitative, qualitative and monetary indicators in specific results areas, set against programme costs.

Knowledge building and the Theory of Change: The assumptions as currently formulated in the ToC do not give much guidance to the challenges that are now being encountered in the programme. In addition, the function of the fourth outcome (Enhancing Agency) needs clarification. While there is work taking place to enhance agency it is not clearly articulated in the programme and as such it is challenging to measure. Enhancing agency is considered here as ‘personal reflection leading to empowerment to act in the interests of gender equality’ – but it is not clearly defined in the current ToC or M&E framework.

- Shift the emphasis on building knowledge and understanding to the weaker areas of WEE and WLDM, and maximise opportunities for knowledge building in these areas at learning and other events.
- Consider developing more systematic systems for distinguishing the different methodologies used in training and to promote the personalised and experiential methods generally used by behaviour and social norms change advocates – including for methodologies used to build male advocacy for gender equality. This could create important knowledge for the programme and strengthen behaviour change efforts.
- Finalising the Pacific Women research strategy must include components to build local research capacity as well as to make research findings available to partners in accessible and relevant formats. Better understanding of what works in working with male advocates in the Pacific region would add to the knowledge base.

¹ Managing projects which include contracting to sub-grantees.

- Assumptions guiding the current ToC should be reviewed so that programme activities can be better targeted to address them through methodology or approach. Regular review of these assumptions, including with stakeholder groups, would strengthen the basis for future programme responses.
- Consider the issue of enhancing agency as a cross-cutting theme, rather than an outcome. It should thus be supported through activities in each outcome area. This implies bringing the issue of social norm change among women to the forefront of the programme, and exploring promising methodologies to address this.

1. Introduction to *Pacific Women*

Pacific Women Shaping Pacific Development (*'Pacific Women'*) is a 10-year, AU\$ 320 million programme working in 14 member countries of the Pacific Island Forum. It reflects the Government of Australia's commitment to work for improved equality and empowerment of women and supports Pacific countries to meet the commitments made in the 2012 Pacific Leaders' Gender Equality Declaration (PLGED). The intended outcomes sought by *Pacific Women* include:

- Women, and women's interests, are increasingly and effectively represented and visible through leadership at all levels of decision-making (WLDM).
- Women have expanded economic opportunities to earn an income and accumulate economic assets (WEE).
- Violence against women is reduced and survivors of violence have access to support services and to justice (EVAW).
- 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 (EA).

The programme thus aims to be comprehensive and to work in several domains simultaneously to advance gender equality with the overall goal that: *Women in the Pacific (regardless of income, location, disability, age or ethnic group) participate fully, freely and safely in political, economic and social life.* As a 10-year programme, the programme design included two interim objectives to enable the assessment of progress:

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

In the overall Programme Theory, the causal processes expected for each outcome are depicted in Figure 1.

Approximately 70 per cent of the \$320 million commitment is funded from Pacific bilateral programmes to fund activities in individual countries, based on agreed country plans. The remaining 30 per cent is funded from the Pacific Regional budget for funding regional or multi-country activities and regional programme management. An indicative budget allocation was set by the *Pacific Women* management team for each country, based on an analysis of a number of issues including population size, demographic and social indicators, the size of the existing Australian bilateral program, the ability to absorb additional funds with a focus on gender equality programmes.

However, this was misunderstood when the programme was first announced; at that point most stakeholders believed that the programme would attract an additional financial allocation for country level activities. Once this was clarified, most Posts began allocating bilateral funds to – and developing – country level *Pacific Women* projects identified through the consultative process rolled out to produce Country Plans.

Figure 1: Simplified programme logic



A delivery strategy was developed in 2012–13, and implementation began in some countries in 2013, with several more projects beginning implementation through 2014 and 2015. Three of the 14 countries (Palau, Niue and Federal States of Micronesia – FSM) are currently supported through regional projects only, with as yet no separate country/bilateral programme, although these country plans have been endorsed with activities due to commence shortly.² As at June 2016, the programme had funded 126 projects of which 93 were considered implementation activities (73 at country level and 20 at regional level) and 33 were for strategic direction setting and learning purposes.³

By the end of FY 2015–16, a total of AU\$86.16 million had been spent across the four outcome areas. Table 1 shows that of the outcome areas, work under EVAW sees the largest spend at 47.6% of the total, and WLDM the least at 7.7%. It should be noted that many of the activities included in these figures work across more than one outcome, but they are classified under their primary outcome for financial reporting purposes. Many projects do indeed work in more than one intended outcome; for instance, of the total 36 projects working on EVAW, 27 also do some of their work in other outcome areas.⁴

² DFAT (2014) 'Pacific Women Shaping Pacific Development: Inception Small Islands States Plan', Government of Australia.

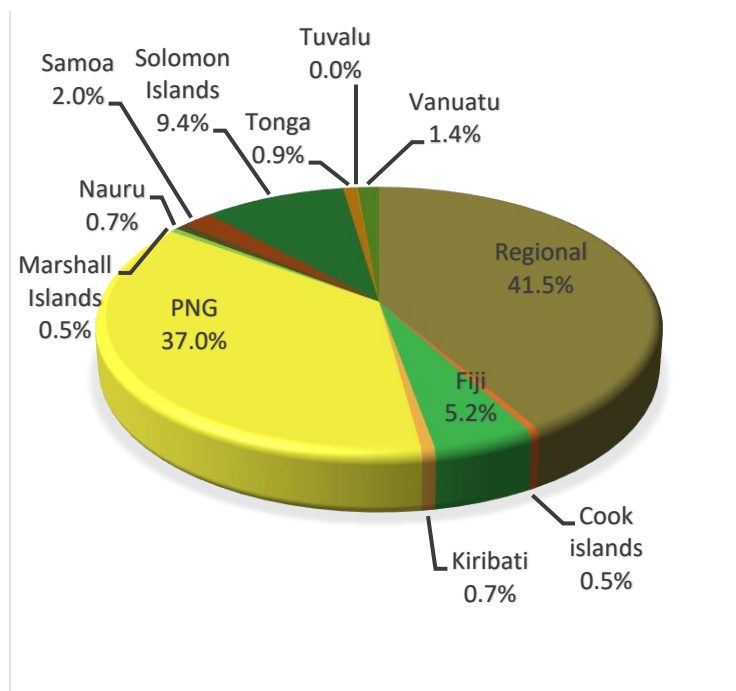
³ Projects listed in Annex C of the Progress Report number 106 but the number reported in the text is 93 'implementation' + 33 'strategic'.

⁴ Figures all taken from *Pacific Women Annual Progress Report 2015-2016*, November 2016. There are clearly some difficulties classifying projects according to their main outcome, reflected in inconsistencies in how projects are reported. For instance, in the Progress Report, there are inconsistencies between the numbers reported in the main text and in the list of projects in the Annex: 23 are stated as EA projects but 28 in the list; 14 are stated as WEE projects but 20 in the list; 26 are stated as EVAW projects, but there are 45 projects under EVAW in the Annex.

Table 1: Distribution of expenditure by intended outcome and programme support, FY 2012-13 to FY 2015-16

Programme	EA	WLDM	WEE	EVAW	M&E/ Design	Admin/ Programme Support	Total
Expenditure – AU\$	11,805,154	6,608,700	19,600,368	41,043,473	1,762,135	5,339,614	86,159,444
% of total	13.7%	7.7%	22.7%	47.6%	2.0%	6.2%	100%

As might be expected in a region where country and population size varies considerably, bilateral spend is higher in countries with larger populations as shown in Figure 2 and Table 2. Larger countries also have larger DFAT bilateral programmes. PNG – the country with the largest population – has absorbed 37% of expenditure to date – although it represents 76.5 per cent of the population of the 14 countries targeted by the programme, therefore this level of spending is line with its size and the size of the overall bilateral programme. Country level spend in the 10 countries apart from PNG which have country level (bilaterally funded) projects make up just 21.5% of the overall spend, but this is roughly in proportion to their population size, as suggested by Table 2. However, 41.5% of the total expenditure to date has been on regional projects which have a multi-country reach and operate in addition to the projects funded by this bilateral expenditure. The issue of coverage is discussed further in Section 4.2.2.

Figure 2: Total Bilateral Spend by Country as proportion of total bilateral spend, 2012-16**Table 2: Populations of countries with bilateral programmes⁵**

Country	Population	% of Total regional population
PNG	7321000	76.5
Fiji	892145	9.3
Cook Islands	21000	0.2
Kiribati	112423	1.2
Marshall Islands	52993	0.6
Nauru	10222	0.1
Samoa	193228	2.0
Solomon Islands	583591	6.1
Tonga	106170	1.1
Tuvalu	9916	0.1
Vanuatu	264652	2.8

⁵ Population figures taken from <http://data.worldbank.org/region/pacific-island-small-states>

2. Introduction to the Evaluation – Approach and Process

The current evaluation, taking place after approximately 4 years of implementation of a 10-year programme, aims to take stock of achievements and challenges to date and develop analysis and recommendations to inform the ongoing implementation of the programme. It is intended as a formative process, reviewing process and strategy, mainly at a high level in order to help shape future process and strategy for the remaining 6 years of implementation.

Four objectives for the evaluation are set out in the evaluation's Terms of Reference (ToR) (See Annex 6):

1. To assess the extent to which capacity, resources, relationships and understanding for action were established across country and regional activities.
2. To assess the relevance of the programme to Australian Government and partner priorities and to the context and needs of beneficiaries; its effectiveness in contributing to its interim objectives and intended outcomes; and the program's efficiency.
3. To identify effective strategies, barriers and challenges to progress in the four intended outcome areas.
4. To develop recommendations for programme improvement and for future programme development.

The evaluation design proposed a theory-based approach as one which would support a formative process that takes stock and identifies gaps and areas for programme improvement. It was envisaged that this learning would then be used to review and update the Theory of Change (ToC) and guide strategic decision making in the subsequent years of the programme.

Given the early stage of the programme's timeframe, a focus on short-term outcomes was established in the ToR's objective of assessing the extent to which capacity, resources, relationships and understanding for action had been established: this objective reflects the overall programme's interim objectives as stated in the Monitoring and Evaluation Framework (MEF) finalised in 2015.⁶ To replicate this 'close up' perspective in the ToC as presented in the overall MEF, an abridged ToC was proposed to focus on short-term outcomes (see Annex 5).

Evaluation questions (EQs) were developed responding to the issues expressed in the first three of the four evaluation objectives. These EQs – which included questions of relevance, effectiveness and efficiency – were then mapped onto the abridged ToC in order to clarify how these questions might be enhancing or limiting the causal process as anticipated by the ToC.

To operationalise the overall design strategy, the EQs were organised into an evaluation matrix which would guide enquiry based on four evaluation domains. These domains are based on the logic of a continuum from context → strategy → process → outcome. In other words, a thorough understanding of the **context** (which includes elements of an understanding of the constraints and enablers), is followed by the formulation of programme **strategies**. The next step is the implementation **process** – how strategies are translated into action, which then leads to the expected **outcomes**. Sustainability is often added to this 'chain' of logic but, in view of the timescale for *Pacific Women*, was not considered appropriate for the purposes of this evaluation.

The domains of strategy and process are closely connected to the ToC output areas of resources, capacity, relationships and understanding as action in these domains drives the inputs into those

⁶ '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' (p.1)

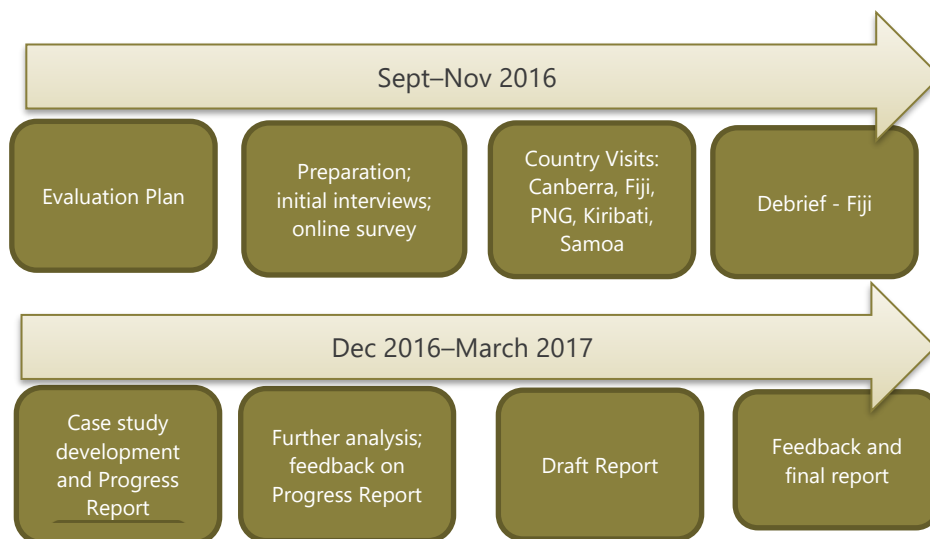
output areas. These domains set the enquiry process into one which follows a causal/chronological logic through implementation. At the same time, they guide the evaluation process into four main enquiry areas of **resources, relationships, capacity, and understanding**.

A value-for-money (VfM) assessment was operationalised within this schema by mapping the EQs onto *Pacific Women’s* draft VfM rubric to make clear what types of data were expected to provide information to populate the rubric and guide an assessment. Likely data sources were identified for each of these EQ areas, and VfM questions were written into the evaluation tools.

Evaluating a highly complex programme running multiple projects required a design that could capture information at the ‘high’ level – i.e. building the broad story and viewing activities from the perspective of the overall programme – as well as capturing detail of the project level picture in specific areas. A case study approach was therefore selected and four countries identified as case study sites at which project level information could be collected as well as programme level data. These were Fiji, Papua New Guinea (PNG), Kiribati and Samoa. Field visits were then organised in these countries to include data collection at country project level, selected regional project level, and at the programme level. This approach was described and approved in the Evaluation Plan (dated 4 October 2016).

The evaluation process (see Figure 3) involved elaborating and agreeing an evaluation plan, followed by a brief introductory period in which initial interviews were carried out, literature review began and planning was set in motion for the fieldwork process. Country visits were then carried out by different combinations of the evaluation team – first a brief visit to DFAT and other stakeholders in Canberra, followed by visits of between 3 and 6 days in each of the four case study countries.

Figure 3: Evaluation process



The field visits included a brief de-brief session with members of the *Pacific Women* team in Fiji. This was the first discussion exercise in which initial impressions were aired and to some degree sense checked. Rigorous analysis, however, did not begin until after the field visits.

As a first stage of the analysis and reporting process, project and country level case study data was analysed and developed into the five case study reports for Fiji, PNG, Kiribati, Samoa and a Regional projects report (see Annexes 7–11 to be submitted with the final version of this draft report). Next, systematic analysis was conducted on programme level data collected, and presented in the findings

here. Case study analysis and programme level analysis is then synthesised for the final section of this Evaluation Report.

3. Methodology

The evaluation set out to collect information which would contribute to building the broad programme level story as well as to gather the project story to provide detail and context with which to understand and interpret the broader picture. Three methods were designed to collect evidence and build understanding of the broad picture:

- A literature review
- High-level Key Informant Interviews (KIIs)
- An online survey targeting all projects

One method, used at four sites, was designed to drill down into the detail and specific contextual experiences of *Pacific Women* across the region:

- Four country case studies exploring the experience of selected projects implemented in each country and one study of selected regional projects.

3.1. Programme level data collection

Literature review

The literature review was conducted as an ongoing exercise over the course of the evaluation, and covered programme level documents as identified by the *Pacific Women* team. Project level documents were also consulted for those projects selected to contribute to case studies, but these were not included in the formal literature review. Altogether 48 documents were reviewed (see Annex 2). Of these, 29 were considered appropriate to be used to contribute to evaluative judgements on key selected EQs using a Literature Evidence Assessment Tool.⁷ These assessments were combined and mapped into a spreadsheet to give an overview of how far the literature provides quality evidence against the EQs, and contributes to overall triangulation.

Online survey

The online survey was designed to cover all types of projects, and to collect broad information across the programme to support the high-level assessment. Questions covered areas related to resources, relationships, capacity and understanding and also sought information relevant to some more specific EQs. It also collected limited descriptive project information.

The survey design was most suited to ‘implementing activity’ projects, rather than the ‘strategic and direction setting and learning projects’. For some of these, such as Gender Advisors (GAs) and research projects, the survey was therefore difficult to respond to. Nevertheless, a small number of GAs and research leads did also manage to complete the survey in a useful way. Eighty-nine potential recipients were identified using contact information provided by the *Pacific Women* team. Email versions of the survey were also sent to non-respondents after approximately 20 days. Eventually there were 83 actual recipients⁸ and 32 responses or 39%, compared with an aspirational target of 70%. A part of this shortfall is likely to have been caused by poor internet connections for online work, but this was partly addressed by following up with email versions to projects which did not initially respond. Other

⁷ See Annex 5 of the Evaluation Plan.

⁸ Six email addresses bounced and some of these were replaced.

possible reasons include time pressures on senior project staff to whom the survey was sent, time of year, as well as – perhaps – a lack of recognition of or accountability to *Pacific Women*, discussed further in Sections 4.3 and 5.2.1 below. The survey was sent using Survey Monkey, which was also used to conduct analysis, explained further below.

Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) were used for both levels of data collection. In total, nearly 250 stakeholders were consulted by phone/Skype or face to face in interviews and FGDs. These included 76 project beneficiaries at community level, mainly in Fiji and PNG; 105 project level stakeholders; and 69 stakeholders who contributed programme level information. A few stakeholders contributed information at both project and programme levels (see Annex 1 for a full list of people consulted).

Most interviews were conducted face to face, but a few were conducted by Skype prior to the field visits partly for team preparation, and partly to cover selected stakeholders – such as Gender Focal Points and Gender Advisors – located in non-visit countries. High-level KIIs included interviews with Advisory Board members; with stakeholders in Canberra; DFAT Post staff; Support Unit staff; Gender Advisors; leaders of other relevant evaluations; and a small number of senior project staff considered to have insights into the overall programme. Interviews followed a semi-structured format adapted for each type of respondent, which closely reflected EQs considered relevant to that position.

3.2. Case studies

The four countries were selected for visits during the early evaluation design process, and with the guidance of Pacific Women staff. They were selected by the following criteria:

- Population size of the country
- Scale of the *Pacific Women* programme
- Pacific cultural region

Table 3: Country selection criteria for case studies

Country	Categorisation		
	Relative population size of country	Relative scale of programme	Pacific sub-region
PNG	Very Large	\$ 58 Million – Very Large	Melanesian
Fiji	Large	\$ 26 Million – Large	Melanesian
Kiribati	Small	\$ 9.9 Million – Medium	Micronesian
Samoa	Small	\$ 9.3 Million – Medium	Polynesian

Each case study was expected to use information from different perspectives to build a ‘3-dimensional picture’ of progress in the selected countries. The four studies were intended to be theoretically replicable, meaning they provided potentially comparable information by using a similar design or ‘shape’ while also anticipating contrasting results due to known differences in scale and focus of implementation in each country.

A similar number of projects were therefore selected for each case study – though adjusted to some degree for the very different sizes of the programme at each location. These were the focus for in-depth enquiry into project context, strategy, process and outcomes. Projects were selected on the guidance of the *Pacific Women* staff, who populated a matrix designed by the evaluation team. This

aimed to ensure that projects selected represented all of the intended outcome; different types of partners; and ‘strong’ as well as ‘challenging’ projects.

Project studies used similar tools as far as possible, including KIIs with key staff; an FGD with more staff/stakeholders; an FGD with beneficiaries wherever possible; and a recent project report as overview material. In the event, beneficiary interviews were possible to any degree only in Fiji and PNG, although limited beneficiary perspectives were also collected in Kiribati and Samoa. This constitutes some degree of limitation on the data collected, discussed in Section 3.3 below.

Some programme level data was also used to inform case studies, such as interviews with DFAT staff in each case study country, and from the regional project stakeholders in the Support Unit. There is thus some overlap of data used to inform the programme level and the case study processes.

3.3. Methodologies used for analysis

3.3.1 Case study data analysis

Analysis took place at two stages. Analysis of case study data first mapped interview data onto the four analytical domains of Context-Strategy-Process-Outcome. This was then further coded into data relating to the four ‘interim’ action areas of resources, relationships, capacity and understanding. This analysis established preliminary methods for tracking the weight of evidence available to different propositions, in terms of the extent of triangulation. In case studies, the ‘preliminary’ weight of evidence is thus recorded as a number in square brackets [X] against evaluative comments. This number represents the number of respondents whose statements correspond with the assessment or statement given. For example, ‘Selection was also done partly opportunistically in cases where promising projects were ready for funding at the right time or were easy to scale up [3]’ means that three stakeholders gave information that correspond to this statement.

Following the above analysis, the evaluation team wrote up the country case studies according to a common template, and these were used to draw out emerging common themes. A preliminary narrative was developed on the extent to which capacity, resources, relationships and understanding for action have been established across country and regional activities and set out in the Evaluation Progress Report submitted in January 2017.

This order of analysis and synthesis is a product of the intention to organise and interpret the evidence leading to the observations of this Evaluation Report ‘from the bottom up’ – that is, accumulating first a sense of the weight of evidence as it is offered through testimonies at project and country level, and then combining this with evidence accumulated at the programme level. The purpose here is both to ground the more abstracted observations wherever possible in actual implementation experience, and to create ‘evidence pathways’ which lead back to project experience.

3.3.2 Programme level data analysis

The three types of data from KIIs, literature and the survey were analysed separately. Data collected from all programme-level interviews was ‘coded’ against the EQs and sub EQs in an Excel spreadsheet so that all comments and observation were brought around the evaluation question to which they are relevant. The wording of EQs was slightly adjusted in this process from their formulation in the Evaluation Plan in order to distinguish between ‘descriptive’ and ‘evaluative’ EQs and to adjust them to the kind of information that had emerged.

Survey data was analysed initially as a full data set and mined for insights into the EQs addressed. Since the response rate was only 39% and therefore somewhat limited in terms of 'generalisability', insights from the survey were used mainly for triangulation purposes of perspectives evidence from the other data sources. Analysis also included drilling down into responses from certain groups in comparative perspective to glean any suggestions for why responses differ. These included comparing responses from 'smaller' and 'larger' grantees; from regional and bilateral projects; by principal outcome area of the respondent's project; and by whether assessments of the quality of the relationship with *Pacific Women* were broadly positive or broadly mediocre.

Literature review assessment data against EQs was collated into an Excel spreadsheet and traffic lighted into positive, mixed, or negative responses, giving a rough visual insight into how the literature contributes to assessments against the EQs. Being a rudimentary measure, this information was used not to add new insights, but to guide assessment of the weight of evidence by checking that the rudimentary picture correlated adequately to the assessment emerging from interview material – therefore for triangulation.

3.2.3 Weight of evidence

The method proposed in the Evaluation Plan for assessing the weight of evidence against each EQ was adapted here in the light of the kind of material available and the range of respondents. Rather than weighting responses according to the 'reliability' of the informant – which was felt by the team to be a too arbitrary classification – a method was developed to arrive at a score indicating the degree of positive consensus in interview data against a particular EQ. This score was then combined with information on the extent and type of triangulation available to arrive at a weight of evidence level between 1 (least robust) and 6 (most robust) (see Table 4).

The 'positive consensus measure' was derived by traffic lighting each (relevant) comment coded against an EQ. Comments that gave a clearly positive perspective on the situation of the programme in relation to the EQ were coded green; comments giving a mixed or uncertain perspective were coded orange; comments giving a clearly negative perspective were coded red. A simple average was derived by scoring green comments as 3; orange comments as 2; and red comments as 1. Therefore, a 'positive consensus score' of average 3 indicates only positive perspectives were presented on the programmes' situation in relation to that EQ; a score of 1 means only negative perspectives were presented. Actual scores in fact ranged from 1.7 to 2.6.

For example, for EQ 1 'Does *Pacific Women* have relevance to policy and practice in the Pacific' the positive consensus score of 2.6 means that most respondents made positive statements about *Pacific Women* in relation to this question; there was a relatively high level of agreement that the programme has performed well against this question.

To arrive at a nuanced 'weight of evidence', these positive consensus scores were then divided into two categories of '2.3 or more' and 'less than 2.3'. This score was chosen based on the range of scores (between 1.7 and 2.6) to represent relatively 'high and very high' consensus levels in the first, and 'medium and low' consensus levels in the second. Combined with the measures for extent and type of triangulation, these levels of consensus grouping were then used to refine the weight of evidence assigned (see Table 4).

A separate spreadsheet for sub EQs was populated with coded material from interviews, as for the main EQs, but was not assessed for positive consensus. Rather, this material – as intended – was used to add depth and insight to the assessment against the main EQs. Two main EQs (EQ2 and EQ14) were descriptive in that they sought information on the programme rather than assessment. These were not assigned a positive consensus score.

Table 4: Assessing the weight of evidence

Weight of evidence	Extent of interview triangulation across types of respondent	Triangulation across data types (interviews; documents; survey)	Measure of consensus on the EQ: Average Score out of 3. Less than 2.3 = medium or low consensus 2.3 or more = high or very high consensus
Level 1 (least robust)	2 types	1 data type	Less than 2.3
Level 1.5	2 types	1 data type	2.3 or more
Level 2	2 types	2 + data types	Less than 2.3
Level 2.5	2 types	2 + data types	2.3 or more
Level 3	3–4 types	1 data type	Less than 2.3
Level 3.5	3–4 types	1 data type	2.3 or more
Level 4	3–4 types	2+ data types	Less than 2.3
Level 4.5	3–4 types	2 + data types	2.3 or more
Level 5	4+ types	1 data type	Less than 2.3
Level 5.5	4+ types	1 data type	2.3 or more
Level 6	4+ types	2 data types	Less than 2.3
Level 6.5 (most robust)	4+ types	2 + data types	2.3 or more

3.4. Limitations and challenges

Field visit appointments were challenging to set up as this process was initially delegated to the evaluation team who were not best placed to negotiate appointments with stakeholders. Several contacts given were slow to respond. At the same time, delays caused by the contracting procedure in initiating the evaluation meant that the time window for making arrangements before field visits was only three weeks: the team was advised to complete field visits before December for local contextual reasons. However, the *Pacific Women* team later provided full support in finalising schedules and full schedules were organised. Due to the short time available in-country, not all identified interviewees were available and overall time and budget constraints meant that post-fieldwork follow up for telephone interviews was also limited. Overall, however, data collected in country and pre-visit was broad ranging, rich and of good quality; therefore these gaps are considered by the evaluation team to have had few negative effects.

As expected by the evaluation design, the data is relatively thin for projects beyond the case study sample projects and for country information beyond the four case study countries. Some DFAT Post staff were interviewed outside of these countries but not all, due to time constraints and non-availability. A few key staff of other projects were consulted as external stakeholders or otherwise key informants, but this did not extend to all countries. However, this weakness was covered by the case-study design which aimed to collect in-depth information only in the study countries.

Similarly, responses to the survey were somewhat less than expected – there were 83 recipients and 32 responses or 39%, compared with an aspirational target of 70%. Within this limitation, the survey provided some interesting insights. These have been used here only for triangulation purposes where findings resonated with findings generated through interview and FGD data collection processes.

Except in PNG and Fiji, beneficiary level data was very thin, despite the efforts of DFAT staff to arrange meetings with beneficiaries. In a programme of this scope, beneficiary level data provides strong

triangulation of information on progress as well as a backdrop on context which can be key to the analysis and interpretation process. Importantly, it also provides an orientation to the evaluation process, steering accountability towards the beneficiary level. Although technically the absence simply meant there was one less triangulation source in these countries, it also weakened the robustness of the picture of outcomes developed. In other words, it weakened the sense of evolving outcomes among the evaluation team – this is discussed briefly in Section 7.1.

3.5. Structure of the report

In the following, the programme level analysis and findings presented in Section 4 address evaluation objectives 2 and 3 as set out in the ToR. As explained in the Methodology these objectives were written into a series of Evaluation Questions (EQs) which guided the analysis and findings; these EQs therefore structure the section, within the context-strategy-process-outcome chronology.

Section 5 brings this analysis together with the emerging themes as identified through the case study process, and presents conclusions on the situation of resources, relationships, capacity and understanding as foundations for the ongoing programme.

Section 6 presents a commentary on Value for Money as guided by EQs integrated into the data collection tools.

Section 7 returns to the Theory of Change to discuss observations arising from the analysis on the implied causal process, on assumptions embedding this, and on the fourth outcome area.

Section 8 returns to the final evaluation objective as set out in the ToR and articulates recommendations for the future direction and implementation of the programme.

4. Analysis and Findings – Programme Level

This section reports on findings emerging from the programme level data. It also draws on case study data on occasion to support the evidence base (coming from the Case Study reports). Findings are presented against the EQs as set out in the Evaluation Plan, and organised according to the evaluation domains of context, strategy, process and outcomes.

4.1. Context

Challenges presented by the region's context

The Pacific region presents many challenges in common across its various geographies. Both the literature and interview sources display a good awareness of and sensitivity to these challenges, as well as understanding country-specific contexts. Challenges to progress on Pacific Women's intended outcomes include the fact that gender inequalities are very entrenched and, in many cases, cultural

identity is tied up with a sense of tradition which embodies quite rigid gender dynamics. Women are in general not expected to disagree with men; customary leadership structures often embed social stratification and explicitly exclude women – such as the *Maneaba* system in Kiribati in which women’s views can only be raised via representation of a man - and several respondents observe low rates of awareness and awareness raising on gender equality, especially in rural areas, as well as resistance to change [5].⁹

Several observers also see the ‘gender position’ of governments in general as a notable challenge, noting – variously – the difficulties of generating political will to meet gender-related obligations especially with financial commitments; the changing mood of governments; and historical frictions between women’s organisations and some governments. At the same time, several acknowledge the central importance of working with government [5],¹⁰ and governments in all of the case study countries are engaged with the programme at some level – two of these (Kiribati and Samoa) to the extent of implementing most of the programme.

In this Section, [numbers] in square brackets indicate the extent of triangulation of a statement – i.e. how many respondents made comments corresponding to this statement. They are used only for statements about Sub EQs which have not been assigned an overall ‘Weight of Evidence’ score. In the Weight of Evidence score assigned to Main EQs, this same triangulation information is combined with other information to arrive at a score (see Table 4).

Yet there are also significant cultural and social variations across the 14 countries, making it difficult to operate a regional programme like *Pacific Women*. Pacific countries are sufficiently different that despite the common challenges it cannot be assumed that an approach that works in one place will work in another [2].¹¹ Constant embedding and adaptation is required alongside contextual research and local expertise.

Added to these difficulties are the operational challenges of remote locations and generally small populations, making efficiency questions sometimes acute – the programme was seen as a ‘*gutsy move*’ on the part of one observer commenting on the costs of investing in gender equality in the region.¹² Reaching all areas with equal intensity is difficult and is not intended. To some degree, this is connected to the size of suggested bilateral allocations, which is related to country size. But some respondents feel that an insufficiently committed focus on some areas is also at play. Some stakeholders commented that the North Pacific is an area that has not been widely reached by the programme (FSM, Marshall Islands (RMI) and Palau). Due to the Australian governments total aid allocation, political priorities and population size, *Pacific Women* commits AU\$ 1,598,180 or 1.6% to the North.¹³ This issue of coverage is discussed further under EQ 3 (Resources) below.

EQ 1: Does *Pacific Women* have relevance to policy and practice in the Pacific? [Weight of evidence Level 6.5; positive consensus measure 2.6 (high)].

Despite these contextual challenges and variations, the consensus among stakeholders is that *Pacific Women* has on the whole done well to respond to these and ‘fit’ into the Pacific contexts. There is widespread agreement that the programme is well aligned with perceived needs and policy frameworks among the different governments and cultural contexts across the region; among respondents to the survey, for example, 63% said that the programme takes account of the context of their project ‘very sufficiently’ or ‘mostly sufficiently’.

⁹ AB2; EXS1; AB2; EXS4; S64

¹⁰ AB2; AB1; S69; DFAT21; S21

¹¹ DFAT6; DFAT16

¹² EXS8

¹³ Total bilateral commitment of 101,833,634 as in the PW Progress Report, p. 16–17

Initiated with the explicit purpose of supporting Pacific leaders to fulfil their commitments in the 2012 Pacific Leaders Gender Equality Declaration (PLGED), this was a good foundation for relevance. Consultations carried out in order to develop Country Plans have been appreciated by stakeholders – even while some were lighter on consultation, notably the first plans in Solomon Islands, Cook Islands and PNG. The outcome areas of EVAW, WLDM and WEE are all seen as addressing real challenges in the region.

Qualifiers to this consensus include that while health and education were prioritised by the PLGED, they are not addressed by *Pacific Women* [2], as gender issues in these sectors are addressed by DFAT through bilateral and regional sector specific investments which include both targeted gender inclusive activities and gender mainstreaming processes.¹⁴ In addition, for some stakeholders a ‘deeper agenda’ of working as far as possible through women’s organisations – and therefore aligning to priorities generated there – has been hampered by the context. An expectation by women’s organisations was that the programme would be able to work by bolstering the women’s movement to drive accountability to the PLGED, however this has been challenged by the situation that in some countries, little exists in terms of women’s organisations to support. In particular, there is a perceived shortage of national organisations strong on governance and financial management, a legal requirement as the foundation for a direct funding relationship with DFAT.

At the national level in some countries, the sense of alignment is also mixed as ownership of a women’s empowerment agenda is not complete among all governments. Neither Palau nor the FSM governments, for example, have a gender policy with which *Pacific Women* might align; in Samoa, the work of developing a country plan was initially seen as a separate task to developing the gender policy, rather than as two sides of the same coin. The leitmotif – an implicit or explicit undercurrent of a number of consultations for this evaluation – of the issue of Pacific leadership of the programme also enters this discussion. Several commentators note that *Pacific Women* is essentially an Australian government programme and therefore the central alignment is with the broader DFAT context [3]¹⁵ – this issue of alignment within DFAT is discussed further under EQ7 in ‘Process’ below.

Sub EQ H: Is there country ownership, cultural relevance and relevance to beneficiaries?

Mechanisms embedding the programme into the policy frameworks and cultural contexts include the Country Plan development process, as well as the presence of an Advisory Board member in most countries (but not all – this is discussed later under Section 4.3.5 below). The Country Plan development process is the most significant of these. As mentioned, stakeholders perceive that some country plan processes were less consultative than others; the early plans - for Cook Islands, PNG and Solomon Islands – are generally seen as having been developed very quickly and therefore with less consultation, and country level ownership is said to be mixed partly in relation to this.¹⁶ It is possible that subsequent variation in communication following the country plan design process also plays a role here. Nevertheless, in several cases, country plans were identified by stakeholders as useful in identifying country priorities and as involving a broad and well-appreciated consultative processes [4].¹⁷

Where the programme implements mainly or substantially through the government – such as in Samoa and Kiribati – country ownership in terms of government engagement is good.¹⁸ In others, there is perceived to be ownership at the level of the Women’s Machinery via the consultation process and

¹⁴ EXS8;

¹⁵ EXS8; S21; AB4

¹⁶ S62; DFAT 14; S61

¹⁷ DFAT14; S62; AB1; DFAT13

¹⁸ DFAT12; DFAT20

engagement, but limited follow-through in terms of budget commitments and therefore sustainability.¹⁹

However, many respondents emphasise ownership of the programme by DFAT Posts – implying that several DFAT Posts have strongly taken the programme on board and actively pursue its progress [4] - but there is disagreement over how far this is a helpful situation.²⁰ While clearly ownership of the gender equality agenda at DFAT Post is an enormous and essential asset to the programme, there is a balance to be sought between this type of ownership and country ownership, and in particular, ownership (and leadership) by women, women’s organisations, and other organisations from the Pacific [4].²¹

Key Finding: The programme is required to respond flexibly to cultural variation across the region and different levels of engagement by governments – and does so successfully, as suggested by positive views on its policy and cultural relevance – but the operational and efficiency challenges of remote locations remain difficult, and equally intensive coverage in all areas is difficult to achieve.

Key finding: Country ownership is generally good, generated through consultations for developing the Country Plan – although some governments have a weaker framework in which to work with gender equality objectives. However, ownership by women’s organisations and other organisations from the Pacific is as yet weak.

Recommendation: Since ownership by women from the Pacific is a major part of the driving force that will gain leverage for the programme and sustain its benefits, specific and explicit strategies are needed to develop and move towards ownership (and leadership) by women, women’s organisations and other organisations from the Pacific region, eventually leading to a greater proportion of independent funding relationships with these types of organisation.

**EQ2: What other initiatives towards gender equality are being undertaken in the region?
(Descriptive – no score)**

To gather a sense of how far emerging outcomes in *Pacific Women’s* intended outcome areas can be reliably attributed to the work of the programme, the evaluation team sought information on other initiatives on gender equality.

It is clear that while a number of other (non-*Pacific Women*) initiatives are taking place, these are unevenly spread across the region with some countries seeing little activity in addressing gender equality – the North Pacific region, for example, was said to be ‘limping along on gender equality’²² and often not included in programming focused more commonly on the South Pacific. Of the intended outcomes, ERAW is the most crowded space in the region, and a Pacific Women Network Against Violence Against Women is in operation, charged with bringing the various players together.²³ In the other outcome spaces of WEE and WLDM, there are far fewer players. Oxfam and Care are both experienced in WEE initiatives, but a proportion of their funding for this is derived from *Pacific Women* or other sources within DFAT. Other donors and development agencies operating in the region include the World Bank, the New Zealand government, and the European Union, but these are not perceived to be strong on promoting gender equality. DFAT is clearly leading this agenda among donors, without

¹⁹ DFAT11; S9

²⁰ DFAT14; DFAT7; DFAT 21; DFAT16

²¹ DFAT7; AB4; PS8; S21; DFAT 16

²² S62

²³ S20

which capacity for gender equality would be *'in a sorry state'*. On the other hand, the flipside of this level of leadership by DFAT is dependence on DFAT for organisations and units within organisations mandated to work on gender equality, which is *'very tenuous and scary'*.²⁴

Apart from donor and development organisations, Governments, churches, sporting bodies and traditional leaders in local communities have all contributed to some degree to gender equality policy and awareness raising, for example in ERAW.²⁵ Regional organisations such as the Pacific Island Forum Secretariat (PIFS) and the Pacific Community (SPC) both have gender units tasked with gender mainstreaming and other initiatives. *Pacific Women* funds two projects with SPC, each valued at approximately AU\$4 million. The first is with SPC's Social Development Program to carry out gender stocktakes and mainstreaming with Pacific governments and to strengthen gender statistics across the region. The second is to SPC's Regional Rights Resource Team (RRRT) to support implementation of international human rights conventions and commitments and related policy and legal reforms. Hence, here also it is difficult to distinguish between *Pacific Women* driven outcomes and others.

Apart from in the North Pacific, progress on gender equality is perceived to have been good in the region beginning at a time prior to *Pacific Women*: *'the region has seen many positive developments towards women's empowerment in the last 15 years'*.²⁶ Given the relatively weak position of other donors in the region on gender equality, and the leading position of DFAT in this space over the years, it is reasonable to deduce that a good part of this perceived progress has been generated by previous DFAT initiatives. The connections between some current *Pacific Women* projects and some of these earlier initiatives is discussed further under Section 4.2.4 'Relationships' below.

Key finding: *Pacific Women* is to some degree riding on the momentum of earlier efforts by DFAT and to a lesser extent by other actors in the gender equality space. The Australian government's leading position as a donor in the region and its broader focus on promoting gender equality, discussed below, implies that much momentum on gender equality is attributable directly or indirectly to DFAT, but attributing progress specifically to *Pacific Women* remains challenging in the absence of specific evidence pathways.

4.2. Strategy

Enquiry into the programme's strategy included investigating: the level of consensus and perceived 'reasonableness' of the overall strategy as captured in the Theory of Change; the distribution of programme resources in terms of outcome areas; the extent to which disadvantaged and vulnerable women are targeted; how far learning approaches and building an evidence base have been embedded in early programme implementation; the role of innovation; and the selection of partnerships.

4.2.1 Overall strategy

**EQ 3: How convincing is *Pacific Women's* Theory of Change?
[Weight of evidence Level 5.5; positive consensus measure 2.4 (high)].**

Pacific Women sets out to improve the degree to which women in the Pacific participate fully, freely and safely in political, economic and social life by focusing on the four intended outcomes of WEE, WLDS, ERAW and Enhancing Agency (EA). Interview respondents broadly agree that these four

²⁴ S25

²⁵ S21;

²⁶ AB2

outcome areas are the correct focus in the region, and that they ‘*make complete sense*’ – the implication being that working in each of these areas, to the degree required by the different circumstances of each country, does have the potential to lead to the overall objective.²⁷

Some stakeholders reported concern that not all the necessary intended outcomes are covered in each country, and that they are still somewhat siloed in operational terms, despite an awareness that the areas do not, in reality, operate in isolation from each other [2].²⁸ This is indeed a key feature of *Pacific Women’s* theory of change: it embeds an assumption that something is to be gained from simultaneous work on all the outcomes. In other words, it is their co-existence which promises overall impacts. Therefore, they need to be activated alongside each other.

Within DFAT, there is an understanding that the programme is one part of a twin-track approach to addressing gender inequality – the other is a mainstreaming strategy. In this, all aid investments are required to address gender equality and women’s empowerment and the strategy sets a target that 80% of programmes should be doing so *effectively*. However, beyond DFAT there is less recognition that the programme is just a part of the broader strategy – so some respondents question why the strategy does not include the health and education priority areas identified by the PLGED and other important issues in the region, such as climate change [3].²⁹

4.2.2 Distribution of resources

Sub EQ B: Is there good coverage and lack of duplication of activities delivered by implementing partners?

Some duplication was evident in the programme in the initial stages, mainly through other funding streams within DFAT available for EAW work – but these are generally perceived to have been solved through good communication on the part of *Pacific Women*, and a conscious effort to initiate coordination to avoid just these kinds of issues – discussed further under Section 5.2.4 below [4].³⁰ There may still be space for better coordination with some government ministries, however, as there are some concerns – expressed in Fiji for example – about potential for ‘double dipping’ by local organisations.³¹

There are undoubtedly similar initiatives being conducted by different players to progress gender equality. But when similar work is coordinated and communication is relatively good – such as through the different bilateral and regional initiatives to place Gender Advisors in a number of countries’ government departments – the result can be better coverage in the context of resource constraints.³² On the other hand, it is clear that there are competing opinions about which institutions should be leading on this work and the gender equality agenda in general and in some cases more locally, a perception that sometimes regionally driven work may be stepping on the toes of smaller, locally driven initiatives in the same area.³³ Whether there was in fact any need for a separate *Pacific Women* entity given the prior existence of SPC and PIFS, which have mandates and units tasked to cover similar ground, was questioned by some stakeholders; better clarification of the respective roles and responsibilities of these players could be beneficial. In particular, as one stakeholder pointed out, when communication is good, having more players driving similar work can be a ‘mutual support

²⁷ DFAT11

²⁸ DFAT11; AB6

²⁹ DFAT11; AB7; EXS8

³⁰ AB2; DFAT1; DFAT11; DFAT2

³¹ S32

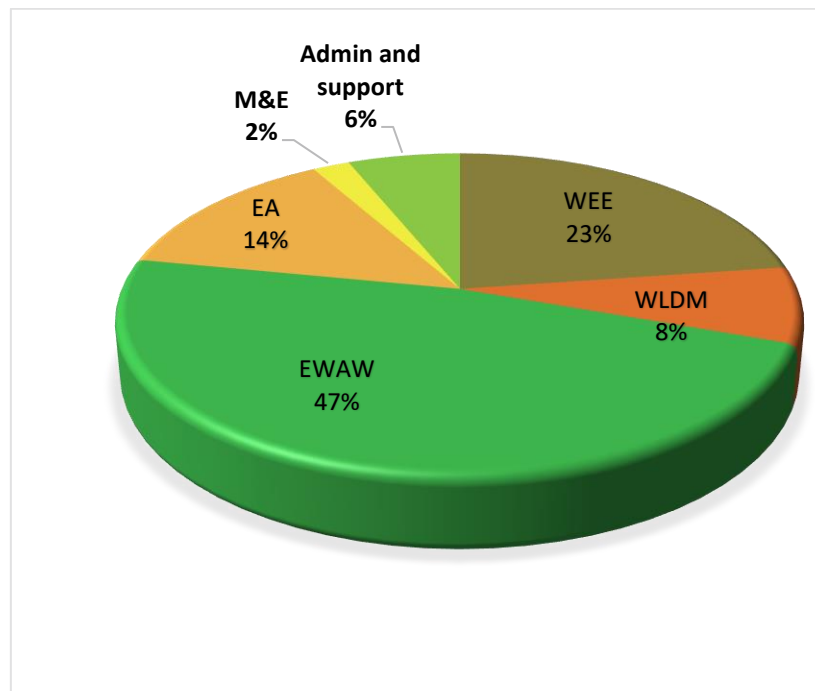
³² EXS2

³³ S63

rather than duplication’, which has a positive role to play in the gender equality terrain, known to require tenacity and patience.³⁴

Rather than duplication, the more pressing concern is of limitations to coverage and especially coverage of all intended outcomes [5]. There are a lot of players in the EAW space in particular, and from the survey it is clear that this space is more densely knitted than the other outcome areas with different types of organisations, with academics, coalitions, women’s organisations working with *Pacific Women* funding, alongside UN organisations and international NGOs. This density means coordination is a major challenge, but also essential. Despite this density, however, the more widespread perception is that there is little duplication because the geographical coverage challenges are so great in the context of small populations often on remote islands. Here the concern is clear that budget constraints are causing a lack of coverage in more remote areas, as well as in the North Pacific region.³⁵ In the survey, 65% of respondents attributed coverage gaps in their principal outcome area to be related to geographical coverage issues, while only 17% (four respondents) said they had no coverage issues. Consistent with this, geographical coverage issues were strongly identified in case studies in both large scale and small scale areas, for example in PNG and Kiribati.

Figure 4: Distribution of resources by outcome



Coverage issues are also evident in the distribution of funds to the different outcome areas, with almost half of funding to date having been allocated to EAW, and with WLDM receiving only 8%. This spending distribution arises in part out of the priorities identified through the country plan design process in each country and therefore reflects, to an extent, the priority accorded to the EAW outcome by in-country participants in the consultation process. To this extent, it may be perceived that the *Pacific Women* management team has relatively little say in the distribution of funds across outcomes.

On the other hand, it is clear that DFAT staff – particularly staff at Post - have some influence over the country plan process as well as over decisions regarding which parts of the country plan will be

³⁴ EXS2

³⁵ S63; DFAT21; PS1; EXS2; S64; survey responses

implemented first. In addition, regional fund allocation to date, decided through different processes although still in support of country plans, reflects a very similar spend distribution: 42.4% of regional fund expenditure supports the EAW outcome; 41.2% supports the EA outcome; 11.6% is in WLDM and 4.1% WEE.³⁶ Moreover, the existence of the ToC is a clear statement that the programme reflects a ‘plan’ at the programme level – a conception of how change is expected to happen and what, therefore, needs to be done – and is not, therefore, entirely contingent on the results of a ‘blank slate’ consultative process. The ToC does not suggest priority of the EAW outcome over the others; rather it suggests that work in all outcome areas will combine to produce the change envisaged.

While all countries except Tuvalu have initiated activities in EAW, only seven countries have begun work in each of WLDM and WEE. Excluding those countries (Palau, FSM and Niue) which are as yet only active in *Pacific Women* through regional programmes, six countries have activities so far only in one or two outcome areas (Cook Islands, Kiribati, Marshall Islands, Tonga, Tuvalu and Vanuatu). Of the four countries which have activities in all four outcome areas (Fiji, PNG, Samoa and Solomon Islands), all except Samoa are heavily skewed towards EAW in terms of financial distribution, although Fiji also has a weighting towards the EA outcome area. While it is noted that many projects have a secondary outcome area of work, and that some projects work on multiple objectives and are hard to classify, the point remains that a considerable weighting towards EAW risks undermining the overall *Pacific Women* strategy.

Key finding: There is good consensus that the four intended outcomes of the ToC apply well to the Pacific contexts and, alongside gender mainstreaming, have good potential to generate change, especially when there are links between them. But the programme is disproportionately skewed towards the EAW outcome, and the WEE and WLDM outcomes are at this stage less developed.

Recommendation: Measures to address this emphasis on EAW should be taken as early as possible, and now is the time to scale up investments in the other outcomes. Except in contexts in which WEE and WLDM face few challenges, there should be activities in all outcome areas in each country. This will maximise the potential for positive linkages – the co-existence of progress in all outcomes enabling women’s empowerment – to drive the overall impacts of the Theory of Change.

In the case that it is not possible or seen as inappropriate to shift to a more balanced approach, this should be reflected in the Theory of Change, which should clarify the logic of prioritising EAW and the expected causal pathways.

EQ 4: How far does programme design and delivery ensure that the needs of disadvantaged and vulnerable women are identified and met?³⁷

[Weight of evidence Level 5; Positive consensus measure 2.1 (medium)].

Coverage challenges are also evident in the degree to which the programme addresses and meets the needs of different types of disadvantaged and vulnerable groups, such as the very poor, rural women, women living in remote areas, and people living with disability. Overall, while there is good awareness of the need to reach widely, and some attempts are being made to do so, these are as yet not sufficiently consistent.

On addressing disability, there is a mixed picture. Some good progress is reported in Fiji and Samoa in integrating disability concerns in government departments, but the connections of these moves with

³⁶ Calculated using project spend figures in the *Pacific Women* Annual Progress Report 2015-2016.

³⁷ Also covers data available for EQ13 to what extent does the programme meet the needs of the most vulnerable women in the four intended outcome areas?

the *Pacific Women* programme are indirect.³⁸ Commentators note that the ability of the programme to reach people living with disabilities depends to some degree on whether partners act on the issue or not.³⁹ While some partners have been proactive in requesting support in this,⁴⁰ a number of observers see the issue as insufficiently addressed as yet.⁴¹ Of survey respondents, only 19% (six projects) said they target people with a disability.

Regarding other excluded groups, some progress has been made in including Lesbian, Gay, Bisexual and Transsexual (LGBT) issues in the programme, but, apart from in Fiji where DIVA, an LGBT rights organisation, is one member of the We Rise Coalition, these are as yet very tentative.

Regarding reaching the poor, socially excluded and remote populations, there is again an inconsistent picture. Only 22.6% of survey respondents (seven projects) said they specifically target poor and/or socially excluded women. There is a perception that the programme is skewed towards urban areas and central islands, despite efforts to stretch budgets to reach as widely as possible, respondents felt the programme has less reach in rural and remote areas than is required [8].⁴²

Key finding: Outreach by partners to excluded and disadvantaged groups – poor, rural, remote women, women living with disabilities, and excluded groups such as lesbian, bisexual and transgender women – is in some cases strong but is inconsistent.

Recommendation: Continued attention is required on the part of programme management to facilitate partners to make efforts to reach the most excluded and disadvantaged women. Support could be offered to improve accountability to excluded groups including through project design, M&E and target setting. Where partners do not reach out to these groups, working to improve their understanding of the social inequalities among different groups of women – i.e. ‘intersectionality’ – through structured capacity building and learning exercises may help.

4.2.3 Learning strategy

EQ 5: To what extent do *Pacific Women* programme design and delivery support informed ongoing processes of reflection, learning and adaptation?

[Weight of Evidence Level 5; Positive consensus measure 1.9 (low)]

Pacific Women set out to embed learning in its process. The programme design document calls this a ‘learning through doing’ approach which involves reflection and adaptation as new knowledge is made available through research initiatives, good quality M&E and knowledge management systems. While there is strong evidence in the literature review that many aspects of the programme *intend* to prioritise learning systems, available evidence suggests that so far, these learning processes have not been fully rolled out, although a few good initiatives have been put into place

A pilot reflection workshop exercise was held in Vanuatu and Cook Islands involving stakeholders across the country programme. While the workshop report presents many useful dimensions of the process, overall it was felt that the approach to reflection was not yet sufficiently developed. This in itself was an important learning and reflects the overall approach of iterative improvement. One challenge the workshop met was in bringing partners to have a ‘sense of *Pacific Women* as an overall

³⁸ S20; S42

³⁹ S61; PS6

⁴⁰ PS1

⁴¹ AB2; S61; AB1

⁴² AB6; S63; S21; PS1; AB1; S62; S61; S61

programme’ rather than ‘people representing their specific activities’.⁴³ This has implications discussed further in Section 5.2.1 below.

Reflection workshops of this kind have not yet been held in other countries. In PNG, on the other hand, annual learning events have been initiated for partners and stakeholders which have been widely appreciated,⁴⁴ with specific agendas for identifying capacity development needs for M&E, and to facilitate cross-programme learning and coordination. This process could serve as a model for other country learning exercises. Indeed, other commentators note that there is scope for bringing out more clearly and reporting more widely across the programme on what is working and what is not across the four outcome areas.⁴⁵

Key finding: Learning strategies are not yet fully in place across the programme, although there have been good examples in PNG.

Recommendation: It will be important to strengthen and enhance the mechanisms for reflection and learning across the programme. These should make the most of experience generated, promote peer learning, and aim to create a fully ‘joined-up’ picture in the near future. PNG’s annual learning event provides a potentially good model at country level; further steps will be needed to extend this learning beyond the country level and into the regional programme picture.

4.2.4 Relationships

EQ 6: To what extent are the partnerships developed in *Pacific Women* contributing to progress? [Weight of evidence Level 3; Positive consensus measure 1.9 (low)]

The selection of partners, the management mechanisms, and communications to maintain and support these relationships are a central foundation for the programme as a whole. While some strong and positive relationships have been established to carry forward the programme, a number of issues suggest that not all relationships are as yet fully developed and some adjustments will be needed as the programme progresses.

⁴³ Vanuatu Methodology document

⁴⁴ PS2; case study material

⁴⁵ AB6

Figure 5: Survey responses - the quality of the relationship with *Pacific Women*

Survey results suggest that the quality of relationships established between the programme and project partners is generally good. As shown in Figure 5, 66% of respondents said their partnership with *Pacific Women* was excellent or very good. Only one organisation said this was unsatisfactory.

On the other hand, in some locations, relationships with *Pacific Women* explicitly are weak as recognition of *Pacific Women* as a programme is low. It would be reasonable to infer that this is one reason why response to the survey was moderate, and that those who did respond were among those who do recognise their relationship with *Pacific Women*. Local partners do not necessarily identify with, or even know of, *Pacific Women* in places where DFAT Post itself identifies that relationship with the Australian Government generally rather than *Pacific Women* in particular [6].⁴⁶ There was also some initial confusion over whether *Pacific Women* was the Support Unit, or something else and in ‘not knowing what the programme really was’.⁴⁷ This issue of recognition is discussed further in Section 4.3.2 and Section 5.2.1 below.

There is also some lack of agreement among stakeholders about whether the right partnerships have been established so far. There is a perception among some that most funding is directed at UN organisations, international NGOs and Australian research organisations, while it would be better to weight this instead towards more local organisations.⁴⁸ In the case of UN organisations and INGOs, this perception is corroborated by information on the distribution of funds (Figure 6), which shows that to date 32% of expenditure has gone through UN organisations and 21% through INGOs. Academic institutions have, in reality, received only 2% of funds to date, although it is true these have mainly been Australian research organisations, rather than local research organisations such as Pacific universities.

Much of this funding to UN organisations and INGOs supports ‘sandwich partnerships’, in which the bigger organisations sub-contract to sub-grantees, many of which are local and/or national organisations. It is clear from the case studies, and from project reporting documentation, that a wider variety of partnerships is reached through this model than is immediately apparent.⁴⁹ In this structure, INGOs

⁴⁶ DFAT2; S66; S25; AB6; DFAT2; DFAT21

⁴⁷ S25;

⁴⁸ PS8; some triangulation in literature.

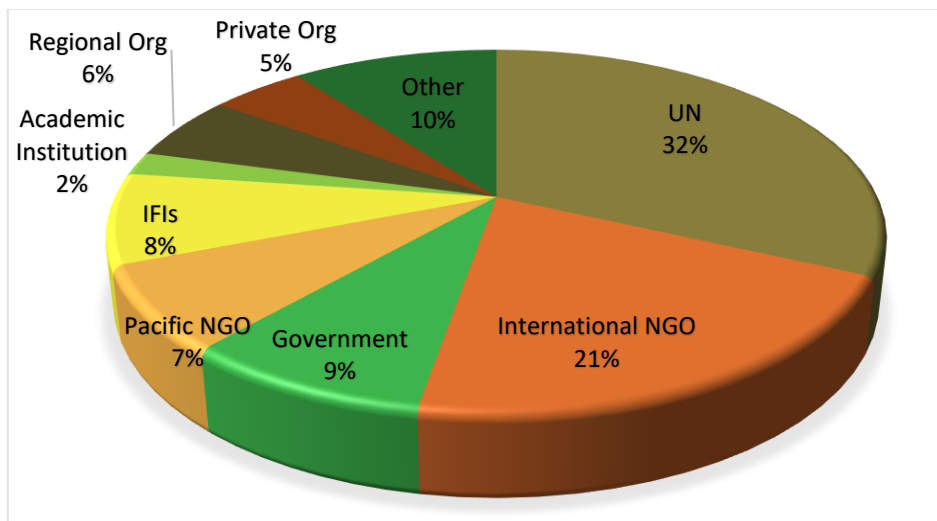
⁴⁹ PS1

and UN organisations have been involved in a variety of capacity building in the context of projects. This is an important mechanism by which *Pacific Women* is contributing to local capacity building for gender equality. Thus, while case study detail provides a rationale for the weighting towards INGOs and UN organisations, there are some other issues relevant to an assessment of whether partnerships are working and balanced correctly to maximise the effectiveness of the programme.

Among these is the question of accountability in the broad sense of recognition and acknowledgement of the programme, as well as in the narrower sense of a sense of obligation to report to and inform specific other bodies. Some UN-managed *Pacific Women* projects have weaker accountability mechanisms linked to *Pacific Women* than other organisations. For example, in PNG UN organisations – in contrast to INGOs – have upstream accountability systems within the ‘one UN’ mechanism. These might include accountability to larger funding relationships with the Australian Government, but they do not include direct accountability to *Pacific Women*. Case study detail (Kiribati, Samoa, PNG) – such as project reports - also suggest that in some cases, UN organisations are among those which have not fully aligned reporting and monitoring processes with Pacific Women’s MEL. In addition, UN organisations were particularly unresponsive to the survey in relation to the proportion of funding they receive: only 1 UN organisation funded by *Pacific Women* responded. By contrast, 7 INGOs responded, which is more in line with the proportion of funding they receive (See Figures 6 and 7).⁵⁰

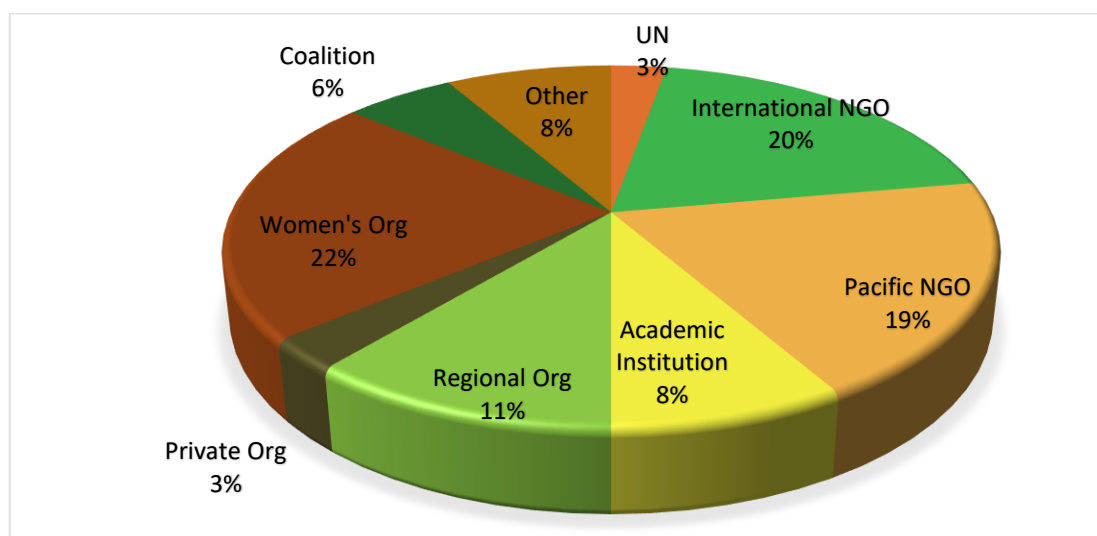
This evidence on formal accountability is partly circumstantial. However, information on accountability in the broader sense, a lack of recognition of the *Pacific Women* programme, is more consistent. No UN staff or project stakeholder interviewed, except UN staff at the highest levels, had any sense of recognition of *Pacific Women* as a programme that their project was contributing to. Accountability in the sense of ‘recognition’ was consistently reported as to DFAT / the Australian Government. As is discussed in more detail below (Section 5.2.1), where this type of accountability is lacking, this is counterproductive to programme visibility and therefore to its ability to act as a dynamic force for gender equality in the region.

Figure 6: Funding Distribution by implementing partner FY12-13 to FY15-16



⁵⁰ Compiled from figures available in the Pacific Women Progress Report

Figure 7: Survey respondents by type of partner



Key Finding: Among some stakeholders, relationships with *Pacific Women* are weak as recognition of *Pacific Women* as a programme is low. In some cases, weak accountability to the programme in this broad sense is reinforced by weak accountability mechanisms in the formal sense. UN organisations are among those with low levels of recognition for the programme as well as mixed formal accountability processes. This is likely to be affecting the full visibility and potential for leverage of the programme.

Sub EQ M: How are partners and projects selected?

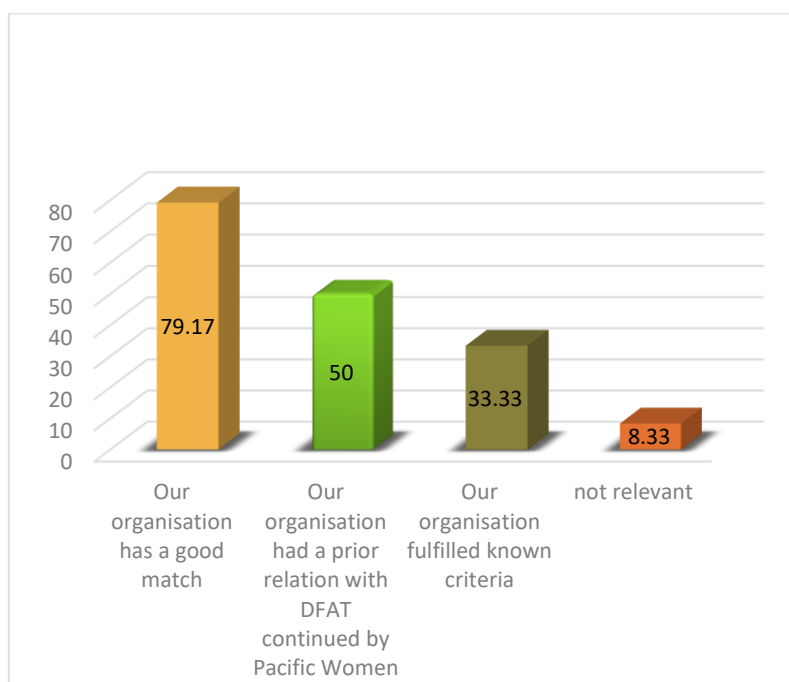
Partnerships have been selected through a variety of different processes. For bilateral funds, this decision making is carried out at Post based on the priorities identified by the Country Plan consultation process. Because levels of consultation carried out for the Country Plans varied, as did follow up processes through which consultations translated into design, project prioritisation / selection, and information sharing, not all stakeholders felt clear or informed about this selection process [3].⁵¹ As is clear from the Kiribati case study, Country Plan commitments and support at Post are also not enough to secure funding, as all Posts have competing aid priorities, which has meant that not all *Pacific Women* commitments have been met.⁵² How regional funds are allocated was also not clear to some stakeholders [5].⁵³

⁵¹ S63; S66; AB2

⁵² Also see S66

⁵³ S66; S25; EXS8

Figure 8: % of respondents agreeing to statements on reasons for securing funds



The *Pacific Women* design document does not identify competitive calls for proposals or open tender processes as part of the project selection process, and in some cases this would be superfluous due to a limited number of eligible organisations [3].⁵⁴ However, the Fiji country plan did make a call for proposals, and a panel was constituted to select projects [2].⁵⁵ While in some cases, selection was perceived to be opportunistic – being ready with a proposal at the right moment [2] – the usual method for project selection is ‘strategic selection’.⁵⁶ Posts are entitled to make strategic choices based on experience and relationships about the most efficient approaches and partners with which to carry through on programme objectives [2].⁵⁷ This strategic decision making was seen as one reason for the emphasis on EVAW, because many trusted and strong relationships were with EVAW specialist organisations. Indeed, a high proportion of partners were selected on the basis of a prior relationship with DFAT in a working area which was then continued by *Pacific Women*. [7]⁵⁸ In order to avoid simply transferring projects to *Pacific Women*, however, existing partners made this transition only where additional funds were provided (for new work) or when a new phase of the project was designed, for example, for FWCC. Despite this, some stakeholders perceive that projects were to some extent ‘rebranded’ to *Pacific Women*.⁵⁹ As shown in Figure 8, 50% of survey respondents reported that they felt *Pacific Women* continued a prior relationship with DFAT for their organisation, although an even greater proportion (79%) identified having a good match with *Pacific Women* objectives as a reason for being selected.

By contrast, there were other existing DFAT programmes which *Pacific Women* has co-funded through regional funds, such as the Regional Rights Resource Team (RRRT) and IPPF. These have intentionally not been rebranded to *Pacific Women* although in all cases these programmes aligned with *Pacific Women’s* intended outcomes and ensured that key areas of work were funded. Case study detail

⁵⁴ PS6; AB1; Kiribati case study

⁵⁵ DFAT16; DFAT3

⁵⁶ EXS8; S9

⁵⁷ DFAT8; DFAT11

⁵⁸ S69; DFAT1; S66; DFAT8; DFAT11; S23

⁵⁹ DFAT14;

supports this observation, but also suggests that, as with UN projects, this has contributed to low levels of recognition for the programme among these project stakeholders.

There are also variable levels of alignment by projects with *Pacific Women's* programme tools. While DFAT has not required all partners to completely align to *Pacific Women's* Monitoring and Evaluation Framework (MEF), in order to tell a programme level story about *Pacific Women* impact, there is the need for partner M&E processes to mirror important aspects of the MEF, for example, the programme theory, indicators and evaluation questions. There are still many programmes that remain outside of *Pacific Women's* MEF, and this poses challenges for programme reporting.

Key finding: Most partners report good relationships with *Pacific Women*, and good use has been made of trusted relationships to develop further work. But there is evidence of a lack of recognition for the programme among some partners.

Recommendations: Conduct an analysis by project to gauge levels of recognition for the programme and how far this is associated with alignment with the programme's administrative mechanisms, including reporting systems, the MEF, and overall objectives. Analysis should respond to an overall objective of building *Pacific Women's* programme identity so that its leverage can be maximised.

Renegotiate or reconsider the terms of *Pacific Women's* relationships with partners that have low levels of recognition for the programme. Clarify reporting requirements so that reporting is understood to be reporting to *Pacific Women* rather than simply to DFAT (whether through Post or through the Support Unit).

Sub EQ L: Are strategies, activities and outputs sufficiently founded in evidence?

There is a high level of intention to design project activities on the basis of evidence specific to the local level as far as possible, and to use approaches that can be flexibly embedded into local cultural and socio-economic contexts. Where evidence is perceived to be inadequate, effort has been made to initiate both general academic research relevant to the programme objective (such as research into the relationship between women's economic empowerment and violence against women in Solomon Islands and PNG) and scoping research embedded in, and supporting, specific projects (such as the Menzies research for the *Positive Parenting* project in PNG). Feasibility studies are also widely used tools in preparation for project design. Strategic plans and implementation plans are further preparation processes which suggest building a knowledge base for projects. A number of strategies are also in use for disseminating research more widely and particularly to stakeholders in the programme via newsletters and via the website.⁶⁰ Contributions by *Pacific Women* to project-level understanding of women's empowerment issues are duly acknowledged: 54% of survey respondents said that *Pacific Women* has contributed to this area.

However, gaps remain, with some stakeholders identifying a '*shortage of evidence*' on which to design projects⁶¹ and 57% of survey respondents saying their organisation has unmet knowledge needs. A recently completed overview study on Gender Research in the Pacific 1994–2014 has possibly laid the foundation for the finalisation of the stalled research strategy which could systematise further knowledge building.⁶² An important recommendation of that study was to strengthen the gender research capacity of Pacific peoples through skills training located in Pacific universities.⁶³

⁶⁰ S65

⁶¹ S62

⁶² S65

⁶³ Underhill-Sem, Y. et al. (2016) '*Gender Research in the Pacific*', DFAT.

Key finding: There is a good foundation of prioritising evidence-based programming and of setting out to fill knowledge gaps.

Recommendation: A more strategic approach to research supporting the programme should be the outcome of the continued research strategy development.

Sub EQ Q: Are innovative practices supported?

Innovation does not appear to have been an important focus for the programme at its initial stages, perhaps due to the focus for strategic selection of projects being, at the outset, mainly on establishing previously established partnerships within the programme, as discussed. In other words, the programme was perhaps seeking out strategic strength in building on tested partnerships and approaches, rather than novelty or experimental activities. Yet new types of partnership and innovative approaches have, in fact, been included in the portfolio, such as in the new partnerships with church-based organisations and feminist theological approaches, in the focus on support to coalitions such as We Rise, and in the introduction of new approaches to EAW in the form of initial steps in SASA! training and dissemination.⁶⁴

Survey responses suggest that more experimental relationships, not surprisingly, are taking place in partnerships receiving smaller grants – five of 17 smaller grantees responding reported ‘strong support’ for innovation from *Pacific Women*, compared with none of the five responding bigger grantees.

Key finding: Relatively little attention has been paid to innovation so far, even though the programme includes examples of innovative approaches and relationships. As the programme moves into more concerted work across the outcome areas of WEE and WLDM, in which there is relatively less latent experience across the Pacific than in EAW, the need for projects that are more consciously experimental or innovative is likely.

Recommendation: More attention to the issue of innovation will help to collect and synthesise information on innovative approaches being tested across the programme and to bring these into systematic learning processes.

4.3. Process

The evaluation domain related to ‘process’ looked at the context of DFAT and how *Pacific Women* is managed, how it aligns with other initiatives and commitments, and how far *Pacific Women* is evolving into a ‘joined-up’ programme – a question both of simple programme coordination and of establishing linkages across its different initiatives. It also looked at capacity and understanding, and how the intention to support these has been operationalised.

EQ7: To what extent is there coherence and alignment of *Pacific Women* with other DFAT activities?

[Weight of evidence Level 3; positive consensus measure – variable, see below]

It is clear that as the programme has evolved, its identity and position among DFAT’s sector programmes and relationships has gradually become more defined and more ‘settled’. Initial expectations that the programme represented ‘new money’ – meaning funds in addition to the annual

⁶⁴ Interviews and literature review

bilateral allocation to each country – was met with disappointment when it became clear that projects would have to secure funding on the basis of country plans from bilateral allocations controlled at the Posts.⁶⁵ With careful steering, the programme appears to be overcoming these challenges, and has secured a number of substantial commitments from bilateral funds, although the initial confusion about this situation continues to colour some relationships.

The programme has caused some realignment of funding relationships internally and externally, as a number of organisations and programmes – which had existing relationships with DFAT – began to source funds from *Pacific Women*. In some cases, this realignment took place due to clear strategic choices, where projects matched well with *Pacific Women* objectives and relationships were already strong. *Pacific Women* commenced at a time of other reductions in the Australian aid budget’s Pacific regional programme. It was agreed that *Pacific Women* would co-fund a small number of programmes to ensure that they were able to fully deliver their services.⁶⁶ In these cases, the programmes were assessed as aligned with *Pacific Women*’s intended outcomes and complemented other programming. However, there is some evidence that the process of settling into these new relationships is still not complete, with a few stakeholders questioning how projects will be brought fully into alignment with *Pacific Women*’s MEF and reporting formats [2].⁶⁷

In the early processes of settling into partnerships, there was also some overlap with projects sourcing other DFAT funds but these have largely been resolved through open communication and active efforts to facilitate alignment [2].⁶⁸

Key finding: The alignment of all *Pacific Women* projects with the programme’s objectives, formal accountability mechanisms of reporting formats, and the MEF has proceeded well but is not yet complete.

4.3.1 In Canberra

[Canberra’s perspective on coherence and alignment: – positive consensus measure 2.5 (high)]

Centrally within DFAT, perspectives on the alignment of the programme with DFAT policies and other programmes are very positive. The programme was set up as a vehicle for implementing the government’s policy on gender equality in the Pacific region and to support the PLGED. The four intended outcomes of the programme align with DFAT’s February 2016 *Gender Equality and Women’s Empowerment Strategy*, and the programme is overseen by the dedicated gender team within the Pacific Division, representing about 70% of their roles.⁶⁹

The programme’s high profile and flagship status, brought about by its arising from a high-level ministerial commitment, is perceived by several stakeholders to have drawn additional attention to women’s empowerment concerns and catalysed activity. Other stakeholders in DFAT also see the programme as having provided a striking leverage to the gender equality agenda – a ‘total paradigm shift’ – which has really boosted awareness and attention to the agenda, and given second wind to mainstreaming efforts [4].⁷⁰

⁶⁵ DFAT5; DFAT12; DFAT16; DFAT18; DFAT21; EXS8; S61

⁶⁶ S66

⁶⁷ S69; DFAT1

⁶⁸ DFAT1 – for an example of duplication in ERAW work through UN Women; DFAT10

⁶⁹ DFAT8

⁷⁰ DFAT9; DFAT14; DFAT6; DFAT7

Other Canberra-based DFAT stakeholders in the Pacific Division find the programme complements broader gender mainstreaming efforts in which some progress has been made recently. For example, funding a post in the Climate Change section via the Gender Equality Fund, and through new strategies to engage with women in the Labour Mobility Assistance Programme [3].⁷¹ Others find that having the programme operate as a flagship women’s empowerment programme alongside the broader mainstreaming strategy has made roles in gender equality work more distinct and therefore clearer.⁷² Having the Global Ambassador for Women and Girls closely engaged with the programme, including as an Observer on the Advisory Board, is seen as a very positive linkage between diplomatic and development drivers in DFAT as well as facilitating the leverage of the programme [2].⁷³

Key Finding: In Canberra, the programme’s high profile and flagship status – i.e. its relatively strong identity – is perceived by several stakeholders to have generated leverage to the gender equality agenda and catalysed activity in DFAT.

4.3.2 At Post

[Posts’ perspectives on coherence and alignment – Positive consensus measure 2 (low-medium)]

At Post, on the other hand, the consensus on alignment is lower than in Canberra. Disagreement arises both in terms of fund allocation: how sourcing the programme funds from the bilateral allocation is perceived, and also from what the identity of the programme should be. This is related to the roles and responsibilities of the Support Unit, but is not limited to this question.

Key decisions on operationalising the programme are made at Post through the allocation of bilateral funds. At the commencement of the programme, individual bilateral allocations were agreed between Canberra and each bilateral program. But these allocations needed to be balanced against competing priorities for funding in each country. The presence of technical capacity for gender analysis and commitment to gender equality are therefore important attributes in each Post location. Most programmes, but not all, have been able to meet their initial financial commitments, management engagement and technical input [3].⁷⁴

The issue of the source of funds is strongly related to how some DFAT staff at Post perceive the identity and role of *Pacific Women*. Several identify projects funded bilaterally with Australian Aid, whether or not they are included in *Pacific Women*, as ‘Post’ projects: ‘we were doing it anyway – out of bilateral money – so why is it *Pacific Women* money?’; ‘It’s Post money, not *Pacific Women* money’ [4].⁷⁵

As a result of this internal ‘ownership’, Posts do not necessarily identify or emphasise the role of *Pacific Women* in their relationships with project partners: ‘Partners don’t know it was *Pacific Women* – they just know it as DFAT’ [2].⁷⁶ This clearly results in a generalised lack of visibility for the programme [3]⁷⁷ and, via lack of visibility, in a lack of clarity among some partners on what the ‘identity’ in fact is. Partners spoke of UN Women and *Pacific Women* interchangeably in one case, in another two cases, partners stated confusion about whether the Support Unit was itself ‘*Pacific Women*’. In others, partner staff only became aware of *Pacific Women* in the course of activities undertaken for this evaluation. [4].⁷⁸ While this confusion was most prevalent in partners with ‘old’ relationships –

⁷¹ AB3; DFAT6 (1); DFAT6 (2)

⁷² DFAT10

⁷³ AB3; DFAT10

⁷⁴ DFAT7; DFAT16; S66

⁷⁵ DFAT18; EXS8 (1); EXS8 (2)

⁷⁶ DFAT18; S36

⁷⁷ AB7; EXS8; DFAT2

⁷⁸ S36; S58; S25; S40;

particularly UN partnerships in which the top-level relationships are managed by the wider DFAT system - it was also evident to a lesser degree in 'new' relationships, and in relationships with INGOs in some countries.⁷⁹

Key finding: There is variable commitment at Post to the idea of *Pacific Women*, and corresponding variable identification of *Pacific Women* projects with the programme. This contributes to the programme's lack of visibility.

Recommendation: Further communication of the vision and strategic purpose of the programme would contribute to a clearer understanding at Post of how visibility for *Pacific Women* can bolster its progress. Branding of the programme is a key part of this, alongside efforts to raise the level of engagement with the programme at Post (see Section 4.3.4). Reviewing current branding policy so that *Pacific Women* becomes more widely recognised for its contribution – and thus gains leverage – will be important. Establish agreements at DFAT Posts and with all partners and sub-partners regarding the profile to be given to the programme.

4.3.3 Role of the Support Unit

In July 2013, DFAT established a *Pacific Women* Hub to support predominately the contracting of country plan design processes. After a competitive tender process, the Support Unit, consisting of a much larger team, was established in February 2015. The Support Unit has two locations, a regional office in Suva, Fiji and a national sub-office in Port Moresby, PNG. The Suva Support Unit has met with a number of setbacks, including initial delays in fully staffing the unit'. There has also been staff turnover in some roles and the necessity to negotiate a number of expectations about its precise role.⁸⁰ As a result, it appears that the Support Unit has quite recently begun to be seen as a strong asset to the programme.

The official role of the Support Unit is to provide technical, administrative and logistical support to DFAT to manage *Pacific Women*,⁸¹ but there are contrasting views as to what this involves and a desire for more clarity on the roles and reasonable expectations of the Unit. Most DFAT staff stakeholders at Post see its role as one of technical support on gender in areas and tasks which cannot be covered at Post either for workload reasons or for lack of specialist skills.⁸² In this regard, there remain expectations for quality specialist technical skills in the Support Unit – such as specialist expertise in the four outcome areas – which are so far not all met,⁸³ although the Support Unit has now established a panel each of gender and M&E specialists available for contracting. At the same time, the precise nature of the expected role is not always clear because the Support Unit is intended to be responsive to the different needs and preferences of Posts, and there is therefore no single model of service provision.

The question of whether the Support Unit could or should – now that is fully staffed - begin to play a more strategic and proactive role in the programme is also an underlying theme in the discussions of some stakeholders. To this extent, the vision for the Support Unit is therefore not yet fixed or clear. How far, for example, it is likely to be involved in more of the grant management currently mainly

⁷⁹ Survey results – Solomon Islands

⁸⁰ DFAT3; DFAT16; PS8

⁸¹ DFAT8

⁸² DFAT16;

⁸³ DFAT16

carried out at Post, and what the nature of a more strategic and proactive role within the programme might be [5].⁸⁴

Key finding: The Support Unit Fiji Office has recently begun to be seen as an asset to the programme in terms of technical support and programme administration in response to demand from DFAT Posts. The question of whether a more proactive and dynamic role for the Support Unit would provide additional benefits has been raised but has not been clearly developed.

Recommendation: Initiate an open and forward-looking process between Posts, the Support Unit and the *Pacific Women* management team to explore a dynamic and strategic role for the Support Unit. This discussion might be linked to the upcoming evaluation of the Support Unit. A more dynamic role could contribute to building the identity of the programme and therefore a strong platform for advocacy and leverage. A strategic role might include utilising the capacity within the Support Unit to develop and carry out a strategy for developing Pacific leadership for the programme and ownership by women and women’s organisations from the Pacific.

Articulating the vision for this role and generating understanding and agreement for it among key staff at Post – in a spirit of mutual support among a set of well-positioned actors with clear common purpose – would be a key ‘next step’ for the programme.

4.3.4 Role of the Gender Focal Point

Gender Focal Points (GFPs) positioned within all High Commissions hold the majority of relationships with implementing partners, and in most cases the day to day management of *Pacific Women* activities. To secure the fund allocation, the GFPs may need to be able to influence senior management at Post, but in some Posts, they are relatively junior in the management structure. GFPs are also locally engaged, an advantage in the task of coordinating with other organisations, but which sometimes places them in relatively less powerful positions vis-à-vis Australian expat staff. While there is an awareness in Canberra of this as an issue, there is not yet any systematic strategic response [3].⁸⁵

Engagement from Counsellors, First Secretaries and Deputy High Commissioners – who are more senior in the management structure – with gender equality issues and therefore with *Pacific Women* is more ad hoc, with personal interest considered by some as a key influence driving engagement with the programme and its issues at this more senior level.⁸⁶ While institutional mechanisms drive accountability to gender equality in DFAT in general, there are none driving accountability to this programme specifically which might raise its profile at Post or increase understanding of the programme’s strategic purpose.

According to some, the issue of the degree of responsiveness to gender issues at Post has become more acute since the merging of Australian Aid into DFAT and the resulting rebalancing of diplomatic and development skills among staff. Although a Guidance Note has been issued to Posts to provide advice on what Australia’s response to gender equality is, this has not yet always been sufficient to advance gender commitment at the top levels of Post. [3]⁸⁷

Key finding: The Gender Focal Points (GFPs) carry a lot of responsibility to implement and manage *Pacific Women* in their respective countries, but they are sometimes relatively junior members of the Post team and are not always given support and capacity development opportunities.

⁸⁴ PS7; PS3; PS11; DFAT 16; DFAT 21

⁸⁵ DFAT9; DFAT16; DFAT18

⁸⁶ EXS8; DFAT 9

⁸⁷ DFAT9; Kiribati case study; DFAT16; S66; S21

Recommendations: The programme should continue to seek out ways to support GFPs and engage them in the *Pacific Women* strategy. Support is especially required from higher levels at Post and possibly also from the Support Unit during the fund allocation process, but also in general terms to promote gender equality concerns and oversee portfolios with women’s empowerment objectives in mind. This could include a wider remit to the annual GFP meeting and / or any country specific programme coordination events, to include government or other project counterparts with whom they are in direct working relationships. It could also include activities to build more mutual understanding between GFPs and the Support Unit so that their responsibilities are clear and the relationship is mutually supportive.

The DFAT *Pacific Women* management team could also seek more engagement in *Pacific Women* from Counsellor/ First Secretary / Deputy High Commissioner levels at Post.

4.3.5 Role of the Advisory Board

The Advisory Board is another important domain of the programme whose role has taken more shape over time. The 12 Advisory Board members are prominent women and men from across the Pacific based in eight of the 14 *Pacific Women* countries.⁸⁸ They have now met five times – three times in Canberra and once each in Solomon Islands and Samoa – and plan to meet at least once and no more than twice annually in the future. [2]⁸⁹

Several respondents felt that the role of the Board was not clear initially but has become clearer and more meaningful [2].⁹⁰ The Board’s Terms of Reference (ToR) state that the role is to provide advice on the strategic direction of the programme, assist in connecting the programme with other influential leaders in the Pacific, and advocate to support gender equality in the Pacific. It also states that individual members will meet with programme representatives in-country when appropriate.⁹¹ Some members were wary, however, that the purpose was to rubber stamp an Australian programme [2],⁹² wondering ‘*how effective you can be as an advisory body when it’s an Australian project?*’ Nevertheless, over time certain developments in how the Board functions – in terms of location of meetings, that the Chair should be non-Australian, and on the introduction of a young Board member – have increased confidence of some members in the role.⁹³

The Board is not a decision-making body, nor does it have a direct role in resource allocation decisions. However, certain features of the role could have more clarity and emphasis. For instance, Board members could play a more active advisory role in the Country Plan consultation process which then guides resource allocation. The ‘strategic advice’ of the board may have some effect on decision making by management staff, but the mechanism for this could be clarified in order to allay concerns about a rubber-stamping function.⁹⁴ Certainly, there is room for an expanded role in in-country advocacy not just for gender equality in general, but for the programme itself. Many Advisory Board members are in good positions to actively link different stakeholders of the programme, as well as linking the programme into other key institutions such as the PIFS and SPC. However, if a stronger role is to be taken in this ‘representative’ mode, it needs to be recognised that not all countries are represented by the Board.

⁸⁸ Fiji, Kiribati, PNG, RMI, Samoa, Solomon Islands, Tonga, Vanuatu.

⁸⁹ AB2; AB3

⁹⁰ AB3; AB6

⁹¹ PWSPD Advisory Board Terms of Reference, December 2012 – revised November 2016.

⁹² AB7; AB4

⁹³ AB5; AB8

⁹⁴ AB7; AB4; AB3

Key finding: After some uncertainty, the role of Advisory Board members is becoming clearer, but does not yet take full advantage of their good positioning to actively link different stakeholders of the programme and link it into other key institutions.

Recommendations: The role of Board members as advocates for the programme should be better developed. More clarity and emphasis should be placed on their potential role as country-level advocates and for *'[getting] the work of the programme to the [Pacific] leaders in a more strategic and consistent manner'*.⁹⁵ Consider extending their role to include convening periodic country-level meetings, bringing together different parts of the programme and creating connections and points of leverage beyond the programme. (Where this is impractical, identify specific country-appropriate strategies for developing this role for members.)

Consider adopting a revolving membership for the Board so that all countries are represented on it for some period of the programme – this could support developing their roles as programme advocates at country level.

EQ 9: How complete and effective are linkages between different parts of the programme? [Weight of Evidence Level 6 - Positive consensus measure 2.3 (medium-high)]

While there is good consensus that the programme is playing an important coordination role internally among project partners, perspectives on a broader coordination role are mixed. In other words, there is a lack of agreement over whether the programme has a role in the general coordination of gender equality initiatives in the region, or just within DFAT or around the programme itself.

In most locations, there are other organisations with greater sustainability embedded in them tasked with this coordination role. For DFAT gender initiatives, this role is located at Post, will include a role in overseeing 'mainstreamed' gender activity, and Posts may not see any need for support in this [2].⁹⁶ In some countries, the government's Ministry of Women or equivalent takes a strong role in coordinating and overseeing gender equality work; and in places where this is not strong, the long-term vision is that governments should generally be supported into this role. In some cases, this is achieved indirectly by the programme in the form of a Gender Advisor (GA) financed by the programme, who may be tasked with supporting the Ministry to improve coordination. The GA role may also include a role in linking Ministries with DFAT and other organisations externally [7].⁹⁷ Other organisations working regionally also have a role and/or a mandate to handle (parts of) coordinating work on gender equality – such as UN Women, SPC and PIFs.⁹⁸

Linking across the programme to maximise the 'joined-up' character of the Theory of Change, on the other hand, is an important programme approach. There is evidence that good progress has been made in establishing these linkages and communication across different parts of the programme, although there is still scope for improvement and sometimes these linkages also extend beyond the programme itself.

The Theory of Change, with its four outcome areas, is clearly acting as an effective focus and overarching framework for partners, and some organisations beyond partnerships, and therefore is lending coherence to work across the region and in individual countries [4].⁹⁹ Through this Theory of

⁹⁵ AB4

⁹⁶ DFAT2; DFAT21

⁹⁷ S61; S20; AB2; S42; DFAT11; S66; DFAT4

⁹⁸ AB7; DFAT11; DFAT3

⁹⁹ AB3; DFAT1; DFAT11; AB1

Change, partners have indeed been supported to see the connections between different areas of work, for example between WEE and EVAW.¹⁰⁰ In cases where projects have a specific mandate to coordinate different services – such as in EVAW in some countries – a key role in coordination within and beyond the programme has also been played.¹⁰¹

Due to the high proportion of gender equality work in the region that, in one way or another, is linked to *Pacific Women*, effective internal programme coordination also has positive effects on the coordination of gender equality initiatives generally. At the same time, active coordination among the programme's projects also directly facilitates the building of a programme identity. This is how *Pacific Women* will eventually come to be identified as the '*collection of organisations we fund*'.¹⁰²

Opportunities and mechanisms for bringing stakeholders together across the programme therefore have a wider significance as well as internal coordination effects among partners themselves. The PNG programme has taken particularly strong steps in this regard. Mechanisms include the PNG Reference Group – a local level advisory group – and annual learning forums in which partners share experience and progress.¹⁰³ Many partners are very appreciative of this role. Of survey respondents, 52% named 'coordination with other organisations' as a significant benefit the partnership brings to their organisation. Those with a 'good' or 'very good' relationship with *Pacific Women* were more likely to see coordination with other organisations as a significant benefit of the partnership (10 of 16 compared with two of eight in the group less satisfied with the relationship). All this group (16) felt that *Pacific Women* structure and process helped them engage with others 'very much' or 'somewhat' compared with four of eight in the other group.

However, respondents also identify missed opportunities with linking different parts of the programme and are clear that more could be done, for example by linking organisations working on similar outcome areas, such as UNDP's *Pacific Women*-funded work on women's leadership at the political level (the IPPWS project) in Samoa and the *Pacific Women's* Parliamentary Partnership (PWPP), and/or actors engaged in the implementation of TSM [5].¹⁰⁴ One survey respondent said simply '*It would be great if Pacific Women could provide a list of recipient organisations it supports so we can build a network amongst us. We can have regular communications, share new ideas and other resources to be very efficient and effective in our work.*' While this information is available to stakeholders through the Annual Progress Report, country plans, and to a wider public on the website, more could be done to actively get this information consistently into the right hands, and to find ways of bringing partners together.

There appears to be a fairly substantial disconnect in-country between partners involved in bilateral projects and those involved in regional projects [3].¹⁰⁵ Beyond this, some stakeholders identify scope in better linking within DFAT but beyond the programme, such as linking WEE initiatives more firmly with other DFAT economic empowerment work like the Labour Assistance Mobility Programme. Similarly, gender mainstreaming supported by *Pacific Women* at Post and in ministries could be better coordinated with the programme's focus areas [3].¹⁰⁶ Gender Advisors were also identified as a group for whom opportunities to share experience and systematise approaches would be beneficial [2].¹⁰⁷

Key findings: The Theory of Change is acting as an effective focus and framework for partners and others, and is therefore lending coherence to work across the region.

¹⁰⁰ DFAT8; PS1; DFAT1

¹⁰¹ AB1

¹⁰² DFAT8

¹⁰³ PS1

¹⁰⁴ S61; S21; EXS1; DFAT2; AB1; S63

¹⁰⁵ Kiribati and Samoa case studies; S9

¹⁰⁶ DFAT11; DFAT3; EXS2

¹⁰⁷ EXS2; S20

There are also examples of good, active coordination across the programme, which is widely appreciated and has implications for coordination of gender equality initiatives beyond the programme because its scope includes a large proportion of all gender equality work, especially in small countries.

Recommendations: Further activities bringing different groups of actors together – such as Gender Advisors and partners in WLDM or WEE, for example – should be sought out. Innovations using mechanisms which do not incur substantial travel costs should be explored, for example, through remote mentoring, social media groups, or video conferencing.

In-country linkages and information flows between regionally funded partners and bilaterally funded partners should be established as a matter of urgency in all countries.

EQ 10: To what extent has capacity been strengthened and where are the gaps? [Weight of Evidence level 4; Positive consensus measure 2.2 (medium)]

Capacity has been strengthened with good progress. It has taken place through different relationships and mechanisms:

- Through the Support Unit, especially for M&E strengthening and alignment with the programme, but also on occasion in proposal and budget development and implementation planning.
- Through the role of a number of national Gender Advisors, supporting capacity mainly in government via the Ministry of Women or equivalent but also at DFAT Post, working with GFPs. Work carried out by Gender Advisers in Ministries includes support for fulfilling M&E and other reporting requirements, and more general skills-building, for example for mainstreaming work. An important benefit has been in raising the confidence level of Ministry staff in taking on responsibility for gender issues [2].¹⁰⁸
- Through the SPC Promoting Gender Equality in the Pacific (PGEP) project, valued at approximately AU\$4 million, to build capacity of Pacific governments to mainstream gender and to strengthen the collection and analysis of gender statistics across the region.
- Through horizontal partnerships, using partners to strengthen other partners. The programme has supported the Fiji Women’s Crisis Centre (FWCC), for example, as a leader in EAW approaches, to mentor the Women and Children’s Crisis Centre (WCCC) Tonga and other EAW partners [2].¹⁰⁹
- Through special meetings such as the annual GFP meetings¹¹⁰, leadership dialogue and research dialogue.
- Through vertical partnerships, such that partners build capacity into their work with sub-grantees.
- Through organisational capacity assessments which may result in individual consultancies providing technical support on specific tasks, such as those carried out for NGOs in the Marshall Islands and Kiribati [2].¹¹¹

¹⁰⁸ S20; S61

¹⁰⁹ S61; S63

¹¹⁰ DFAT12

¹¹¹ DFAT1; DFAT13

These capacity building exercises are broadly appreciated, in particular in countries such as the Marshall Islands and Kiribati where gender skills are perceived to be low [2].¹¹² Most interview respondents see the exercises as having contributed to good progress in acquiring real skills among project staff. Of survey respondents, 13 projects (58%) said the quality of capacity support provided was excellent or very good. Although three projects (13%) said the quality was poor, there are signs that this assessment may be related to the depth of experience the organisation has in its focus area of work. All three organisations giving a ‘poor’ assessment were EAW projects, while all respondents in WEE – a new area of work for most – gave ‘excellent’ or ‘good’ assessments.

However, the process of building capacity to support all aspects of the programme, including the M&E which will track its progress, is not yet complete. Several respondents spoke of capacity challenges:

- In Ministries, the transition from providing technical support to transferring technical skills – so that capacity is sustained – is a challenge that GAs are currently engaged with. Support to GAs as a group for developing strategic ways of working in this direction would be helpful. As activities that have predominately been identified through country plan design, Gender Advisers have not been identified for every country. Some stakeholders interviewed reported that Gender Adviser’s may be ‘*spread too thin*’ to be able to complete the capacity transfer exercise [2].¹¹³
- Lack of capacity in relation to DFAT’s due diligence criteria – therefore, probably meaning in organisational and financial management – in local organisations is often mentioned as the main blockage to the aspiration eventually to direct more of *Pacific Women’s* funding directly to local NGOs, especially women’s organisations [3].¹¹⁴ This situation requires a clear, strategic response: either via the INGOs through which local organisations are connected to the programme, or through some other non-project related capacity building exercises for interested organisations. Many of these partnerships do already include capacity development initiatives, such as the UN Women EAW Facility Fund, the UNICEF Child Projection project and We Rise. There may nevertheless be room to systematise these initiatives and ensure that they lead to a recognisable condition at which point independent funding could be granted.
- This is related to the similar question of how to build local technical expertise, so that TA is not always provided by outsiders. Mechanisms to address this are being ‘tested’ in the design and construction of the Gender and M&E Specialist and Practitioner panels developed and managed by the Support Unit, along with the development of the *Pacific Women* Capacity Development Strategy. Methods include building in an element of capacity building in most consultancy exercises.¹¹⁵ There is also further opportunity with the development of the *Pacific Women* Research Strategy to consider how the program can support local research capacity development.

Key finding: Capacity support is broadly appreciated, especially among organisations working in the WEE outcome. But, there are some difficulties operationalising capacity transfer (at different levels) as opposed to straightforward technical assistance.

Recommendations: Capacity support should be continued in focus areas, which include the relatively less experienced intended outcomes of WEE and WLDM as well as in organisational capacity development to enable national partners to become directly funded partners.

¹¹² DFAT20; S64

¹¹³ S20; EXS2

¹¹⁴ DFAT3; PS4; DFAT8

¹¹⁵ DFAT11

All capacity support should be firmly focused on transferring skills into organisations. All TA exercises should also have an element of capacity transfer built into design as a non-negotiable component.

Clearly separating M&E support exercises into ‘capacity-building’ exercises in cases where skills for M&E are genuinely weak and ‘alignment’ exercises in cases where the purpose is to bring existing M&E systems into closer usability for *Pacific Women* would contribute to building mutually supportive relationships.

For those local organisations reached by the programme via relationships with INGOs, UN organisations or other larger organisations, projects should include a clear strategy for assessing capacity progress towards criteria for becoming potentially eligible for funding independently of the larger partner.

EQ 11: To what extent has understanding been strengthened and where are the gaps? [Weight of Evidence Level 4.5 - Positive consensus measure 2.6 (high)]

The question of strengthening understanding is strongly related to questions of capacity building, since capacity for consistent support to gender equality and women’s empowerment necessarily involves a clear understanding of gender inequality issues and an ability to analyse from a gender perspective.

Good progress has been made in developing knowledge and understanding through the programme, and this progress is acknowledged by many partners – in the survey, 54% (13 organisations) said *Pacific Women* had contributed to their knowledge and understanding of women’s empowerment issues in their main outcome area. Some stakeholders find that progress has been more solid in EAW, and that more gaps remain in understanding how to approach WEE and WLDM [2].¹¹⁶ Similarly, while progress has been made among partners in exploring and understanding the linkages between the outcome areas, this is identified as an area where further work is needed [2].¹¹⁷

The decision to support a number of explicitly feminist and rights-based organisations undoubtedly contributes to the development of strong approaches based in analysis of power and control, but identifying as feminist is not seen as essential criteria for these approaches to become well embedded. Progress was also noted in building understanding of how church-based organisations are already engaged and can be supported to explore methods for advancing gender equality from within.¹¹⁸

Mechanisms for developing knowledge and understanding are often the same as for capacity building, such as when events have technical as well as conceptual learning objectives. This is true for the GFP annual meeting¹¹⁹ and for the annual learning events in PNG. According to some respondents, there is space to further maximise the opportunities for knowledge building at these meetings, by building in inputs from a wide range of other stakeholders in the programme, and by further peer exchange of experience.¹²⁰

Important components of building knowledge and understanding are the programme’s research outputs, which have already been briefly discussed (Section 4.2.3). In particular, the finalisation of a research strategy which has building local research capacity ‘written in’ will be an important

¹¹⁶ S63; S64

¹¹⁷ S63; AB6

¹¹⁸ S19

¹¹⁹ DFAT19

¹²⁰ DFAT19

contribution to systematising knowledge production in the programme. Knowledge gaps identified by interviewees in this evaluation process include approaches to working with men in the Pacific context specifically, and a review of what works among EAW approaches.¹²¹ Efforts to make research findings widely available to partners in accessible and relevant formats should continue to be developed; but these efforts also face some substantial challenges, such as that language constraints can make the communication of new research on, as well as established approaches to, gender analysis difficult in local contexts where English is not deeply understood.¹²²

The knowledge management system (KMS), which has been challenging and slow to begin operationalising, has an important contribution to make in synthesising the knowledge arising out of monitoring data and putting it into a format in which it can be shared more widely – among partners, for example.

Key finding: Good progress has been made in generating knowledge and understanding but gaps remain in how to approach WEE and WLDM. Mechanisms for deepening understanding and enhancing capacity are already connected in the programme and this should be emphasised so that technical capacity is always underpinned by ‘understanding’.

Recommendations: The emphasis on building knowledge and understanding should shift at this point to the weaker areas of WEE and WLDM, and opportunities for including knowledge building at learning and other events should be maximised.

Finalising the *Pacific Women* research strategy must include components to build local research capacity as well as to make research findings available to partners in accessible and relevant formats. Research gaps include building a better understanding of what works in working with male advocates in the Pacific region would add to the knowledge base.

EQ 8: Has *Pacific Women* been efficient?¹²³

[Weight of Evidence Level 3 - Positive consensus measure 1.8 (low) – but this measure is likely to be influenced by the situation that efficiencies are often taken for granted, whereas inefficiencies are more likely to be reported]

Due diligence procedures are carefully followed before establishing partnerships although these sometimes make it difficult for DFAT to have a relationship with organisations which otherwise might bring useful momentum and more Pacific leadership to the programme [4].¹²⁴ The new mechanism due to be implemented in Fiji for the Fiji Women’s Fund – to be managed by the Support Unit – will provide targeted intensive organisational support so that potential grantees can work towards meeting the necessary criteria; similar mechanisms for other countries could be explored.

Standard implementation procedures are in place with most projects, such as milestones which give indications of project progress and warnings of blockages. The programme itself uses the much broader formulation of expected interim outcomes and final outcomes as expressed in the Theory of Change – and an evaluative approach which is intended to support the programme to evolve in response to knowledge generated from within.

There have been different kinds of delays in getting started both at programme and project level. In particular, the Support Unit has been slower than anticipated in getting established for a number of

¹²¹ S65;

¹²² S61

¹²³ The question of efficiency is addressed further in Section 6 on Value for Money, below.

¹²⁴ PS5; PS4; PS1; S25

reasons including recruitment challenges and a lack of clarity concerning what was expected of the Unit. Not surprisingly – given the scope of the programme – not all countries initiated activity immediately. Those that became active quickly – Cook Islands, PNG and Solomon Islands – did so without the depth of consultation that later became expected in the programme. Countries began the process of country plan development in line with their own budget cycles – for this and practical reasons related to the scale of the programme, a phased approach was taken such that some countries became operational later. Many of DFAT’s bilateral funds are heavily programmed with existing investments and at the start of *Pacific Women* it did take time for some bilateral programs to identify available budget. Generally, this was overcome with the support of regional funding which was able to initiate and supplement bilateral funds.¹²⁵ Although all countries have been included in activity via regional projects (Palau, FSM and Niue are still covered only by regional work), in terms of implementing country plans bilaterally, several countries have begun bilateral implementation only recently and are therefore still at very early stages.

The layered structure of partnerships is also sometimes a cause of perceived delays in accessing funds at project levels, as approvals and transfers are also layered, and hence have to go through a number of processes before funds actually arrive.¹²⁶ For example, UNICEF child protection activities in Kiribati have to meet approval by the UN in Suva, which in turn negotiates its overall project budget with DFAT. For others, the process of getting started and actually accessing funds has been confusing and not very transparent: one survey respondent explained: *‘We had a slow and confusing commencement of the project that led to many delays, miscommunications and unclear future of the project. We ... have not been contacted or been given any information on the status of the [Country Plan] review – when it will take place, and what we need to do to prepare for it.’*¹²⁷

Although embedding the M&E framework has made great progress, it remains incomplete as some organisations still struggle to adjust their systems to *Pacific Women* monitoring needs. Not enough promotion to partners of the benefits of being part of a region-wide system and gaining an overview of progress at a regional level – a lack of visibility for this attribute of the programme – may be at the root of these blockages.¹²⁸

Key finding: There have been some delays in beginning implementation of country plans with bilateral funds in several countries. Although regional funds have initiated activities in all these countries, delays in systematic implementation of the country plans still pose some threat to the achievement of the outcomes of the overall programme within the envisaged time frame.

Recommendation: Implementation delays must be met with a clear strategy, communicated to partners, on what they can expect in terms of flexibility to complete planned activities via project (no cost) extensions.

¹²⁵ EXS8

¹²⁶ S36

¹²⁷ Survey response

¹²⁸ DFAT16

4.4. Outcomes

EQ 12: To what extent has progress been made in the outcome areas and where are the gaps? [Weight of Evidence Level 5.5 - Positive consensus measure 2.4]

A detailed assessment on progress against the short-term outcomes of resources, relationships, capacity and understanding is given in Section 5. A more detailed discussion on outcomes is also included for selected countries and projects in the Case Studies. Here, findings are reported in a more general way on perceptions of progress in EVAW, WLDM, WEE and EA.

Although many projects are at a relatively early stage of implementation, and this evaluation process marks only 4 years of a 10-year trajectory, respondents were confident that outcomes are visible: *'It is not too early to talk about successes as we see many kinds'*.¹²⁹

In the survey, 87% of responding projects (20 projects) assessed their own progress as 'good' or 'excellent'. Interviewees noted progress particularly in EVAW as services have expanded and awareness has gained ground, meaning that more people are coming forward to access services and more organisations and government departments are entering the space [5].¹³⁰

In the other outcome areas, progress is also evident but not so widespread; stakeholders note, variously, progress in WEE and WLDM in Fiji, Vanuatu and Solomon Islands through the M4C project; and they note that both outcome areas have seen a burgeoning level of support attributable to the programme.¹³¹ At the same time, others note that activity in WEE remains somewhat ad hoc, implying that results do not yet 'join up' for a wider influence.¹³² In WLDM, results have been visible at local governance levels through We Rise, in WLDM through the PWPP, and in Samoa through the UNDP's 'Increasing the Political Participation of Women in Samoa' (IPPWS).

In the EA outcome area, a number of areas of progress are noted, particularly as a result of the work of Gender Advisers in Tonga, Fiji, Samoa and the North Pacific,¹³³ including gender policy being gradually implemented in national governments, better M&E systems, and better knowledge among government staff. Stakeholders also note good progress in work on male advocacy – supporting men to advocate for women's rights – while also continuously commenting that working with men must be given adequate time.

Part of the reason outcomes are evident at this point is because in some cases projects (such as the Tonga and Vanuatu Crisis Centres, and many other examples) were started before *Pacific Women* came about, and they also draw on expertise generated in previous work; this is especially true for results in EVAW, which many respondents comment on positively [4].¹³⁴ Some projects are also funded from more than one source. While these make it unwise to attribute all visible outcomes to *Pacific Women*, it is reasonable to assert that the programme has made a contribution to them. For example, in Fiji, one stakeholder commented that in EVAW *'we see expanded services, better access, community awareness, education; new partners coming into the space; and the trialling of feminist theology methods'*. While the foundation for all of these was built before the programme – thus creating a good 'take off' point – there is good reason to assume that the current programme is contributing to all of

¹²⁹ AB3; DFAT7

¹³⁰ AB1; S64; DFAT16; PS6; AB5

¹³¹ AB3; AB7

¹³² DFAT16

¹³³ DFAT1

¹³⁴ EXS8; AB3; PS8; DFAT16

the recent and current progress in these, as well as specifically for supporting new work in feminist theology outreach.

Key finding: Positive perceptions of outcomes are more consistent in EVAW than in WEE and WLDM, in which outcomes are less established and widespread. EVAW outcomes are partly the result of prior work by many projects, but the current programme is undoubtedly contributing to them.

Recommendation: More focus and resources in WEE and WLDM will be necessary in the coming years to produce consistent outcomes in these areas, particularly since these outcomes do not have the 'advantage' of considerable prior work in the Pacific region. The work with male advocates should also maintain focus.

Sub EQ B2: Have results in the four outcome areas informed changes in policies and programmes at national levels?

A number of stakeholders also associate certain knock-on effects with the programme, attributing at least indirect connections between these effects and the programme's work.

- In Fiji, gender issues are said to be receiving more acknowledgement and public discussion space from leaders and in the media.¹³⁵
- Women involved in the PWPP project are said to be on the verge of forging their own agenda as a result of the networking the project instigated and taking on some aspects of the women's empowerment agenda in advocacy at home; as public figures they are also seen to have widespread influence when they take on gender equality issues [2].¹³⁶
- In some countries with GA support in Ministries, the gains in analytical capacity have consequences in day-to-day work, relating to all aspects of *Pacific Women* objectives.¹³⁷

EQ 14: What are the barriers and challenges to progress in the *Pacific Women* intended outcomes? Descriptive – no score

Stakeholders are aware of several challenges to progress, some of which require long-term focus. Some stakeholders warn that in gender equality change processes, three to four years is a short time in which to expect substantial change, and much work remains to be done [2].¹³⁸

Many challenges have already been discussed in relation to the earlier EQs, such as issues of identity for the programme and the division of responsibility and expectations between Posts and the Support Unit.

In EVAW, the major concern is in coverage alongside budget constraints. While services, coordination and community-level awareness and responses have all seen improvements, there is still some way to go for services to cover each country, and especially remote and marginalised populations within those countries. This will be difficult to achieve in the face of overall budget constraints: in crude calculation, and simply for illustrative purposes, \$320 million over 14 countries, 10 years and 4 intended outcomes – if the fund were to be divided equally among countries of different sizes – would make only about \$500,000 available per country per year in each outcome area: for EVAW work, it will be particularly difficult to upscale from its current position with this budget. Of course, allocations

¹³⁵ S20

¹³⁶ EXS1; AB1

¹³⁷ EXS2

¹³⁸ DFAT2; EXS8

are in fact rightly made in relation to country size; the point is that the programme cannot expect to achieve full coverage in all outcomes in the current budget, and thus a strategy for gaining leverage from governments and donors alike is of primary importance.

Coverage issues will also apply to WLDM and WEE initiatives, but the more immediate challenge for WEE is to address strategy issues in approach. Some commentators note a difficulty with moving away from approaches which cast women further into domestic roles or low-return work – such as crafts, sewing, poultry farming – categorised as women’s work in gender segmented labour markets.¹³⁹

Several respondents identify relationships with governments as an important challenge; in some countries, limited capacity in government is a major issue, especially in the contexts of small countries which are often overstretched as small governments with similar international demands / reporting requirements to much bigger governments [2].¹⁴⁰ Challenges of working with governments include the fact that they often have different ways – and speeds – of working than development organisations, and relationships therefore tend to require time flexibility.¹⁴¹ Conversely, in some cases a lack of government engagement – and particularly buy-in – threatens progress, since ‘political will’ is a key asset to progress in gender equality and addressing social norms [2].¹⁴² Others note that engagement with the programme between governments and DFAT needs to take place at the higher levels. At the same time, progress on women’s rights has always involved struggle with governments, so some programme partners need to be able to continue to critique governments, while also seeking out ways to engage positively [2].¹⁴³

The challenge of drawing local leadership into the programme continues to be raised as an issue, ranging from the shortage of local technical expertise, to an expectation that more project funding should be in the hands of local organisations [2].¹⁴⁴ As already discussed, there is an awareness of these issues at all levels of management, and some strategies are in place to address it; these should be stepped up wherever possible.

Finally, some concerns have been raised that a programme like this can silo responsibility for gender with the programme and stop other initiatives from developing [4].¹⁴⁵ It is important therefore to be clear in messaging about the limitations as well as the aspirations of the programme, and to continue to communicate with other potential donors in the ‘gender space’ about where both the sectoral and the coverage gaps are.

Key findings: The ability of the programme to provide sufficient coverage for consistent change is not clear, and emphasises the primary need to maximise the potential of investments and to create leverage for the programme beyond its tangible resources.

Levels of government engagement are mixed; increasing government engagement will require strategies within DFAT as well as via women’s advocacy organisations.

Recommendations: Given budget constraints it is critical to develop a strategy for leveraging resources and generating momentum – among other opportunities, this means taking all opportunities to increase the local profile of this flagship programme.

¹³⁹ S20; triangulated to some extent by the Fiji case study.

¹⁴⁰ S61; DFAT15

¹⁴¹ S62

¹⁴² AB2; DFAT15

¹⁴³ S23; S21

¹⁴⁴ PS8; S10

¹⁴⁵ EXS8; S66; DFAT11; DFAT3

This includes that more strategic thinking needs to go into WEE work, and substantially more resources into this and WLDM if all outcomes are to be adequately pursued.

Within DFAT, GFPs should be supported by more senior staff in engaging governments in the programme. Beyond DFAT, women's organisations must be supported in finding the right balance between critique of governments and engagement with them.

5. Conclusions on Short-term Outcomes

A central objective of the evaluation was to assess the extent to which the short-term outcomes of capacity, resources, relationships and understanding for action have been established across country and regional activities. This section picks up from the analysis established in the case studies, and draws conclusions on these on the basis of this and the programme level analysis presented in Section 4.

5.1. Resources

- Important ground work has been achieved in establishing plans for resource allocation via the Country Plan consultation and development processes, and progressively improving the depth and breadth of consultation for country plans. Good progress has also been made in overcoming initial blockages to fund flows. Most DFAT Pacific bilateral programs responded quickly to the need to identify funds to contribute to *Pacific Women* although this did take longer for smaller programmes. In some cases this has led to start-up delays which will have to be addressed in programme strategy.
- There is good consensus at the programme and case study level that the objectives of Pacific Women fit well with country priorities, and that the four intended outcomes of Pacific Women represent key concerns in all country contexts. There is also agreement that the programme fits well with existing DFAT-supported activities and is often complemented by these activities – such as in the health and education sectors where gender mainstreaming has generally made good progress. Strong efforts have been made to adapt projects to the specific country context and respond to particular local challenges, such as low levels of literacy in some cases (e.g. PNG) and local governance systems in others (e.g. Samoa). Thus, country ownership is considered to be good. In some cases, this means ownership by governments (Samoa, Kiribati, to some extent Fiji); in most cases, it also means ownership by DFAT Post. However, this has some variation: for instance the programme has taken time to get established at Post in Kiribati due to competing project commitments which meant that bilateral funds have only recently become available. ¹⁴⁶ Nevertheless, ownership by women and women's organisations from the Pacific is still relatively underdeveloped. While there is good engagement by some women's organisations in Fiji such as FWRM and FWCC, in PNG, Kiribati and Samoa this engagement is as yet weak but for different reasons – including relatively few women's organisations to work with (Kiribati); weak organisational and financial management capacity (PNG; Kiribati); and stage of project (Samoa: the project works through government and has not yet built a consistent mechanism for engaging women's organisations). Gaining this ownership would be an invaluable asset to the programme, not least because it has the potential to gain leverage for the programme – at least in terms of advocacy – and to drive sustainability. Thus, facilitating this should be a major focus for the next phase of the programme.

¹⁴⁶ Details of this situation are elaborated in the Kiribati case study document, developed as part of the Progress Report for this evaluation.

- There are different kinds of coverage challenges at work. The first is the distribution of resources across the outcomes as expressed in the Theory of Change. The programme is quite heavily skewed towards the EVAW outcome in many countries (PNG, Kiribati and several other non-case study countries). Conversely, most countries have relatively undeveloped coverage in WEE (Kiribati, Samoa, to some extent PNG) and WLDM (all countries but particularly Kiribati of our sample). This may have been a strategic response to immediate and pressing in-country needs, but it is urgent to move on from this if the programme is to carry out the plan implicit in the Theory of Change. Levels of investment in EA are mixed (e.g. good in Fiji) but the coherence of activities in this intended outcome warrants discussion – see more in Section 7.3.
 - The groundwork for this transition has been laid not only by establishing the programme with many partners where strong relationships also existed, but also in the growing awareness of the interconnectedness of the outcomes, as noted particularly in the regional projects case study developed as part of the Progress report for this evaluation, and the importance of working across outcome areas. In some cases, organisations have begun positioning to be able to work across outcomes (PNG, Samoa); the programme should focus on facilitating this further.
 - The WEE outcome in particular needs a more consistently strategic approach: it is anticipated here that this will be provided by the finalisation of the roadmap process. There are signs in some places (Fiji, Samoa) that some WEE work could be limited by a focus on economic activity in areas traditionally assigned to women, such as sewing and crafts, which usually offer low returns and do not challenge gender boundaries.
 - Despite all the challenges of programming in small island states in the Pacific, they also offer the unique opportunity – by virtue of small size – to create examples of full coverage on all outcomes, and therefore provide a test case for the ToC. This could be taken up at final evaluation stage and contribute significantly to learning. The programme could offer insights into how coverage (and intensity of coverage) affects social norm change, potentially measured by tracking changing attitudes and behaviours in specific locations. It could also offer insights into how multi-dimensional ‘enablers’ – meaning, here, simultaneous improvements in all of the four outcome areas – combine to amplify change (or do not).
- Coverage challenges are also evident in reaching all countries and hard-to-reach groups within this. The programme is currently less resourced in three countries in which as yet only regional projects operate, two of these countries (Palau and FSM) are in the North. Although there are good signs of aspirations to reach hard-to-reach and other disadvantaged groups – remote, rural, indigenous, women with disabilities, and LGBT groups – this is as yet inconsistently addressed among partners.
- There is, however, some evidence from PNG – which has relevance to the wider programme – of coverage challenges even within the relatively well-supported EVAW area, and in targeted locations. There are remaining gaps in services even in ‘EVAW active’ areas and areas of the country that are not covered by the programme at all. This is not surprising, but has some implications for targeting, and especially for the importance of leveraging buy-in and local leadership in the context of overall programme resource limits.
- Delays in beginning actual implementation (e.g. Kiribati, Samoa) represent a significant risk to the programme. In the absence of a clear strategy for flexible working, these can cause tensions at different layers of management accountable for the project and therefore colour relationships. Moreover, if projects implementation remains incomplete because of time-bound funding, this will impact on outcomes and undermine later stages of impact.

- Currently the greater proportion of funding is to UN partners and International NGOs, followed by governments. The case studies provide evidence that governments may be slower to establish implementation, but they then have the potential to gain a wide reach and perhaps leverage national resources (Samoa, Kiribati). INGOs (PNG) have been quick to implement and have been willing and able to align their reporting and monitoring data in ways which enhance the programme profile and identity and contribute to an understanding of progress at the regional level. UN partners (PNG, Kiribati, Fiji, Samoa) provide a mixed picture on speed of implementation but are among those in which stakeholders beyond the top level have very low levels of recognition Pacific Women as a programme as all relationships are identified more generally with DFAT and branding policy reinforces this. This means that these projects are not currently contributing to building programme identity – and therefore leveraging the value-added that this might offer.

Key findings: There is a growing awareness of the interconnectedness of the outcomes and the importance of working across outcome areas. In some cases, organisations have already begun positioning to be able to work across outcomes (PNG, Samoa) – this bodes well for fully operationalising the ToC. Small island states in the Pacific offer the unique opportunity to create examples of full coverage on all outcomes, and therefore provide a test case for the ToC. This could be taken up at final evaluation stage and contribute significantly to learning.

However, coverage challenges are likely to endure and mean that strategizing to gain leverage for the programme should be a priority. Gaining ownership for the programme by women’s organisations from the Pacific would thus be an invaluable asset to the programme. This has the potential to gain leverage for the programme and for gender equality more generally via advocacy with governments – and to drive sustainability.

Recommendations: Facilitating ownership and leadership by women from the Pacific should be a major focus for the next phase of the programme, and requires investment. A strategy to work towards rebalancing of this partnership formula towards Pacific NGOs and other regional and private organisations, in which local leadership and ownership could be further developed, would be a positive step in the next phase of the programme.

Working across outcomes should be further facilitated wherever possible. The programme could offer insights into how coverage (and intensity of coverage) affects social norm change, potentially measured by tracking changing attitudes and behaviours in specific locations. Consider aiming to create at least one example – in a strategic small island location – of full coverage on all outcomes. This would provide a ‘test case’ for the ToC to be taken up at final evaluation stage and contribute significantly to learning on how multi-dimensional ‘enablers’ combine to amplify social norm change (or do not).

5.2. Relationships

All case study countries have good examples of strong partnerships that are making good progress in implementation. Many of these draw on previously established partner knowledge and experience which amplifies progress. Several have also built new but strong relationships under *Pacific Women* and with the Support Unit, generally through activities in technical assistance. In locations where these positive interactions are most evident, there is also an awareness of and identification with *Pacific Women* as a programme; this will be an asset as the programme progresses.

However, not all relationships are sufficiently strong or positive to form the foundation of the programme to its best advantage, and some re-orientation of these relationships will be needed. These include some relationships between implementing partners and *Pacific Women* as a programme, and some relationships between DFAT and the Support Unit.

5.2.1 Programme visibility

- The strength of the relationships founding *Pacific Women* is to some degree dependent on *Pacific Women's* identity – how far partners see the relationship they associate with the *Pacific Women* project to be with *Pacific Women* or a different entity. *Pacific Women's* identity as a programme has the potential to be a strong asset. In Canberra, the programme is seen as high profile and is advantaged by having Ministerial backing at the outset and by having created leverage vis-à-vis gender mainstreaming more generally by virtue of this profile. The ambition is for the programme's identity to be seen as 'the collection of the organisations it funds'.¹⁴⁷
- This perspective is at odds with a more common view at Post and among many non-DFAT stakeholders at country level that the programme is not very visible (Kiribati, Samoa, Fiji and others) nor should be, and that the central identifying relationship with projects should rightly remain with DFAT rather than being clearly associated with *Pacific Women*. Lack of recognition is evident in several kinds of partnership: among UN stakeholders whose organisational structure means that at country level at least the existence of *Pacific Women* is irrelevant; among some sub-grantees of INGOs, whose central relationship is with the INGO; and among some NGO partners for whom the *Pacific Women* project is a continuation of earlier work for which a pre-established relationship was in place at DFAT Post. In most cases, the central relationship has been retained at Post – both operationally, and in terms of project identity which means that project stakeholders tend to associate projects with DFAT generally rather than *Pacific Women*. For example, MWYSA staff in Kiribati involved in the Family Peace Act implementation project associated the project with DFAT (meaning DFAT Post), not *Pacific Women*. In the UN Women Markets 4 Change project in Fiji, only top level staff have any recognition of *Pacific Women*. This misses an opportunity in terms of building programme identity / recognition and therefore leverage.
- The lack of visibility for and recognition of the programme is exacerbated in some countries (Samoa, Kiribati) by the fact that there are no institutionally assured linkages at country level between bilaterally and regionally funded projects, such that different parts of the programme – including DFAT staff and project stakeholders - do not know of the existence of the other and / or have had no interaction. UNICEF Child Protection staff, for example, have no contact with DFAT Post in both countries, and very low recognition of *Pacific Women* as relevant to their work. This is a missed opportunity at project level to promote a sense of common purpose with other partners.
- This lack of visibility threatens to undermine the effectiveness of the programme because low levels of recognition preclude *Pacific Women* from gaining the 'value added' effect of operating as a coherent regional programme generating momentum for gender equality across the Pacific. Better recognition would allow the development of a stronger sense of collective objectives and collective progress towards the shared PLGED goals that the programme embodies. It would also enlarge the space and platform for advocacy actors to use the programme brand and status for leveraging priority attention to the outcome areas locally.

¹⁴⁷ DFAT8

Better recognition would also mean better accountability in operational terms: in some cases the programme struggles to receive consistent project monitoring information which poses a real threat to the possibility of making the M&E framework fully useful to the programme, or of generating shared knowledge on combined progress towards outcomes across the region.

Key Finding: There is strong evidence at both project and programme level that a lack of visibility for the programme undermines its effectiveness as a joined-up force. Lack of visibility precludes building a sense of common purpose among partners and narrows the space for local advocates to use the programme brand and status for leveraging priority attention to the outcome areas.

Recommendation: The programme needs a concerted strategy for promoting programme identity by bringing partners together in common purpose; demonstrating their contributions to common regional goals as articulated by the PLGED and embedded in the programme. Developing a branding strategy which enables recognition and leverage for the programme will be important in the next phase, alongside clearly articulating this regional convening role.

5.2.2 The role of the Support Unit

- As discussed in Section 4.3.3 there are important considerations about the role and expectations of the Support Unit: evidence for this arises at both country case study and programme levels. Although the Support Unit has been slow to become fully operational, it is now well positioned to take on a more proactive role in the programme, alongside the provision of technical support. However, as discussed, there are still some areas of unaligned expectations in some relationships between DFAT Posts and the Support Unit (country case study Fiji, Kiribati) despite closely aligned overall commitment to women's empowerment and gender equality. Some lack of clarity in the evolving division of responsibility for funded projects between the Support Unit and Posts – and between the Support Unit and the *Pacific Women* management team– which has not been clearly or consistently articulated, creates a situation in which expectations are not always being met, or where stakeholders perceive that responsibilities are not being appropriately allocated and managed. This includes, for example, that the Support Unit is currently accountable to DFAT (Canberra) for collating and analysing project reporting but does not generally have a direct relationship with projects. This has been an issue for the Support Unit when reporting has not included quality information, meaning the Support Unit needs to go back to the GFP, who then goes back to the partner, which delays reporting and seems time and resource inefficient.
- A more strategic role for the Support Unit could include formulating and promoting the regional dimension of the programme and translating this into practical activities, such as joining up the bilateral and regional programme stakeholders in-country. The Support Unit has the unique potential to combine DFAT commitment to gender equality concerns with the drive to generate and support Pacific-based leadership and momentum on women's empowerment.

5.2.3 Joining up the programme

- PNG provides an example of where explicit efforts have been made to bring different programme actors together in learning, planning and advisory functions and where this has been widely appreciated by partners. There is ample testimony suggesting that bringing actors connected to the programme together does have a value-added effect, at the very least in

generating a sense of collective goals and collective achievements, and beyond this, in generating learning, exchange, and the cross fertilisation of good practice in specialist areas. In addition, bringing stakeholders together can have operational benefits, making actors more aware of each other's work, avoiding duplication and creating additional synergies and harmonised ways of working.

- There is scope and demand for further activities to these ends, which can also contribute to promoting the programme's identity. These include bringing together: Gender Advisors; partners working in outcome areas of WEE and WLDM; 'specialist' partners with those who are developing new working areas; and bringing more country level stakeholders to the GFP learning events. In-country links (information flows) between regionally funded partners and bilaterally funded partners should be established as a matter of urgency in all countries. Innovations using mechanisms which do not incur substantial travel costs should be explored.

Key finding: Some enduring lack of clarity on some roles is hampering the programme from fully taking off. At the same time, there is evidence that bringing actors – especially partners – connected to the programme together does have a value-added effect, by generating a sense of collective goals and collective achievements, and by generating learning, exchange and the cross-fertilisation of good practice in specialist areas

Recommendations: Further efforts to bring together programme stakeholders would help join up the programme. These could include bringing together: Gender Advisors; partners working in outcome areas of WEE and WLDM; 'specialist' partners with those who are developing new working areas; and country level stakeholders with GFPs at learning events. Innovations for bringing people together using mechanisms which do not incur substantial travel costs should be explored.

Bringing stakeholders together can also be an opportunity to define roles; articulating the vision for key roles and generating understanding and agreement for them among staff at Post and among partners is a key 'next step' for the programme.

5.3. Capacity

Capacity is usually referred across the programme as meaning 'technical capacity to produce operationally efficient and effective approaches to a problem'. However, capacity and understanding – of the problem and issues – are linked in important ways because it is the understanding of issues that 'directs' capacity and gives it its strategic drive. Without the understanding which can inspire capacity into the services of gender equality objectives, capacity serves a superficial purpose. 'Capacity' and 'understanding' are also already connected by the programme in some ways: capacity-support exercises such as the GFP annual meeting and mentoring activities in EVAW combine technical with conceptual learning. They are therefore considered here as linked concepts.

- Good groundwork has been achieved across the programme in generating technical capacity and in laying the foundations for generating more capacity, with initiatives taken by the Support Unit to enhance project M&E systems and provide technical assistance; and through GA inputs into Ministries and at DFAT Post. These initiatives are in general highly regarded and appreciated (Fiji, Kiribati, PNG, Samoa). While there are still unmet needs in capacity – including perhaps for M&E strengthening in government programmes in particular – the indications are that systems are in place for these needs to gradually be addressed, providing that countries can secure bilateral funds to source the assistance.

- However, there are knowledge gaps undermining further work in some cases, most often articulated as a lack of confidence in operationalising appropriate approaches for less understood intended outcomes – for instance, on how to engage with WEE. In general, how to gain traction on the other outcomes (aside from EVAW) is a concern evident to some degree in all the case studies except Fiji, where work in WLDM is relatively strong but WEE may also require some strategic directing. As the programme matures and re-balances its focus on the outcome areas, more capacity support will be needed to develop and monitor projects in the relatively less experienced outcome areas of WEE and WLDM.
- In some cases, the terminology of capacity is being used in a very broad sense, when more precision would be helpful. For example, in M&E exercises, , ‘capacity’ needs may be seen as including M&E alignment issues which are more about responsiveness and accountability than about technical M&E capacity needs. Clearly separating M&E support exercises into the different types of capacity they may be addressing would contribute to building mutually supportive relationships.
- In addition, a lack of confidence in working in the ‘lesser understood’ outcomes is often interpreted as a need for technical assistance – i.e. as a question of capacity – where in fact both ‘understanding’ and ‘strategy/commitment’ are the primary gaps. In these cases, technical expertise is unlikely to properly fill the gap.
- The question of capacity is also closely linked to the question of local leadership and ownership, as it is most often lack of capacity that is the reason for funding through ‘sandwich’ arrangements and for employing external expertise in technical exercises. More could be done to ensure all capacity support is firmly focused on transferring skills into organisations, not simply in substituting tasks to consultants. All programme level TA exercises should also have an element of capacity transfer built into design as a non-negotiable component.
- For those local organisations reached by the programme via relationships with INGOs, UN organisations or other larger organisations, projects should include capacity needs identification and responses and a clear strategy for assessing progress towards criteria for becoming potentially eligible for funding independently of the larger partner. For others not yet reached by the programme, separate ‘pre-project’ capacity building exercises could be arranged.

Key finding: Capacity strengthening is connected to the question of local leadership and ownership of the programme, as limited capacity is one reason for less funding routing directly to Pacific organisations and for drawing on external expertise.

Recommendation: Capacity support should be focused on transferring skills into organisations, not simply in substituting tasks to consultants. All programme level TA exercises should also have an element of capacity transfer built into design as a non-negotiable component.

Projects managed by INGOs and UN organisations – the ‘big’ partners – should include sub-partner capacity needs identification and responses and a clear strategy for monitoring and assessing progress towards criteria for becoming – where possible and relevant - eligible for funding independently of the larger partner.

5.4. Understanding

- Excellent initiatives have also been taken in some locations – mainly but not limited to PNG – to generate project-specific knowledge, appropriately grounding projects in understanding of the particular manifestations of gender inequality in local contexts. In some cases, such as in UNICEF’s Positive Parenting project and University of Canberra’s Family Farms project, this understanding is clearly steering projects and therefore enhancing their likelihood of generating progress. These include research initiatives to properly locate projects in their cultural context as well as action research projects which aim to generate development knowledge at the same time as working towards development targets.
- Understanding has also been progressed via peer exchange processes among partners, such as in the PNG annual learning event. These were particularly noted as potentially helpful for developing work combining outcomes or working in new outcomes, because other partners often offer expertise in their specialist working areas. Although the methodology for the Vanuatu country reflection workshop was assessed as needing further development, participants nevertheless felt they had gained insights from looking across the programme in-country.
- Strategically, supporting the understanding of GFPs is a key mechanism for improving the coordination of gender initiatives at Post as well as for supporting the process by which bilateral funds are secured for the programme at Post. In recognition of this, GFP annual meetings have already been successfully run as learning and support exercises – and GFPs in Samoa, Kiribati confirm the value of these meetings. It is possible that the process could include a deeper analysis of gender inequality and the underlying basis for the ToC. Stakeholders have also suggested casting the net more widely for this event: including government counterparts and other project stakeholders who liaise most closely with Post – this could provide the opportunity for the building of relationships as well as capacity.
- At the project level, considerable emphasis is placed by several projects on enhancing capacity and understanding through training. For example, training exercises to bring the attention of public servants and other stakeholders to the resources available for preventing and responding to VAW (such as police units, legal provisions, operating procedures, health facilities) proliferate across the different projects (such as in PNG and Kiribati). These range from training on human rights, to legal changes and their implications, to parenting styles and business planning. Usually, these are partly technical exercises and partly aimed at changing attitudes and behaviours among local populations. Some training initiatives show indications of success, such as inspired community members who are: changing their customary behaviour patterns and attitudes; changing divisions of labour; changing their parenting roles; changing their responses to local cases of violence against women (VAW); and also strategizing for more widespread change locally. However, evidence at this stage is piecemeal and largely anecdotal; many training initiatives are not fully tracked, making it difficult to assess the effectiveness of the training approach.
- Although this study did not investigate types of training offered in any detail, in general, methodologies used in trainings vary and are usually thought to have different types of effectiveness in social norm and behaviour change. What is repeated in testimony throughout

the studies is that generating widespread understanding and consensus at community level of the manifestations of and reasons for gender inequality continues to be a challenge – among women as well as among men – as it requires the gradual and systematic challenging of well-established and closely held social norms. Change in areas of deeply rooted relationships – such as gender relations and those between adults and children – is often slow and painstaking work that requires time, tenacity, commitment and skill. Projects are exploring various methods for undertaking this work, from SASA! approaches to community-level violence prevention, to carefully constructed community-level training under Positive Parenting, family focused approaches that include working with men, faith-based approaches in Fiji, Kiribati, Samoa and PNG, and a multi-method approach to achieving attitude changes in favour of women’s leadership under the IPPWS project in Samoa.

Key finding: Although there is a lot of emphasis in the programme on training at different levels, evidence on what kind of trainings work for what objective is piecemeal as many training initiatives are not fully tracked. At the same time, it is recognised that gaining understanding and consensus at community level of the manifestations of and reasons for gender inequality is a challenge – among women as well as among men – as it requires the gradual and systematic challenging of well-established and closely held social norms.

Recommendation: Consider developing more systematic systems for distinguishing the different methodologies used in training and to promote the personalised and experiential methods generally used by behaviour and social norms change advocates – including by leading figures working with men for gender equality. The results of projects’ work with women and men on inward reflection and analysis of their social positions should be tracked. This could create important knowledge for the programme and strengthen behaviour change efforts.

6. Assessing Value for Money (VfM)

The evaluation used the rubric proposed by the *Pacific Women* team for assessing VfM. The rubric is based on qualitative assessment of the evidence available, and uses a set of evaluation questions to generate the evidence that are then used to assign scores. There are three ‘standards’ that are scored – low, adequate and high. In undertaking the assessments, we have assigned an assessment score of A, B and C respectively to high, adequate and low standards. This way, we have been able to assign individual scores for each of the evaluation questions and then pooled the scores against the major domains of economy, relevance, effectiveness, efficiency and equity.

The assessment was based on information from the following sources:

- Literature review of the programme design and strategy documents
- KII with implementing partners, including an assessment of the partner financial systems
- KII with selected stakeholders in case study countries
- KII with the *Pacific Women* support unit
- Secondary review of project data in case study countries

Using qualitative judgements based on the ‘standards’, the data collected from these sources were then organised according to the 10 questions in the rubric. It should be noted that because the assessment was a programme-wide one, information on certain aspects was not as robust as on

others; for example, given the nature of how grants were awarded, it was not possible to dwell on ‘competition’ in this assessment. Competitive calls for proposals or open tender processes have not usually been part of the selection of projects, although there was a call for proposals in Fiji for the Country Plan. The assessment was also formative in nature in line with the overarching objectives of the evaluation. As the programme makes progress in the next phases therefore, it would be necessary to tie the assessments to specific results. In addition, positive progression in the standards is expected as the programme makes adjustments based on the results of this analysis. The rubric can be used to undertake assessment at different levels; we have used it here to undertake a programme-wide assessment. An assessment can be done at the country level, and at individual project level. Further detail on the rationale of scoring by evaluation domain is given in Annex 3.

Table 5: VfM assessment

4 E's	VfM Principles and Standards		High Level (A)	Adequate (B)	Poor (C)
			Very strong performance without gaps or weaknesses	Acceptable performance with no significant gaps or weaknesses	Performance is unacceptably weak with significant gaps
Efficiency and Relevance	Appropriate selection of strategies, activities and outputs to be delivered	Evidence-based decision making Score = A-	Evidence from literature review suggest that alignment of <i>Pacific Women</i> strategy with Pacific context of policy and practice is very adequate – this alignment is nearly always given priority as shown in 20 of the 29 documents reviewed. In the country plan documents, there is good mention of the fact that interventions/actions are based on evidence (11 very strong, 8 adequate, 1 poor, and the other 9 not really relevant). In the interviews with stakeholders in the field, there was good mention of the fact that <i>Pacific Women</i> works through the country plans in each country, and supports countries to implement activities that seek to address barriers for women accessing political participation, economic participation, access to services.		
		Proportionality Score = C+	In terms of the balance of investments, there is a recognition that each country needs to identify the focus appropriate to its laws, policies and contexts. In most countries there is a greater emphasis and investment on EAW than on WEE and WLDM and mixed levels of investment in the EA outcome area. The distribution of investment across the outcome areas shows that 47% is EAW; 23% is WEE; 14% is EA; while WLDM is 8%. The level of investment is seen as a mirror of country priorities given high levels of VAW in most contexts. However, countries now need to move on to focus fully on other outcome areas in the next phase. There is thus an acceptable degree of proportionality in the balance of investments across the portfolio of projects at this point, but this should be improved as a next step.		
Effectiveness, Impact and Sustainability	Effectiveness in how well outputs are converted to outcomes and impacts	Results focus Score = B-	From literature, plan documents showed that generally, there are links between the analysis of key results areas to be achieved, and the activity clusters. However, activities themselves are not always explicitly itemised. At individual project level, there is evidence and analysis present throughout their plans, and each project summary includes broad overviews of strategies/ToCs. Context/background provides evidence to support achievement of intended outcomes. In practice, <i>Pacific Women</i> uses evidence-based approach and has ‘rolled out’ the Monitoring, Evaluation and Learning (MEL) framework, although this does not yet include all projects.		
		Performance and risk management	A review of the country plans show that most have a detailed risk matrix developed, which identifies the challenges and mitigation strategies. In a few of the plans such as Tonga, some of the activity clusters have been phased in order to better understand and overcome challenges. In practice, the programme is piloting reflection workshops; one was done		

		<p>Score = B</p> <p>in Vanuatu in 2015 and the major learning from that process is that the approach needs improving. Nonetheless, a part of the process was the development of a capacity development plan to see what partners needed in terms of M&E. The implementation of this plan has informed training of partners in M&E.</p>
		<p>Experimentation and innovation</p> <p>Score = B-</p> <p>Innovation does not appear to have been a major focus for the Programme to date, perhaps because the focus was, at the outset, more on establishing ‘old’ relationships within <i>Pacific Women</i>. In practice, some innovative approaches have been included in the portfolio. These include the work with churches where the feminist theological approach is an innovation, and initial work on SASA!, which is new in the Pacific context. It is a framework of using power analysis as a pathway for addressing VAWG, and not the ‘classical’ gender analysis approach. It explores alternative ways of framing community discussions so that people can relate to the concept of power imbalances and negative impacts in household and community.</p>
Economy	Efficiency in managing costs	<p>Cost consciousness</p> <p>Score = A</p> <p>The procurement guidelines from DFAT are applied to the programme. Thus, there are due diligence checks across the programme and project partners have to meet these criteria. Related to this is the fact that there are clear milestones which projects report against. In practice, there have often been implementation delays caused by funds getting delayed, or approval taking a long time to come, caused in part by the need for the Support Unit to obtain more details and clarifications from partners before approvals, which often takes time.</p>
		<p>Encouraging competition</p> <p>Score = C+</p> <p>Competitive calls for proposals or open tender processes have not necessarily been part of the selection and, in some cases, would be superfluous because of the limited number of eligible organisations. However, there was a call for proposals in Fiji for the Country Plan, and a panel was constituted to select projects. Posts are nevertheless entitled to make strategic choices on the basis of experience and relationships about the most efficient vehicles with which to carry through on programme objectives.</p>
Ethics	Ethical and Equitable practices	<p>Transparency Accountability</p> <p>Score = C+</p> <p>There are adequate accountability mechanisms across the programme, deriving from the funding and other partnership arrangements. In practice, however, some of the partnership arrangements such as the ‘one UN’ system has meant that UN agencies in PNG are less accountable to the programme especially in terms of reporting. At another level, some of the programme’s ‘identity’ seem to be obscured in situations where bigger implementing partners, such as UN organisations and some INGOs recognise their relationship with DFAT but not with <i>Pacific Women</i>.</p>
		<p>Country Ownership</p> <p>Score = B</p> <p>There are adequate mechanisms in the programme that promote ownership. Evidence from the literature review shows that the country plan development processes took on board the cultural contexts. There were country level consultations as part of the development of the plans and this is seen as a proxy for ownership. However, country level ownership is said to be mixed partly in relation to how this process was conducted. In practice, and where the programme works mainly or substantially through the government – such as in Samoa and Kiribati – country ownership in terms of government engagement is seen to be good, although this could be at risk when resourcing does not smoothly follow. During the data collection processes, however, many respondents emphasise ownership of the programme by DFAT. While clearly ownership of the gender equality agenda at DFAT Post is an enormous and essential asset to the programme, there is a balance to be sought between this type of ownership and country ownership, and in particular, ownership (and leadership) by women from the Pacific.</p>

		Equity Score = C+	<p>From the literature review, explicitly including the vulnerable/disadvantaged is inconsistent (10 high, 12 adequate and 3 low). Similarly, inclusion of disability is sometimes evident, but very inconsistent (7 low; 9 not clear). In practice, there seem to be some good progress reported in Fiji and Samoa in integrating disability concerns in government departments. However, the connections of these moves with the <i>Pacific Women</i> programme are indirect. As part of the online survey of partners, only 19% of the respondents (6 projects) said they target people with disabilities. Although some progress seems to have been made in including Lesbian, Gay, Bisexual and Transsexual (LGBT) issues in the programme, these are probably still very tentative because so far, this is happening through DIVA, an LGBT rights organisation that is a member of the We Rise Coalition.</p> <p>Regarding reaching the poor, socially excluded and remote populations, there is again an inconsistent picture. Only 23% of survey respondents (7 projects) said they specifically target poor and/or socially excluded women.</p>
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6.1. Steps for developing *Pacific Women's* VfM rubric and process

Measuring the “standards” as stipulated in the rubric is prone to being subjective; there are no clear-cut demarcations between the standards. The judgements on what is “weak” or “acceptable” or “very strong” requires a better demarcation of the standards. To do strong VfM analysis, the definition of these standards need to be tightened: this is the reason that the evaluation team assigned scores of A, B and C to these measures.

The following is recommended as a strategy for tightening the definition of the standards; which includes a suggested traffic light signposting or Red, Amber and Green. So, for example, “very strong” standard should be assigned a green, and “acceptable”, an amber, while “weak” is assigned a red. This way, it should then be possible to measure trends over time. In other words, following a progression of how the programme improving against each of the standards.

Table 6 – VfM standards matrix for the programme level

4 E's	VfM Principles and Standards		High Level (A)	Adequate (B)	Poor (C)
			Very strong performance without gaps or weaknesses	Acceptable performance with no significant gaps or weaknesses	Performance is unacceptably weak with significant gaps
Efficiency and Relevance	Appropriate selection of strategies, activities and outputs to be delivered	Evidence-based decision making	The extent to which interventions are based on evidence; that is, contextual analysis drives/feed into interventions and strategies		
			More than 75% of the countries demonstrate that contextual analysis feeds into interventions and strategies	Between 50 – 75%	Less than 50%
	Proportionality		The extent of adherence to the country plans for delivering interventions		
			More than 75% of the countries adhere to the	Between 50 – 75%	Less than 50%

			country plan for delivering interventions		
Effectiveness, Impact and Sustainability	Effectiveness in how well outputs are converted to outcomes and impacts	Results focus	The extent to which there is a result focus, and outputs are delivering the intended outcomes		
			More than 75% of the countries are delivering interventions in accordance with the country plan, and achieving the intended outcomes	More than 75% of the countries are delivering interventions in accordance with the country plan, but not achieving the intended outcomes	More than 75% of the countries are not delivering interventions in accordance with the country plan
		Performance and risk management	The extent to which there are performance and risk management processes in place		
			More than 75% of the countries have comprehensive performance and risk management processes in places, with evidence of their use.	Between 50 – 75% of the countries have comprehensive performance and risk management processes in places, with evidence of their use.	Less than 50% of the countries have comprehensive performance and risk management processes in places, with evidence of their use.
		Experimentation and innovation	The extent to which there is experimentation and innovation		
			More than 75% of the countries can demonstrate at least one innovation	Between 50 – 75% of the countries can demonstrate at least one innovation	Less than 50% of the countries can demonstrate at least one innovation
Economy	Efficiency in managing costs	Cost consciousness	The extent to which cost consciousness principles are embedded in all aspects of programme management		
			More than 75% of the countries have cost consciousness principles embedded in all aspects of programme management	Between 50 – 75% of the countries have cost consciousness principles embedded in all aspects of programme management	Less than 50% of the countries have cost consciousness principles embedded in all aspects of programme management
		Encouraging competition	The extent to which competition is practiced in procurement		
			More than 75% of the countries show evidence that competition is practiced in procurement	Between 50 – 75% of the countries show evidence that competition is practiced in procurement	Less than 50% of the countries show evidence that competition is practiced in procurement

Ethics	Ethical and Equitable practices	Transparency Accountability	The extent to which accountability mechanisms (e.g., adherence to country plans, reporting to <i>Pacific Women</i>) are in place		
			More than 75% of the countries meet these criteria	Between 50 – 75% of the countries meet these criteria	Less than 50% of the countries meet these criteria
		Country Ownership	The extent to which there is country ownership and relevance		
			More than 75% of the countries demonstrate cultural and beneficiary relevance of their programmes	Between 50 – 75% of the countries demonstrate cultural and beneficiary relevance of their programmes	Less than 50% of the countries demonstrate cultural and beneficiary relevance of their programmes
		Equity	The extent to which marginalized groups (poor, socially excluded, persons with disabilities) are reached by programme interventions		
			Majority of the countries (75%) can show evidence that they reach at least 2 of the groups	Majority of the countries (75%) can show evidence that they reach at least 1 of the groups	Majority of the countries (75%) cannot show evidence that they reach any of the groups

The matrix above is based on programme-level measures; a similar format can be used to measure the number of projects within a country that meet the minimum criteria set for the Red, Amber and Green (RAG) ratings.

A second type of VfM analysis would be one that ties the VfM assessment to the results framework, and establishes a second typology of indicators that seek to measure VfM. This approach could be used to complement the *Pacific Women* rubric above, in that the typology of indicators will include the following:

- *Monetary indicators* – which report the monetary value of a point on a programme’s results chain (e.g. an output or an outcome) – in relation to the associated cost
- *Quantitative indicators* – which report how much (in numbers) a programme has achieved in relation to the associated cost
- *Qualitative indicators* – which report the kind of change a programme has achieved (in descriptive terms – e.g. an improvement in quality), in relation to the associated cost

The table below takes an aspect of the *Pacific Women* results framework as an example, illustrating a potential VfM analysis based on the themes of capacity, resources, relationships and understanding.

Table 7: Potential VfM analysis using the results framework

	Capacity	Resources	Relationships	Understanding
WLDM	<ul style="list-style-type: none"> • Women in these positions have the skills to fulfil roles and represent women’s interests 	<ul style="list-style-type: none"> • More women enter elected appointed and administration positions • More women are visible and 	<ul style="list-style-type: none"> • Advocacy for legal reform and policy change for women’s equality and empowerment is underway 	<ul style="list-style-type: none"> • Gender issues are debated in public fora

		influence decision making processes (community and local)		
Qualitative indicators	<ul style="list-style-type: none"> Women in position better understand and demonstrate ability to represent women interests 	<ul style="list-style-type: none"> Improvements in women’s influence in decision making processes 	<ul style="list-style-type: none"> Increased advocacy for legal and policy reform for women equality and empowerment 	<ul style="list-style-type: none"> Improved understanding of gender issues Improved quality of debates focusing on gender issues.
Quantitative indicators	<ul style="list-style-type: none"> % increase in the number of women in leadership positions 	<ul style="list-style-type: none"> % increase in the number of women in elective or appointive positions 	<ul style="list-style-type: none"> Number of policy and legal reforms undertaken in favour of women equality and empowerment 	<ul style="list-style-type: none"> Number of debates focussing on gender issues
Monetary indicators	<ul style="list-style-type: none"> Increased budgetary allocations by governments to women issues 	<ul style="list-style-type: none"> Increased budgetary allocations by governments to women issues 	<ul style="list-style-type: none"> Quantum of resources provided by country governments in favour of women equality and empowerment 	<ul style="list-style-type: none"> Increased budgetary allocations by governments to women issues

These qualitative, quantitative and monetary indicators can then be tracked over time. The common denominator would be the associated (programme) costs of undertaking the activities that deliver these results. So, for example, what is the cost for delivering any of the indicator typologies? Do these differ by country? Are these costs reducing over time? The programme costs against which activities are set should include direct costs, facilitation costs and overhead costs, as illustrated in Table 8 below.

Table 8: Components of programme financial costs

Programme cost component	Cost examples
Direct costs	<ul style="list-style-type: none"> Value of contracts/grants Costs of purchases of equipment for specific interventions (such as training materials etc.) Costs of STTA hired for specific interventions Costs of contracting service providers to support the intervention partner
Facilitation costs	<ul style="list-style-type: none"> Costs of Implementation Managers (e.g., Gender Advisers and other, working on interventions) Costs of travelling to field sites and conducting work in the field for interventions, including vehicle hire, accommodation DSA)
Indirect costs	<ul style="list-style-type: none"> General costs including: office costs, staff not tied to interventions (including operations and management etc.)

Key finding: The current VfM rubric does not demarcate clearly between the standards of strong, acceptable and weak – this amplifies the subjectivity of the assessment. In addition, the proposed VfM assessment process does not yet include any assessment in relation to results.

Recommendation: Assign scores to the standards and define more precisely the requirements that need to be met before allocating a score, as suggested by the adapted matrix.

Consider using a second type of analysis to track changes in quantitative, qualitative and monetary indicators in specific results areas, set against programme costs.

7. Conclusions on the Theory of Change

7.1. Observations on the causal process

Following this evaluation it is possible to comment with some confidence on the causal processes suggested by the ToC on the EAW outcome, but less so for the WEE and WLDM outcomes given the relatively few projects in those outcome areas that were visited by the team (3 in Fiji, 1 in PNG for WEE, 1 in Fiji and 1 in Samoa for WLDM). These smaller numbers reflect the overall numbers of projects in each outcome, as well as – to some extent – limited options in the country visit locations selected.

These observations are qualified to some degree, however, by the absence of any substantial beneficiary perspective in two of the case study countries. Qualitative evidence that the inputs are indeed resulting in changes in people's lives at community level is a necessary part of the evidence picture to be confident in the causal processes implied by the ToC.

For EAW, in some specific locations, several short-term outcomes listed in the Programme Logic are being met (MEF, p. 23), that is:

- Referral pathways and coordinated quality services developed
- Coalitions effectively advocate for solutions to reduce violence
- Prevention activities under way
- Increasing reporting of violence
- Legislative reforms that protect women's human rights enacted
- Evidence and understanding of causes of violence and drivers of change available.

In those locations – such as in Mt Hagen in PNG, in Fiji and in Kiribati to some extent – there is reason to be fairly confident that with the addition of 'effective prevention strategies supported' listed in the *intermediate* outcomes, they will lead to the expected long-term outcomes of reduced violence, expanded access to support services and expanded access to justice.

The challenge will be in reproducing this suite of outcomes at scale so that they become normalised across the region: for this, programme leverage and government buy-in will both be essential.

For the WEE outcome, the projects observed do not yet add up to a coordinated and comprehensive strategy addressing all the interim outcomes, although there were some very good examples of interesting work with important localised results. Expected outcomes included:

- Increased capacity of women to access income generating, business and employment opportunities
- Public and private sectors promote gender equality through policies and practices
- Increased safety and working conditions for women
- Increasing numbers of women employed and generating income
- Women have greater access to information as to how to manage their income and assets.

The causal logic implied here will need to be re-visited in the next stage of programme review.

For WLDM, anticipated short-term outcomes were as follows:

- More women enter elected, appointed and administrative positions
- Women in elected, appointed and administrative positions have the skills to fulfil roles and represent women's interests
- More women are visible and influence decision-making processes at community and local levels

- Advocacy for legal reform and policy change for women’s equality and empowerment is under way
- Gender issues are debated in public forums

Despite good foundational work, projects visited did not yet produce most of the outcomes except at local and community levels (such as in market associations), and greater presence in (informal) Samoa local governance. However, advocacy is becoming established and greater debate in public forums was evident, and was identified by stakeholders in Fiji. Persistence in locations where foundations for greater women’s political leadership have been laid (e.g. Samoa) have good potential to produce these outcomes eventually.

7.2. Observations on the construction of assumptions in the ToC

This study also throws some light on the overall construction of the ToC and the assumptions embedded in it.

It might be expected that the assumptions as stated in the ToC would have some consistency with the challenges for projects and the overall programme identified by this study. However, a brief observation of the challenges named in the case studies and from programme level data shows that although a few challenges are reflected in assumptions, this is more commonly not the case.

Identified challenges (discussed in Section 4.4 and in case studies) include the following:

- The need to work on all outcome areas at the same time and in the same location, which is difficult to achieve, and in general achieving coverage and momentum, which is linked to programme identity.
- The intransigence of deep-rooted social norms, such that change takes considerable time and persistence, and perhaps even specialist methodologies. Working with male advocates has been positive in projects but is constantly acknowledged in all case studies as taking time (reflected to some degree in assumptions 4, 8 and 15).
- Women’s own tacit acceptance or normalisation of inequality.
- The uncertainty of government buy-in and capacity and human resource constraints in governments (reflected to some degree in assumption 25).
- Successful coordination among all the necessary actors, even at local levels.
- Ensuring that diversity across the region does not jeopardise building a regional programme with common objectives.
- Partners may not be sufficiently motivated to reach out to the most excluded and disadvantaged women.
- Programme actors are not always able to engage governments at sufficiently high levels.
- Civil society is not always strong or active enough to be able to critique governments.
- It has been difficult to draw local leadership into a programme which is identified as an Australian programme and accountable to Australian government expectations (and therefore an Australian public).
- The programme’s profile may have crowded out the space and may not have been able to build common purpose or mutual support with other donors in gender equality.

By contrast, the assumptions as expressed in the Programme Theory of the MEF are more about ‘risk’ to the programme’s implementation – i.e. question whether the programme will be able to become operational. Examples of such assumptions are ‘Family and sexual violence can be changed through a range of mechanisms’ or ‘Decision makers have the will and incentives to represent the interests of women’. In other words, several of the assumptions express risks to the programme, rather than potential blockages to the **causal process**.

Re-formulating assumptions in the light of identified challenges at this point could guide the next phase of the programme. New assumptions might include, for example:

- Approaches to training and awareness-raising operating in the programme are adequate to meet the challenge of social norm change and working with men, and addressing women's own normalisation of inequality.
- Regional diversity can be adequately handled so that it does not jeopardise building a regional programme.

Key finding: Assumptions as formulated in the ToC do not give much guidance to the challenges that are being encountered in the programme.

Recommendation: These assumptions should be reviewed so that programme activities can be better targeted to address them through methodology or approach. Regular review of these assumptions, including with stakeholder groups, would strengthen the basis for future programme responses.

7.3. Observations on the 4th Outcome – Enhancing Agency

The fourth outcome is currently referred to as the 'Enhancing Agency' outcome, although in the original ToC it is expressed as '*Strengthening the enabling environment and social action to support women's agency*'. In this formulation, it refers to coalitions and advocacy groups as the actors influencing and demanding gender-responsive policy, legislation and services. It is clear from this that this outcome was originally envisaged as addressing the 'formal' and 'systemic' quadrant of Rao and Kelleher's model – i.e. those features of public spaces and public life that enable women to act as empowered beings – which provides the conceptual basis for the ToC.

In the original formulation, agency is referred to in the model as being a *result* of work across all four outcomes – in other words that work in the four outcomes will contribute to causing women to gain 'a stronger sense of agency'.

Currently, however, the Enhancing Agency outcome includes 'activities which contribute to: 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; and improved gender outcomes in education and health.' (p. 100, Progress Report).

In practical terms, the category includes support to coalitions, gender advisors, consultants' activities for TA and feasibility studies; research projects; and campaign activities such as One Billion Rising. These are thus understood as the projects which will cause gains to women's agency.

This collection of projects seems to currently **cover too wide a variety of activities to function as a coherent intended outcome**. While an iterative approach to classification of projects was practical at the early stages of the programme in which direction and priorities were not fully clear, it is important at this mid-stage of the programme to have a clear sense of where projects 'fit' in the theory of change because this is related to *why they are considered necessary* to contribute to the change anticipated in the strategy – in other words, a lack of clarity implies a lack of clarity about what activities are expected to contribute to what kind of change.

When 'agency' is understood to refer to *the personal power to act in one's own interest* it is clear that there is a connection to the projects currently grouped under the outcome, because these (mostly)

set out to address blockages to the expressing of agency by individual women. But these are then *not* aiming to producing the agency itself, rather to enable agency to be expressed.

A productive way forward may be to:

- Return to the formulation in the original ToC – that is, to the labelling of the 4th Outcome as ‘Strengthening the Enabling Environment’ (the environment in which women’s agency is expressed) – operationalised through projects developing advocacy, strengthening women’s machineries for enhanced policy and legal process; TA and other kinds of organisational strengthening for creating an environment favourable to the advancement of gender equality; and working with men as enablers of women’s agency.
- Reclassify research, evidence building and learning activities as a cross-cutting theme which supports all four outcomes (as in the original ToC formulation).
- Add ‘enhancing agency’ as a cross-cutting theme which requires attention through all community-level activities in all projects in the outcome areas of EAW, WEE and WLD, drawing attention to the social norms which normalise inequality for women and demanding methodologies (probably collective or group based) to support personal change and social analysis.¹⁴⁸

Key finding: While there is work taking place to ‘enhance agency’ it is not clearly articulated in the programme and as such it is challenging to measure. Enhancing agency is considered here as ‘personal reflection leading to empowerment to act in the interests of gender equality’ but it is not clearly defined in the current ToC or M&E framework.

Recommendation: Consider a process to update / revisit the Theory of Change, in particular re-framing the 4th outcome area in terms of creating an enabling environment. In addition, consider regular review – involving stakeholders – of the assumptions in the ToC so that programme activities can be better targeted to address these through methodology or approach.

Consider the issue of enhancing agency as a cross-cutting theme, rather than an outcome, which should thus be supported through activities in each outcome area. This implies bringing the issue of social norm change among women to the forefront of the programme, and assessing methods currently used in the programme to explore promising methodologies.

¹⁴⁸ In the 1970s and 80s this was known as ‘conscientisation’ / consciousness raising.

Annex 1: List of people consulted

1. Canberra and the Support Unit; Advisory Board; Other Posts; GAs

	Name	Position	Organisation
1.	Rob Christie	Assistant Secretary, Pacific Aid and Effectiveness Branch	DFAT (Canberra)
2.	Tracey Newbury	Director, Gender Equality and Disability Inclusiveness Section	DFAT (Canberra)
3.	Gaye Moore	Assistant Director, Gender Equality and Disability Inclusiveness Section	DFAT (Canberra)
4.	Tess Connolly	Gender Equality and Disability Inclusiveness Section	DFAT (Canberra)
5.	Corinne Tarnawsky	Gender Equality and Disability Inclusiveness Section	DFAT (Canberra)
6.	Helen McDermott	Gender Equality Branch	DFAT (Canberra)
7.	Felicity Errington	Gender Equality Branch	DFAT (Canberra)
8.	Angela Lenn	Gender Equality Branch	DFAT (Canberra)
9.	Sean Singh	Gender Equality Branch	DFAT (Canberra)
10.	Kirsten Bishop	Governance Section, Pacific Aid and Effectiveness Branch	DFAT (Canberra)
11.	Peter Versegi	Office of Development Effectiveness	DFAT (Canberra)
12.	Karen Ovington	Office of Development Effectiveness	DFAT (Canberra)
13.	Tracey McMartin	Office of Development Effectiveness	DFAT (Canberra)
14.	Lyn Henderson	Pacific Aid and Effectiveness Branch	DFAT (Canberra)
15.	Frank Thompson	Pacific Aid and Effectiveness Branch	DFAT (Canberra)
16.	Caroline Scott	Pacific Aid and Effectiveness Branch	DFAT (Canberra)
17.	Andrew Gavin	PNG Branch	DFAT (Canberra)
18.	Rhona Mcphee	Pacific Aid and Effectiveness Branch	DFAT (Canberra)
19.	Dr Richard Eves	State, Society & Governance in Melanesia Program	Australian National University
20.	Sam Zappia	Manager Country Programs	CARE Australia
21.	Cathy Boyle	Coordinator Pacific/Timor-Leste	CARE Australia
22.	Natasha Stott Despoja (Observer)	Global Ambassador for Women and Girls	Government of Australia
23.	Lesieli Taviri	Chairperson	PNG Business Coalition for Women; General Manager of Origin Energy

24.	Hon Fiame Naomi Mata'afa	Deputy Prime Minister and Minister for Natural Resources and the Environment	Government of Samoa
25.	Andie Fong Toy	Deputy Secretary General	Forum Secretariat's Economic Governance and Security programme
26.	Reverend Sereima Lomaloma	Ministry Officer	Anglican Diocese of Polynesia & Chairperson of House of Sarah, Fiji
27.	Savina Nongebatu	Immediate past female Co-Chairperson of the Pacific Disability Forum	Solomon Islands
28.	Yoshiko Capelle	Marshall Islands Representative	Pacific Women's Leadership Alliance
29.	Maere Tekanene	Former Minister of Education	Government of Kiribati
30.	Suzanne Bent	First Secretary, Gender Equality	DFAT Regional
31.	Nilesh Gounder	Programme Manager,	DFAT Regional
32.	Linda Peterson	Team Leader, Support Unit	Cardno Emerging Markets
33.	Emily Miller	Senior Programme Manager, Support Unit	Cardno Emerging Markets
34.	Sarah Boxall	Deputy Team Leader, Support Unit	Cardno Emerging Markets
35.	Richelle Tickle	PNG Country Manager, Support Unit	Cardno Emerging Markets
36.	Brenda Andrias	Monitoring, Evaluation and Learning Officer, Support Unit	Cardno Emerging Markets
37.	Mercy Masta	Program Manager	Cardno Emerging Markets
38.	Nea Harrison	M&E STA Advisor, PNG	Consultant
39.	Carol Nelson	Gender Advisor, Tonga	Consultant
40.	Colleen Peacock-Taylor	Gender Adviser, Samoa	Consultant
41.	Glenn Davies	Gender Advisor, Fiji	Consultant
42.	Maire Dwyer	Gender Advisor, North Pacific	Pacific Community (SPC)
43.	Sarah Widmer	SPC Gender Mainstreaming Evaluation Team Leader	Consultant
44.	Natalie Moxham	Pacific Women Parliamentary Partnerships (PWPP) Program Evaluation Team Leader	Consultant
45.	Patricia Fred	Gender Focal Point (GFP)	DFAT, Vanuatu
46.	Telusa Fotu	GFP	DFAT, Tonga
47.	Ednah Ramoau	GFP	DFAT, Solomon Islands
48.	Seema Naidu	Gender Officer	Pacific Islands Forum Secretariat (PIFS)
49.	Joanne Kunatuba	Gender Officer	SPC
50.	Brigitte Leduc	Gender Adviser	SPC
51.	Georgina Cope	Team Leader, Pacific Leadership Programme (PLP)	Cardno Emerging Markets
52.	Milika Sobey	Executive Committee Member	Women in Fisheries Network, Fiji
53.	Ofa Guttenbeil Likiliki	Executive Director	Tonga Women and Children's Crisis Centre

2. Fiji

	Place	Name	Position	Organisation
1	Australian High Commission	Christina Munzer	Counsellor Fiji and Tuvalu	DFAT
2		Leaine Robinson	Senior Program Manager Gender Equality and Inclusive Growth and Fiji GFP	DFAT
3		Joanne Choe	Ex Counsellor Fiji and Tuvalu, currently Counsellor Humanitarian Response and Recovery	DFAT
4	Markets for Change	Aleta Miller	Country Representative	UN Women
5		Sandra Bernklau	Consultant acting as Regional Manager, Markets 4 Change	UN Women
6		Anna Parini	Fiji Project Manager, Markets 4 Change	UN Women
7		Fiona Morris	Vanuatu Project Manager	UN Women
8		Kristy Nowland	Solomon Islands Project Manager	UN Women
9		Vilisi Veibataki	Fiji Project Coordinator	UN Women
10		Preeya Leli	Regional Programme Specialist – WEE & M4C	UN Women
11		Krishan Kumar	Secretary general	Suva Market association
12		Alumita Vuirogorogo	Vendor	Suva Market association
13		Ulina Namasia	Vendor	Suva Market association
14		Laisa Taveta	Vendor	Suva Market association
15		Adi Bale	Vendor	Suva Market association
16		Shlona Verma	Vendor	Suva Market association
17		Akosa Levoguetu	Vendor	Suva Market association
18		Emele Dituegu	Vendor	Suva Market association
19		Mevesianer Keto	Vendor	Suva Market association
20	Fiji Women's Crisis Centre (FWCC)	Shamima Ali	Coordinator	FWCC
21		Shirleen Aziza Ali	Program Manager	FWCC
22		Mashnil Shinoy	Research Officer	FWCC
23		Farzana Rahim	Trainer	FWCC
24		Nalu Ram		FWCC
25		Wilma Eileen	Finance Officer and Regional Training Program Coordinator	FWCC
26		Mamta Chand	Young Women's Officer	Fiji Women's Rights Movement (FWRM)
27		Rosie Catherine	Coordinator	Emerging Leaders Forum Alumni (ELFA)
28		Lillian Delana	GIRLS Officer	FWRM
29		Losana Tuivaviravi	Fiji Women's Forum Coordinator	FWRM

	Place	Name	Position	Organisation	
30		Maryann Lockington	Member	ELFA	
31		Maraia Tabunakawai	Team Leader, Young Women's Program	FWRM	
32		Adi Finau Tabakaucooro	President	Soqosoqo Vakamarama (SSVM)	
33		Meghan Cooper	Program Manager, We Rise	International Women's Development Agency	
34	Spa Beauty Academy	Debra Sadranu	Managing Director Principal	SPA ACADEMY	
35		Anjaleen Kumar	Head Trainer	SPA ACADEMY	
36		Sonam Narayan	Graduated student	SPA ACADEMY	
37		Nanise Tuicakan	Graduated student	SPA ACADEMY	
38		Moses Reuben	Graduated student	SPA ACADEMY	
39		Agnes Petueli	Student	SPA ACADEMY	
40		Sisilia Natoba	Student	SPA ACADEMY	
41		Sharon Swastika	Student	SPA ACADEMY	
42		Nilam Prasad	Student	SPA ACADEMY	
43			Mother of a student	SPA ACADEMY	
44			Spouse of a student	SPA ACADEMY	
45			Spouse of a student	SPA ACADEMY	
46		Fiji Muslim Women's League (FMWL)	Nisar Ali	Vice-President Fiji Muslim League and Makoi Women Vocational Training Centre (MWVTC) Board Member	MWVTC
47			Shahana Didar	MWVTC Board Member	MWVTC
48	Gazala Akbar		MWVTC Board Member	MWVTC	
49	Nazia Hussain		Former student	MWVTC	
50	Makerina Wati		Former student	MWVTC	
51	Shania Ali		Former student	MWVTC	
52	Esther Toma		Former student	MWVTC	
53	Akanisi Marama		Former student	MWVTC	
54	Luisa Bainitabua		Present student	MWVTC	
55	Josivini Atonio		Present student	MWVTC	
56	Afira Koya		Present student	MWVTC	
57	Mohini Lata		Present student	MWVTC	
58	Uma Lata		Present student	MWVTC	

3. PNG

	Place / Focus	Name	Position	Organisation	
1.	DFAT	Susan Ferguson	Gender and Sports Counsellor	DFAT PNG	
2.		Winifred Oraka	Gender Focal Point	DFAT PNG	
3.	Stakeholders	Ume Wainetti	National Coordinator	Family and Sexual Violence Action Committee	
4.		Rebecca Robinson	Organisational Strengthening Adviser	Family and Sexual Violence Action Committee National Secretariat	
5.		Marcia Kalinoe	Deputy Coordinator	Family and Sexual Violence Action Committee	
6.		Daisy Plana	CEO	Femili PNG	
7.		Gayle Tatsi	Executive Director, Office for the Development of Women	Government of PNG	
8.		Brad Coley	Economic Officer	Embassy of the USA	
9.		Agatha Pio	Gender Assistant	Embassy of the USA	
10.		Mona Endehipa	Centre Coordinator	Women's Resource Business Centre	
11.		Edwina Kotoisuva	Deputy Team Leader, FSV	Justice Services and Stability for Development Program	
12.		Kirsten Newton	FSV Adviser	Justice Services and Stability for Development Program	
13.		Tau Geno-Hoire	Gender Equity and Social Inclusion Adviser	PNG Governance Facility	
14.		Josephine Smare	Project Officer	Oil Search Foundation	
15.		Shannon McVey	Communications and Marketing Director	Population Services International, PNG	
16.		Aydelfe Salvadora	Programme Manager	ChildFund PNG	
17.		Lavui Bala	Programme Assistant, Business Coalition for Women	International Finance Corporation, PNG	
18.		Julie Bukikun	Assistant Resident Representative	UNDP	
19.		University of Canberra	Barbara Pamphilon	Project Lead	University of Canberra
20.			Jane Curnow	Research Lead, ACIAR	ACIAR
21.	Freda Wantum		Highlands Hub Team Leader, Family Teams	Baptist Union	
22.	Lily BeSoer		Director	Voice for Change	
23.	Kiungui BeSoer		Project Support Officer	Voice for Change	
24.	Gideon Bare		Project Support Officer	Voice for Change	
25.	FHI-360	Daniel Tesfaye	Country Director	FHI-360	
26.		Nancy Aboga	Programme Officer – Gender and Health. KLOM	FHI-360	
27.		Roselyn Nopa	Gender Officer	FHI-360	

	Place / Focus	Name	Position	Organisation	
28.		Miriam Dogimab	Project Director, Associate Director and Gender Advisor	FHI-360	
29.		Petrina Lee	Project Manager, KLOM – Mt Hagen & West Sepik	FHI-360	
30.		Felix Umba	Programme Officer, KLOM	FHI-360	
31.		Edith Namba	Registered Nurse, Well Women Clinic	Western Highlands Provincial Hospital	
32.		Remi Gius	Criminal Investigation Division Sexual Offences Squad	Mt Hagen Police	
33.		Betty Ohuno	Family and Sexual Violence Unit	Mt Hagen Police	
34.		Belinda Shibet	Family and Sexual Violence Unit	Mt Hagen Police	
35.		Gabriel Mapa		Komuko 1 Association	
36.		Christine Goimba	Provincial Guidance Officer	Student Welfare, Dept. of Education	
37.		Andrew Pep	Head teacher and school counsellor	Mt Hagen	
38.		Joanne Pekiwape	Primary school teacher / Counsellor	Mt Hagen	
39.		Joseph Riap	Court Clerk	Mt Hagen District Court	
40.		UNICEF	Gary Robinson	Director, Centre for Child Development and Education	Menzies School of Health Research
41.			Josephine Mills	Child Protection Officer for Positive Parenting	UNICEF
42.	Maggie Turwai			Catholic Family Life	
43.	Andrew Wau			Catholic Family Life	
44.	Regina Wau			Catholic Family Life	
45.	Paul Peturs		Child Protection Officer	UNICEF	
46.	Pneul Koi		Beneficiary	Sensitization training	
47.	Agnes Koi		Beneficiary	Sensitization training	
48.	Wendy Charlie		Beneficiary	Sensitization training	
49.	Charlie Atip		Beneficiary	Sensitization training	
50.	Jima Community (Family Teams project beneficiaries)	Michael Kumie	Village Leader	Voice for Change	
51.		Paul Kupin	Community Member	Voice for Change	
52.		Palme Jim	Community Member	Voice for Change	
53.		Kople Waim	Community Member	Voice for Change	
54.		Paul Waria	Community Member	Voice for Change	
55.		Beni Seple	Community Member	Voice for Change	
56.		Anton Mokim	Community Member	Voice for Change	
57.		Mek Yua	Community Member	Voice for Change	
58.		Gai Kopri	Community Member	Voice for Change	
59.		Chris Mokim	Community Member	Voice for Change	
60.		Mekil Mokim	Community Member	Voice for Change	
61.		Kolna Tuman	Community Member	Voice for Change	

	Place / Focus	Name	Position	Organisation
62.		Peter Kurnga	Community Member	Voice for Change
63.		Gandish Justin	Village Leader	Voice for Change
64.		Mariruze Paul	Community Member	Voice for Change
65.		Julie Woi	Community Member	Voice for Change
66.		Michael Kumie	Community Member	Voice for Change
67.		Ata Woi	Community Member	Voice for Change
68.		Gai Kopne	Community Member	Voice for Change
69.		Lusi Gai	Community Member	Voice for Change
70.		Regina Kumie	Community Member	Voice for Change
71.		Maria Alkan	Community Member	Voice for Change
72.		Chris Ai	Community Member	Voice for Change
73.		Kiak Philip	Community Member	Voice for Change
74.		Moni Wari	Community Member	Voice for Change
75.		Wabre Jerry	Community Member	Voice for Change
76.		Dau Michael	Community Member	Voice for Change
77.		Nombre Joas	Community Member	Voice for Change
78.		Meg Matona	Community Member	Voice for Change
79.		Ana Wi	Community Member	Voice for Change
80.	KOTNA Community (KLOM project beneficiary)	Cathy Samuel	Community Mobiliser	KLOM beneficiary
81.		Nancy Kons	Action Group member	KLOM beneficiary
82.		Wilson Onga	Community Mobiliser	KLOM beneficiary
83.		Tom Pokop	Village Court Magistrate & Action Group member	KLOM beneficiary
84.		Panol Nui	Action Group member	KLOM beneficiary
85.		John Riu	Deputy Head Teacher, Kotna Primary school and school counsellor	KLOM beneficiary
86.		Samuel Yap	Action Group member	KLOM beneficiary
87.		Saimon Pok	Action Group member	KLOM beneficiary
88.		Yapson Dei	Ward Councillor & Board Chairman of Kotna Primary School & Kotna Elementary School	KLOM beneficiary

4. Kiribati

	Place / Focus	Name	Position	Organisation
1.	Uniting World	Bairenga Kirabuke	Chair, Women's Fellowship, RAK (Women Uniting Together)	Uniting World Focal Point, Kiribati
2.		Teanene Been	Lecturer	Tangintebu Theological College
3.		Taateti Taum'a	Lecturer	Tangintebu Theological College

	Place / Focus	Name	Position	Organisation
4.		Terauango Beneteri	VCL Coordinator (youth)	Uniting World Church, Kiribati
5.		Cliff Bird	Uniting World	Fiji
6.	UNICEF	Tinia Rakenang	Consultant, Child Protection	UNICEF Kiribati
7.		Riwata Obetaia	Country Coordinator	UNICEF Kiribati
8.	KFHA	Norma Yeeting	Executive Director	Kiribati Family Health Association (KFHA)
9.		Taboneao Bataroma	Community Facilitator	KFHA
10.		Tiero Areieta	GBV Coordinator & Lab Tech	KFHA
11.	Attorney General's Office	Tewia Tawiita	Assistant Senior State Attorney	Office of the Attorney General
12.		Waimauri Navaia	State Attorney	Office of the Attorney General
13.	Ministry of Women, Youth and Social Affairs (MWYSA)	Maerere Eria	Deputy Coordinator, ESGBV	(MWYSA)
14.		Bairee Beniamina	Women's Economic Empowerment Officer	MWYSA
15.		Save Redfern	Human Rights Officer - Reporting	MWYSA
16.		Teamita Tabohai	Administrative, Finance and Communication officer, ESGBV project	MWYSA
17.		Barry Nawere	Local IT, Data Analyst and Trainer	MWYSA
18.		Tarateima Tewelra	Youth Officer, Youth Division	MWYSA
19.		Tekimau Kanoua	Outer Island Liaison Officer, WDD	MWYSA
20.		Karawa Areieta	Media and Public Relations Officer	MWYSA
21.		Bureaa Amon	Social Welfare	MWYSA
22.		DFAT	Kakiateiti Erikate	Senior Programme Manager
23.	Erimeta Barako		Assistant Programme Manager + Gender Focal Point	DFAT Kiribati
24.	Bruce Cowled		High Commissioner	DFAT Kiribati
25.	Jason Court		Deputy High Commissioner and First Secretary	DFAT Kiribati
26.	RRRT Suva	Nichol Cave	Team Leader – Human Rights Training	Regional Rights Resource Team (RRRT), SPC
27.		Romulo Nayacalevu	Senior Human Rights Adviser & Kiribati Focal Point	RRRT

5. Samoa

	Place / Focus	Name	Position	Organisation	
1.	DFAT	Rosemary Mckay	Deputy High Commissioner,	DFAT Samoa	
2.		Ronicera Fuimaono	Gender Focal Point,	DFAT Samoa	
3.	SWSD	Mema Motusaga	Programme Manager, Samoan Women Shaping Development (SWSD)	Ministry of Women, Community and Social Development (MWCSD)	
4.		Naea Beth Onesemo	Chief Executive Officer	MWCSD	
5.		Louisa Apelu	Assistant Chief Executive Officer, Division of Women	MWCSD	
6.		Alanna Mapu	Programme and Training Officer, Social Development Division	MWCSD	
7.		Natasha Darryl	Programme and Training Officer, Social Development Division, MWCSD	MWCSD	
8.		Pamela Petanasua	General Secretary	National Council of Women (NCW)	
9.		Roina Vavatau	President	Samoa Umbrella for Non- Governmental Organisations (Support UnitNGO)	
10.		Rosa Maulolo	Office Manager	Support UnitNGO	
11.		IPPWS	Lizbeth Cullity	Resident Coordinator, UN & Resident Representative	UNDP
12.			Georgina Bonin	IPPWS Programme Officer	
13.	Suisala Mele Maualaivao		Country Programme Coordinator, UN Women	UNDP	
14.	Lemalu Nele			Samoa Ala Mai	
15.	Aukusitino Senio		Case Manager, Samoa Alcohol and Drugs Court	Ministry of Justice	
16.	SWSD beneficiary	Susitina Lene	Govt Women's Rep & President of Women's Committee	Leauva'a village	
17.	UNICEF Child Protection	Tupe Esera-Aumua	Child Protection Officer	UNICEF	
18.		Florita Tupai	Principal Legal Project Coordinator	Samoa Law Reform Commission (SLRC)	
19.		Sam Fruean	Financial Controller	Samoa Victim Support Group (SVSG)	
20.		Pepe Tevaga	Communication & Network Officer	SVSG	
21.		Nathan Chong-Nee	Principal Child Protection Officer	MWCSD	
22.		Notunuu Teofilo Mikeale	Principal Probation and Parole Officer	Ministry of Justice	
23.		Ponifasio Vasa	Deputy Registrar, Births, Deaths & Marriages Registration Division	Samoa Bureau of Statistics (SBS)	
24.		External stakeholders	Peter Timson	Mission Commander	Samoa-Australia Police Partnership

	Place / Focus	Name	Position	Organisation
25.		Rowena Penfold	Technical Advisor, Domestic Violence Unit	Samoa-Australia Police Partnership

Annex 2: List of literature reviewed

COUNTRY PLANS

1. Cook Islands Country Plan 2013-2015
2. Fiji Country Plan 2016
3. Tuvalu Country Plan
4. Micronesia Country Plan
5. Nauru Final Country Plan
6. Palau Country Plan
7. Papua New Guinea Country Plan
8. Republic of the Marshall Islands Country Plan
9. Solomon Islands Country Plan
10. Tonga Country Plan
11. Summary of Samoa Country Plan (February 2015)
Attachment D Amended ToRs for SCGD
Attachment E MEL Framework
Attachment F Risk Matrix
Attachment G Definitions of terms
Samoa Gender Programme Design Revised February
12. Kiribati Country Plan
13. Vanuatu Country Plan

COUNTRY PLAN REVIEWS

14. Aide Memoire, Vanuatu Country Plan
15. Annex to Tonga Country Plan

COUNTRY-SPECIFIC LITERATURE

FIJI

16. Fiji Monitoring and Evaluation Framework

PNG

17. Papua New Guinea Performance Report 2012-2015
18. Papua New Guinea Second Country Plan Monitoring and Evaluation Framework
19. Papua New Guinea Pacific Women Performance Report, May 2016

OTHER EVALUATIONS / REVIEWS

20. Draft Plan for the Coffee Industry Support Project Evaluation
21. Regional Rights Resource Team Review Report
22. UN Women EAW Pacific Fund Mid-Term Review
23. Concept Note on the Process for Developing Thematic Roadmaps
24. Terms of Reference: Mapping of VAW Counselling in the Pacific

PROGRAMME PROGRESS AND DESIGN DOCUMENTS

25. *Pacific Women* Support Unit Six Monthly Program Progress Report September 2015 to February 2016
26. Six Monthly Programme Progress Report March-August 2015
27. Pacific Gender Equality Strategy
28. *Pacific Women* First Progress Report 2012-2015
29. Delivery Strategy - *Pacific Women* 2012
30. Pacific Women Shaping Pacific Development Design Document
31. PWSPD Port Moresby Workshops May 2013
32. Pacific Women Shaping Pacific Development Monitoring and Evaluation Framework, December 2015
33. Scan of *Pacific Women* activities
34. *Pacific Women* Six Monthly Progress Report
35. *Pacific Women* Annual Progress Report 2015-16

LEARNING DOCUMENTS:

36. Pacific Women Shaping Pacific Development, Learning Exchange Report 3

37. Vanuatu methodology
38. Vanuatu reflection workshop report
39. SASA! Training Report (Draft)
40. Pacific Women PNG M&E Workshop Report May 2016

OTHER DOCS

41. DFAT Gender Equality Policy
42. Pacific Leaders Gender Equality Declaration (PLGED) Trend Assessment Report 2012-2016
43. Gender Research in the Pacific 1994-2014
44. SSGM, Do No Harm Second Annual Progress Report to DFAT, August 2016
45. Pacific Gender Research Workshop, Final Report
46. *Pacific Women* Research Strategy, Update
47. *Pacific Women* Communications Strategy DFAT Approved
48. *Pacific Women* Advisory Board Terms of Reference

Annex 3: Overall scoring and rationale of the VfM assessment

Scoring and Rationale

Efficiency and Relevance	Appropriate selection of strategies, activities and outputs to be delivered
<p>Score and Rationale: B+ (between Adequate and Very High Level Standards, in place)</p> <p>Evidence from literature review suggests that alignment of <i>Pacific Women</i> strategy with Pacific context of policy and practice is very adequate – this alignment is nearly always given priority as shown in 20 of the 29 documents reviewed. In the country plan documents, there is good mention of the fact that interventions/actions are based on evidence (11 very strong, 8 adequate, 1 poor, and the other 9 not really relevant). In the interviews with stakeholders in the field, there was good mention of the fact that <i>Pacific Women</i> works through the country plans in each country, and supports countries to implement activities that seek to address barriers for women accessing political participation, economic participation, access to services. There is a high level of intention to base activity design in local evidence, and to use approaches that can be flexibly embedded into local cultural and socio-economic contexts. Where evidence is perceived to be inadequate, effort has been made to initiate both general academic research relevant to the programme objective (such as research into the relationship between women’s economic empowerment and violence against women in Solomon Islands and PNG) and scoping research embedded in and supporting specific projects (such as the Menzies research for the <i>Positive Parenting</i> project in PNG). Feasibility studies are also widely used tools in preparation for project design; strategic plans and implementation plans are further preparation processes which suggest building an evidence base for projects.</p> <p>In terms of the balance of investments, there is a recognition that each country needs to identify the focus appropriate to its laws, policies and contexts. In this regard, therefore, activities are not of the same balance across the four outcome areas; there is a greater emphasis and investment on EAW than on WEE and WLDM and mixed levels of investment in the EA outcome area. The distribution of investment across the outcome areas shows that 47% is EAW; 23% is WEE; 14% is EA; while WLDM is 8%. The level of investment is seen as a mirror of country priorities given high levels of VAW in most contexts. However, countries now need to move on to focus fully on other outcome areas in the next phase. There is thus an acceptable degree of proportionality in the balance of investments across the portfolio of projects at this point, but this should be improved as a next step. The assessment looked further at the how strategies and activities are related to the theory of change, relating what happens on the ground. There is broad agreement across the stakeholders interviewed that the outcome areas are the right ones. Some stakeholders opined that local ownership of gender issues – that is, local organisations driving the change, as well as working with men and boys – are ‘missing’ from the theory of change, and that in practice a lot of initiatives target women only. Other stakeholders were of the opinion that the enhancing agency needs more ‘unpacking’ because how it is articulated in the theory of change (coalitions for change and building national capacity to enact policies to support WE) is not necessarily what is happening in practice.</p>	

Effectiveness, Impact and Sustainability	Effectiveness in how well outputs are converted to outcomes and impacts
<p>Score and Rationale: B- (Close to Adequate Standards, in place)</p> <p>A review of literature, especially of plans, showed that generally there are links between the analysis of key results areas to be achieved and the activity clusters. However, activities themselves are not always explicitly itemised. At individual project level, there is evidence and analysis present throughout their plans, and each project summary includes broad overviews of strategies/ToCs. Context/background provides evidence to support achievement of intended outcomes. Where the literature reviewed was a report, the key achievements reported are mostly based on planned activities, with supporting evidence. There is also strong evidence in the literature review that many aspects of the programme <i>intend</i> to prioritise learning systems.</p> <p>In practice, <i>Pacific Women</i> uses an evidence-based approach and has ‘rolled out’ the Monitoring, Evaluation and Learning (MEL) framework. The intention is to enhance and generate evidence which will help to inform policy and practice, through systematic data collection, consultation and communication. However, the level</p>	

of implementation of the MEL framework has varied across the programme and it does not yet include all projects. In addition, because of the way some of the partner systems are structured, accountability systems for projects do not necessarily include accountability to the programme. For example, the ‘one UN’ approach operating in PNG means that UN implementing partners there are ‘less accountable’ to the programme in terms of reporting. This has meant that in many cases the programme struggles to receive consistent project monitoring information. A review of the country plans shows that most have a detailed risk matrix developed, which identifies the challenges and mitigation strategies. In a few of the plans such as Tonga, some of the activity clusters have been phased in order to better understand and overcome challenges. In practice, the programme is piloting reflection workshops; one was done in Vanuatu in 2015 and the major learning from that process is that the approach needs improving. Nonetheless, a part of the process was the development of a capacity development plan to see what partners needed in terms of M&E. The implementation of this plan has informed training of partners in M&E.

Innovation does not appear to have been an important focus for the Programme to date, perhaps due to the focus being, at the outset, more on establishing ‘old’ relationships within *Pacific Women*. In other words, the programme was perhaps seeking out strategic strength in tested partnerships and approaches, rather than novelty, perhaps. Evidence from the literature reviews shows that innovation was not clearly stipulated in two-thirds of the documents reviewed. For those where there was mention, it was mostly about intentions to try out innovative approaches.

In practice, some innovative approaches have been included in the portfolio. These include the work with churches where the feminist theological approach is an innovation, and initial work on SASA!, which is new in the Pacific context. It is a framework of using power analysis as a pathway for addressing VAWG, and not the ‘classical’ gender analysis approach. It explores alternative ways of framing community discussions so that people can relate to the concept of power imbalances and negative impacts in household and community.

Economy and Efficiency	Efficiency in managing costs
<p>Score and Rationale: B (Adequate Standards in place)</p> <p>The procurement guidelines from DFAT are applied to the programme. Thus, there are due diligence checks across the programme and project partners have to meet these criteria. Related to this is the fact that there are clear milestones which projects report against. In practice, there have often been implementation delays caused by funds getting delayed, or approval taking a long time to come, caused in part by the need for the Support Unit to obtain more details and clarifications from partners before approvals, which often takes time.</p> <p>Competitive calls for proposals or open tender processes have not necessarily been part of the selection and, in some cases, would be superfluous because of the limited number of eligible organisations. However, there was a call for proposals in Fiji for the Country Plan, and a panel was constituted to select projects. Posts are nevertheless entitled to make strategic choices on the basis of experience and relationships about the most efficient vehicles with which to carry through on programme objectives.</p> <p>There is a perception among some respondents that most funding is directed at international NGOs, Australian research organisations and UN organisations, while it would be better to weight this instead towards more local organisations. Indeed, the information on the distribution of programme funds shows that to date 32% of expenditure has gone through UN organisations and 21% through INGOs, while academic institutions have only 2% of funds to date. It should be noted that there was a general feeling that some of the funding relationships (especially with the UN organisations) built on existing relations that pre-dated <i>Pacific Women</i>.</p>	

Equity	Ethical and Equitable practices
<p>Score and Rationale: C+ (Close to Adequate Standards, in place)</p> <p>There are adequate accountability mechanisms across the programme – these mechanisms derive from the funding and other partnership arrangements. In practice, however, some of the partnership arrangements have knock-on effects on accountability relationships. As mentioned earlier, the ‘one UN’ system has meant that UN agencies in PNG are less accountable to the programme especially in terms of reporting. At another level, some of the programme’s ‘identity’ seem to be obscured in situations where bigger implementing</p>	

partners, such as UN organisations and some INGOs recognise their relationship with DFAT but not with *Pacific Women*. In scenarios like this, external stakeholders and beneficiaries very often associate their funding to UN Women or UNICEF, or at most to DFAT. Under the M4C programme, there is no *Pacific Women* logo; rather all the materials used for implementation – T-shirts, umbrellas, aprons, sulu wrap arrounds etc. – carry the UN and DFAT logos. Interactions with the UNICEF child protection programme in Samoa revealed that they had not heard about *Pacific Women*, and have very limited relationship with the DFAT post in Samoa, while UNICEF in Kiribati reports to and feels connected to UNICEF in Suva, not DFAT or *Pacific Women*.

Evidence from the literature review shows that the country plan development processes took on board the cultural contexts. There were country level consultations as part of the development of the plans and this is seen as a proxy for ownership. However, country level ownership is said to be mixed partly in relation to how this process was conducted, but at least in several cases they were useful in identifying country priorities and involved broad and well-appreciated consultative processes. In practice, and where the programme works mainly or substantially through the government – such as in Samoa and Kiribati – country ownership in terms of government engagement is seen to be good, although this could be at risk when resourcing does not smoothly follow. During the data collection processes, however, many respondents emphasise ownership of the programme by DFAT. While clearly ownership of the gender equality agenda at DFAT post is an enormous and essential asset to the programme, there is a balance to be sought between this type of ownership and country ownership, and, in particular, ownership (and leadership) by women from the Pacific.

There are coverage challenges in terms of the degree to which the programme addresses and meets the needs of different types of disadvantaged and vulnerable groups, such as the very poor, rural women, women living in remote areas, and people living with disability. From the literature review, explicitly including the vulnerable/disadvantaged is inconsistent (10 high, 12 adequate and 3 low). Similarly, inclusion of disability is sometimes evident, but very inconsistent (7 low, 9 not clear). In practice, there seem to be some good progress reported in Fiji and Samoa in integrating disability concerns in government departments. However, the connections of these moves with the *Pacific Women* programme are indirect. As part of the online survey of partners, only 19% of the respondents (6 projects) said they target disabled people. Although some progress seems to have been made in including Lesbian, Gay, Bisexual and Transsexual (LGBT) issues in the programme, these are probably still very tentative because so far, this is happening through DIVA, an LGBT rights organisation that is a member of the We Rise Coalition. Regarding reaching the poor, socially excluded and remote populations, there is again an inconsistent picture. Only 23% of survey respondents (7 projects) said they specifically target poor and/or socially excluded women.

Annex 4: Number of survey respondents by country

Project type	Country	Number of responding projects
Bilateral	Fiji	3
	Kiribati	1
	Marshall Islands	2
	PNG	14
	Solomon Islands	2
	Tonga	1
	Vanuatu	2
Regional	Various	6

Note: all other countries - Samoa, Nauru, Palau, Cook Islands, Federated States of Micronesia, Niue, and Tuvalu - were marked as covered by at least one regional project respondent.

Annex 5: Top level analysis from the Progress Report case studies

Overview of emerging themes

1. Introduction: Overview of the *Pacific Women* Evaluation

Pacific Women Shaping Pacific Development (*Pacific Women*) was announced by the Australian Government at the Pacific Island Leaders' Forum meeting in August 2012. It commits up to \$320 million over 10 years in the 14 Pacific Islands Forum members.

Pacific Women aims to improve opportunities for the political, economic and social advancement of Pacific women. The outcomes sought by *Pacific Women* include:

- 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 an 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.

The programme thus aims to be comprehensive and to work in several domains simultaneously to advance gender equality; and with the goal that women in the Pacific (regardless of income, location, disability, age or ethnic group) participate fully, freely and safely in political, economic and social life.

A delivery strategy was developed in 2012–13, and a design document was finalised in July 2013. An important element of *Pacific Women* is the delivery of support through individual country plans for the 14 countries involved in the programme. These plans provide the detail on what will be funded and how these funding decisions are made. Implementation began in some countries in 2013, with several more country plans being finalised and operationalised through 2014 and 2015. Three of the 14 countries (Palau, Niue and Federal States of Micronesia – FSM) are currently supported through regional projects only, with as yet no separate country plan, although these are planned.¹⁴⁹ As of February 2016, there were 126 completed or current projects under the *Pacific Women* umbrella, and AUD 86.16 million had been spent in support of gender equality across the region.¹⁵⁰

The *Pacific Women* 3-Year Evaluation, of which this Progress Report forms a mid-analysis step, aims to take stock of achievements and challenges to date and develop analysis and recommendations to inform the ongoing implementation of the programme. It is essentially a formative process, reviewing process and strategy at a programme level in order to help shape future strategy.

Four objectives for the evaluation are set out in the Terms of Reference (ToR). The first of these reflects the interim 3-year objective of the programme, that:

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

¹⁴⁹ DFAT (2014) 'Pacific Women Shaping Pacific Development: Inception Small Islands States Plan', Government of Australia.

¹⁵⁰ *Pacific Women* (2016), Annual Progress Report 2015–2016, November

The four evaluation objectives are as follows:

1. to assess the extent to which capacity, resources, relationships and understanding for action were established across country and regional activities;
2. to assess the relevance of the programme to Australian Government and partner priorities and to the context and needs of beneficiaries; its effectiveness in contributing to its interim objectives and intended outcomes, and the programme's efficiency;
3. to identify effective strategies, barriers and challenges to progress for the four intended outcomes and
4. to develop recommendations for programme improvement and for future programme development.

1.1. Purpose of the Progress Report

This Progress Report constitutes one stage in a multi-stage evaluation process which includes literature review, data collection, data analysis and presentation of findings. The report was preceded by the data collection phase and country visits in October–November 2016, and will be followed by a Draft Evaluation Report in February 2017, which will be finalised by March 2017.

The purpose of the Progress Report is to articulate the country and regional project case studies which form a key part of the evaluation design, and to identify emerging common themes which may be salient to the programme as a whole. These case studies are intended to describe and present data collected at project level – mainly through country visits – in ways which will inform the subsequent analysis and interpretation of findings at the programme level, to be presented in the (draft) Evaluation Report.

The case studies presented here cover the four countries selected for country visits:

- Fiji
- Papua New Guinea
- Kiribati
- Samoa

In addition, data was collected on a number of regional projects implemented in countries included in the case study selection. The regional projects case study brings these selected regional projects together to form a fifth case study for the evaluation.

The Progress Report will be followed by a further stage of analysis of data collected at and relevant to programme level, which is not used here in the development of the case studies. These include most interviews with the *Pacific Women* Advisory Board, DFAT staff based in Canberra, and other stakeholders engaged with the programme at a regional or synthesis level.

It should be noted that these country studies are not intended to be country-level evaluation reports – they are case studies that detail and order the evidence collected, and articulate some evaluative insights. Thus, while they are oriented towards drawing strategic conclusions, an important function of the studies is a descriptive one: they set out to present a 'picture' of the country-level situation using data that includes a number of different perspectives.

2. Methodology and stage of analysis

The *Evaluation Plan* document set out a theory-based approach to the evaluation in order to add to the knowledge base as the programme moves forward. This would focus on short-term outcomes

given the stage of work, and would establish a formative process. The methodology proposed a two-level strategy, to collect and analyse data both at the broad programme level and using case studies to drill down into the detail and contextualised experiences of the *Pacific Women* projects across the region.

A series of high level Key Informant Interviews (KIIs) were carried out with a focus on the broad perspectives of programme, country and region; and an online survey was conducted across all current and completed projects in order to gain a broad perspective on partner experience.

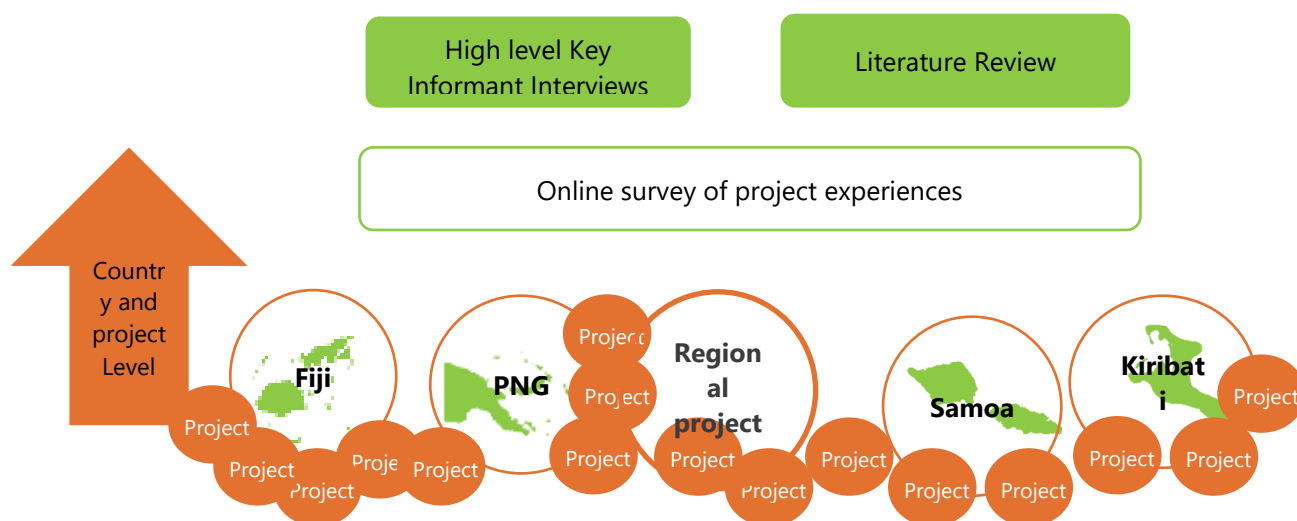
For the more focused case study level, data was collected from a small number of projects in the site visit countries according to a data collection design which aimed to maximise the replicability of the project studies – to make them, as far as possible, of comparable depth and breadth. As detailed in the following studies, this replicability was achieved to different degrees in each location, but sufficiently consistent data was collected at all sites to give a good degree of depth and insight. To produce the case studies presented here, data collected from project visits was then systematically analysed against the four evaluation domains as described in the *Evaluation Plan*. These domains focus the analysis in four areas of Context – Strategy – Process – Outcomes in order to organise data and provide the scaffolding through which the Evaluation Questions will later be addressed.

Within these four evaluation domains, where possible data was also thematically divided into data concerning the building blocks of *Pacific Women's* foundations – identified by the evaluation's ToR as focus areas for evaluation:

- Resources
- Relationships
- Capacity
- Understanding.

The analysis grounding the case studies is therefore concentrated at the 'bottom' levels of the evaluation methodology as depicted in Figure 1, while the 'upper' levels have not yet been systematically analysed. This sequencing of process represents an attempt to work the evidence leading to the observations of this report 'from the bottom up' – that is, accumulating first a sense of the weight of evidence as it is offered through testimonies at project and country level, and letting these (later) 'speak to' evidence accumulated at the programme level. The purpose here is both to ground the more abstracted observations in actual implementation experience; and to create 'evidence pathways' that lead back to project experience rather than only citing a programme-level perspective.

Part 1, Figure 1: Overview of the evaluation methodology



The emerging themes set out here represent issues and topics that resonate across more than one of the case studies, and therefore offer learning that should be relevant across larger parts of the overall programme. While there is good evidence – and levels of triangulation – arising from the case study material supporting these themes, they will – in the next stage of analysis, which looks at the programme-level data – be further tested for triangulation and levels of consensus. In other words, this evaluation process has not yet undertaken the ‘vertical triangulation’ which will place programme level data alongside this case study / project-level data to seek common issues and consensus among stakeholders at different levels. It is likely that some different and additional themes will emerge in that process, drawing further on the case studies as well as on the high-level data. The themes presented here are also preliminary until they are placed alongside the programme-level data for analysis of the extent to which they correspond to evidence at that level.

3. Emerging Themes

Pacific Women offers a remarkable opportunity not only to harness resources to the service of gender equality and women’s empowerment, but also to inspire and galvanise a common purpose and focus for work towards women’s rights as equal citizens in the Pacific. It offers, potentially, the added value of a big programme over a simple ‘funding stream’ which makes less claim to leveraging momentum beyond its grants. In other words, at one level the programme aims to support governments in fulfilling their gender equality commitments as in the 2012 Pacific Leaders’ Gender Equality Declaration. At another level, the aspiration is to achieve value-added by generating momentum and inspiration around action for gender equality across the Pacific. These two are related, in the sense that fulfilling the 2012 gender equality commitments is likely to require the value-added dimensions of momentum and inspiration.

3.1. Resources

A number of issues concerning the spread of resources are consistent across the country studies:

- There is a good deal of consensus that the objectives of *Pacific Women* fit well with country priorities, and the four intended outcomes of *Pacific Women* represent key concerns in all country contexts. There is also agreement that the programme fits well with existing DFAT

supported activities and is often complemented by these activities – such as in the health and education sectors where gender mainstreaming has generally made good progress. Strong efforts have also been made to adapt projects to the specific country context and respond to particular local challenges, such as low levels of literacy in some cases and local governance systems in others.

- In most countries, however, **activities are not well balanced across the four intended outcomes**, with a greater emphasis on ending violence against women (EVAW) than on women’s economic empowerment (WEE) and women’s leadership and decision making (WLDM) and mixed levels of investment in EA. Levels of investment in each intended outcome tend to mirror levels of activity – thus the number of *projects* in EVAW is also greater than in the other themes, in all country studies, with the exception of Fiji. While this may mirror country priorities given high levels of VAW in most contexts, and may also represent the foundational work on which other types of activity can be built, **this imbalance does not do justice to the theory of change** – which posits that activity across all intended outcomes will combine to create a situation in which women in the Pacific (regardless of income, location, disability, age or ethnic group) can progress towards participating fully, freely and safely in political, economic and social life.
- **Countries are also at quite different stages of implementation** of their Country Plans (CPs), with delays in some cases posing a reasonable risk to planned achievements unless flexibility to extend project timelines can be built in.

This situation is connected to issues of geographical coverage and overall finite resources. While AUD 320 million is a considerable sum, when spread across 14 countries and 10 years, it does not by itself represent the full resources required to take all countries very far forward on this pathway to women’s empowerment.

- There is evidence in the case studies of **coverage challenges even within the relatively well-supported EVAW theme, and in targeted locations** – in other words, there are some gaps in services in ‘EVAW active’ areas; and in some countries – most significantly PNG – there are areas of the country that are not covered by the programme at all. This is not surprising, but has some implications:
 - **Strategic selection of locations in which to focus effort will continue to be necessary**, and if coverage of all intended outcomes is a priority, then further focusing may be required.
 - It is important to be realistic, and perhaps humble, about possible progress through this programme. At the same time, making available and visible strong evidence on the course of progress and achievements generated, alongside a very clear understanding of the significance of small steps towards empowerment in the lives of women are vital motivating actions both for donors and for gender equality practitioners and activists.
 - **Leverage of further resources** – both financial and, importantly, human – **is an important dimension** which can contribute to addressing coverage gaps in the long term (beyond the life of the programme).

3.1.1 Relationships

The case studies present mixed evidence on the extent to which the foundational relationships have been built on which to roll out the next 6–7 years of the programme.

- On the one hand, there are good examples of strong partnerships that strategically draw on partner knowledge and experience and facilitate these into effective implementation. There are also examples of a strong role for the programme as a co-ordinating influence – first, across the stakeholders involved in the programme itself, and second to some degree (and as a temporary measure) across broader work in specific gender equality areas in cases in which this is not being achieved effectively.
- For the first of these, there is testimony suggesting that **bringing actors connected to the programme together does have a value-added effect**, at the very least in generating a sense of collective goals and collective achievements, and beyond this, in generating learning, exchange, and the cross fertilisation of good practice in specialist areas. In addition, bringing stakeholders together can have operational benefits, making actors more aware of each other's work, avoiding duplication and creating additional synergies and harmonised ways of working.
- There is also evidence of some **strong relationships emerging between some partners and the Pacific Women Support Unit**, and a clear appreciation of the different kinds of support, especially the technical assistance that the Support Unit has been able to provide to date. In locations where these positive interactions are most evident, there is also more awareness of and identification with *Pacific Women* as a programme – this is likely to be an asset as the programme progresses.
- But not all relationship building has been smooth, and **not all relationships are as yet sufficiently strong or 'positive' to fully unleash the programme's potential**. These include some relationships between implementing partners and *Pacific Women* as a programme; some relationships between DFAT and the Support Unit; and a small number of relationships between DFAT and implementing partners.

At the core of these less certain relationships are three kinds of misunderstanding or continued lack of clarity.

- First, the legacy of **confusion over where the AUD 320 million was coming from** is still evident and colours some *Pacific Women* activity in some countries – including, for example, in Fiji and Kiribati. That country plans would be financed from existing bilateral funds was not clear to many stakeholders at the outset, and while most contexts have found solutions internally, **this issue continues to shape some relationships**.
- Second, the division of responsibility for funded projects between the Support Unit and Posts has not been clearly or consistently articulated, creating a situation in which expectations are not always being met, or where stakeholders perceive that responsibilities are not being appropriately allocated and managed.
- In addition, the role of the regional programme – and how partners might access its funds – is not clearly understood; this issue is perhaps connected to the situation that bilateral and regional funded projects are not always connected to each other in-country. The exception to this would be in Fiji, where the regional and bilateral program work very closely and in some cases, are not distinguished as separate funding modalities by some implementing partners.

The above areas of misunderstanding have taken place in a context where the Australian Government's aid program has been integrated within Australia's Department of Foreign Affairs and Trade. Some 'old' partners now brought under the Pacific Women umbrella are already struggling with the loss of certain perceived qualities of the older modes of operation which they appreciated, such as promoting local ownership and inviting negotiation and mutual 'listening'.

This situation deserves some further focus in order to smooth over remaining hitches to an otherwise very promising configuration of actors. It requires

- **Clearer communication to implementing partners as well as between Posts and the Support Unit and a process of consensus building and agreement** – on the roles and responsibilities of the Support Unit and on responsibilities retained at Post, as well as on what changes to these relationships are anticipated or desired as the programme evolves.
- **Clearer information on the role and funding mechanism of the regional programme** and systematised **action to connect regional and bilateral partners at country level**, so that their respective stakes in the programme can be more widely understood.
- **More open exploration of the spaces for local ownership and leadership** which includes a clear acknowledgment of the limitations on *Pacific Women* given the broader development framework and regional political economy.

The strength of the relationships founding *Pacific Women* is to some degree dependent on *Pacific Women's* identity. For many partners, ***Pacific Women* as a programme does not have a strong identity**; several do not recognise it as an entity at all. This situation works in three ways.

- **Some projects** – such as the UN partnerships – **operate through pre-existing organisational systems** which structure accountability internally such that at country level, identifying with the *Pacific Women* fund source is obscured and not relevant.
- In others, **working through strong organisational partners** (INGOS and UN) **creates a 'sandwich effect' for *Pacific Women***, such that the programme does not have direct access to – or recognition by – implementing partners.
- In a third kind of project situation, *Pacific Women* facilitated **the continuation of earlier work for which a pre-established relationship was in place at DFAT Post**, and the central relationship has been retained at Post – both operationally, and in terms of project identity. In other words, partners of this type generally see the funding relationship as with DFAT, rather than with *Pacific Women* specifically, and may know little or nothing about the programme. Establishing the identity of the programme does not necessarily involve establishing a relationship with the Support Unit, but in cases where this relationship has been forged, acknowledgment of the programme is a great deal more consistent. Retaining the relationship at Post has been effected for different reasons in each country – in Kiribati, reasons include a perceived distance from the Support Unit's Fiji base; in Fiji, they include that the Support Unit is perceived as only now becoming appropriately ready for potentially more direct partner relationships.

These various ways in which the *Pacific Women* identity is obscured has both aspirational and operational negative repercussions.

- Operationally, it has meant that in some cases **the programme struggles to receive consistent project monitoring information** because accountability systems for projects do not include accountability to the programme. This poses a real threat to the possibility of making the M&E framework fully useful to the programme, or of generating shared knowledge on combined progress towards outcomes across the region.
- **Losing this sense of combined progress is an operational loss, but also an aspirational loss:** when projects can be clear about the contribution they make to a bigger picture, this can act as a motivating force and produce a sense of collective action.

- Relationships as currently structured can cause **some learning generated by implementation to be lost to the programme** and – importantly – means that relationships are brokered by middle organisations, making them indirect at best (but often non-existent).
- In terms of aspiration, failing to maximise programme identity is a lost opportunity in terms of motivating actors to work together on a shared platform towards women’s empowerment – hence diminishing the ‘people power’ of the programme – as well as diminishing the ‘finance power’ by missing opportunities for leverage on funding commitments that a headline programme can generate.

These less positive dimensions of the founding relationships across the programme suggest the following responses:

- **Clearer communication to all stakeholders and beyond, promoting the purpose of the programme** in regional terms, including clearer communication of an easily identifiable vision statement and objectives.
- **Stronger and more consistent efforts to promote the programme as a force beyond the sum of its parts** – this includes taking all available opportunities to use branding to enhance programme identity and recognition, at project levels as well as within DFAT. Promoting the brand needs a clear strategy.
- Leveraging funding commitments to **establish minimum levels of accountability to the programme in terms of information flows** from partners and monitoring practices, and establishing these minimum levels of accountability as criteria for project selection.

3.1.2 Capacity and understanding

Capacity is usually used across the programme in the sense of technical capacity to produce operationally efficient and effective approaches to a problem. However, capacity and understanding are linked in important ways because it is understanding that ‘directs’ capacity and gives it its strategic drive. Without the understanding which can inspire capacity into the services of gender equality objectives, capacity serves only a superficial purpose.

- **Good groundwork has been achieved across the programme in generating technical capacity and in laying the foundations for generating more capacity**, with initiatives taken by the Support Unit to enhance project M&E systems and provide technical assistance. These initiatives are in general highly regarded and appreciated. While there are still unmet needs in capacity – including perhaps for M&E strengthening in government programmes in particular – the indications are that systems are in place for these needs to gradually be addressed, providing that countries can secure bilateral funds to source the assistance.
- **Excellent initiatives have also been taken** in some locations – mainly but not limited to PNG - **to generate knowledge**, appropriately grounding projects in understanding of the particular manifestations of gender inequality in local contexts. **In some cases, this understanding is clearly steering projects** and therefore enhancing their likelihood of generating progress. These include research initiatives to properly locate projects in their cultural context as well as action research projects which aim to generate development knowledge at the same time as working towards development targets.

- However, **there are knowledge gaps** undermining further work in some cases, most often articulated as a **lack of confidence in operationalising appropriate approaches for less understood intended outcomes** – for instance, on how to engage with WEE. In general, how to gain traction on the other outcomes (aside from EVAW) is a concern evident to some degree in all the case studies except Fiji, where work in WLDM is relatively strong but WEE may also require some strategic directing.
- It is also notable **that these case studies do not make much reference to the Enhancing Agency outcome area** – again with the exception of Fiji. This perhaps reflects that few of the projects selected for study fell into this category – although some aspects of We Rise (Fiji) and the role of the Gender Advisor (Samoa) both have relevance to this outcome area. But it is likely that it also **reflects a lack of clarity on the role this outcome is supposed to play in the overall strategy represented by the Theory of Change** and therefore how to operationalise the outcome. This would not be entirely surprising since at the moment it is perhaps playing a catch-all role for projects that do not ‘fit’ into the other outcome areas. In some cases, this is a coding issue as there are differences in how terms are understood and therefore categorised. An example of this is PNG, which doesn’t categorise the outcome area ‘Enhancing Agency’ but instead has a category for research and learning.
- **Projects included in the EA outcome currently cover a too wide variety of activities to function as a coherent intended outcome.** Activities include the work of Gender Advisors – which are intended to improve mainstreaming and therefore are perhaps more accurately contributing to improving the enabling environment for gender equality – as well as research work and assessments meant to prepare the direction of future work. Others, such as the We Rise coalition, aim to create the conditions for collective action and for the value-added – in political terms – of building common ground among women across their differences. Campaigning projects and those explicitly addressing social norms and attitudes are also in this group.
- At a different level, **lack of experience in working in the ‘lesser understood’ outcomes are often interpreted as a need for technical assistance** – i.e. as a question of capacity. However, generating strategies to address gender inequality has rarely been achieved through technical expertise alone.

This situation has the following implications:

- A more strategic vision is required addressing approaches expected to contribute to the WEE intended outcome in particular, perhaps through the Roadmap exercise currently being finalised. Further reflection would be helpful on the meaning and purpose of the EA intended outcome. Some revisiting of the causal process expected to produce these outcomes may be necessary. Partners should be given opportunity to understand these new developments.
- Alongside technical assistance, **opportunities to use deeper methodologies to facilitate learning and generate discussion and reflection should be promoted.** Technical expertise is not the only instrument required to address deep-rooted social norms.
- First, more could be done to make knowledge generated by the programme more accessible to decision makers, partners and project designers at country level in a form that allows discussion and ‘active learning’ on issues raised. **PNG’s annual learning forums which bring partners together could be at least one part of this in other countries.**

- In addition, facilitating more **peer-to-peer exchange** across the programme would be beneficial. Facilitating exchange between partners with good experience in one outcome area and partners for whom work on that intended outcome is new could be particularly effective. This should include exploring how to work across more than one intended outcome.
- Most of the studies include evidence that the role of the gender focal point (GFP) at Post is vital, both for advocating for shares of the bilateral fund as well as for maintaining key relationships with partners. Some commentators also note the relative lack of seniority of GFPs in DFAT. While the annual GFP forum is widely appreciated, more could be done to **ensure GFPs are fully supported and equipped with both technical knowledge as well as full understanding of the programme's Theory of Change**, the role and interactions of each outcome area, and the institutional/individual/formal/informal dimensions of change the ToC aims to operationalise.

The question of methodology for raising capacity and understanding is relevant within projects also. The case studies cover numerous examples of project partners using training of various kinds and topics to change attitudes and behaviours among local populations. These range from training on human rights, to legal changes and their implications, to parenting styles and business planning.

- **Some 'training' initiatives show indications of success**, such as inspired community members who are: changing their customary behaviour patterns and attitudes; changing divisions of labour; changing their parenting roles; changing their responses to local cases of VAW; and also strategizing for more widespread change locally. However, **evidence at this stage is piecemeal** and largely anecdotal; many training initiatives are not fully tracked, making it difficult to assess the effectiveness of the training approach.
- What is repeated in testimony throughout the studies is that generating widespread **understanding and consensus at community level of the manifestations of and reasons for gender inequality continues to be a challenge** – among women as well as among men – as it requires the gradual and systematic challenging of well-established and closely held social norms. Change in areas of deeply rooted relationships – such as gender relations and those between adults and children – is often slow and painstaking work that requires time, tenacity, commitment and skill. Projects are exploring various methods for undertaking this work, from SASA! approaches to community-level violence prevention, to carefully constructed community-level training under Positive Parenting, faith-based approaches in Fiji, Kiribati, Samoa and PNG; and a multi-method approach to achieving attitude changes in favour of women's leadership under the IPPWS project in Samoa.
- **There is scope for more systematic learning in the project of which features of community-level training are effective in behaviour and attitude change.** These norms are often differently configured in different locations, and so require high levels of contextual understanding in order to identify the most effective strategies to address them. **More attention could in some cases be given to ensuring that training methodologies** connect and refer to the broader picture and structures of gender inequality at the same time as responding to local context, and **generate spaces and opportunities for internalised understanding and personal change.**

This overview of emerging issues does not exhaust all common points which were evident across the case studies, nor do they address all of the evaluation questions. The intention is rather that they will be carried forward as core elements of the remaining evaluation process, to be further explored in

response to the remaining data. Responses articulated clearly as recommendations will also be developed. The case studies following set out the 'evidence picture' and form the basis on which these emerging issues have been offered

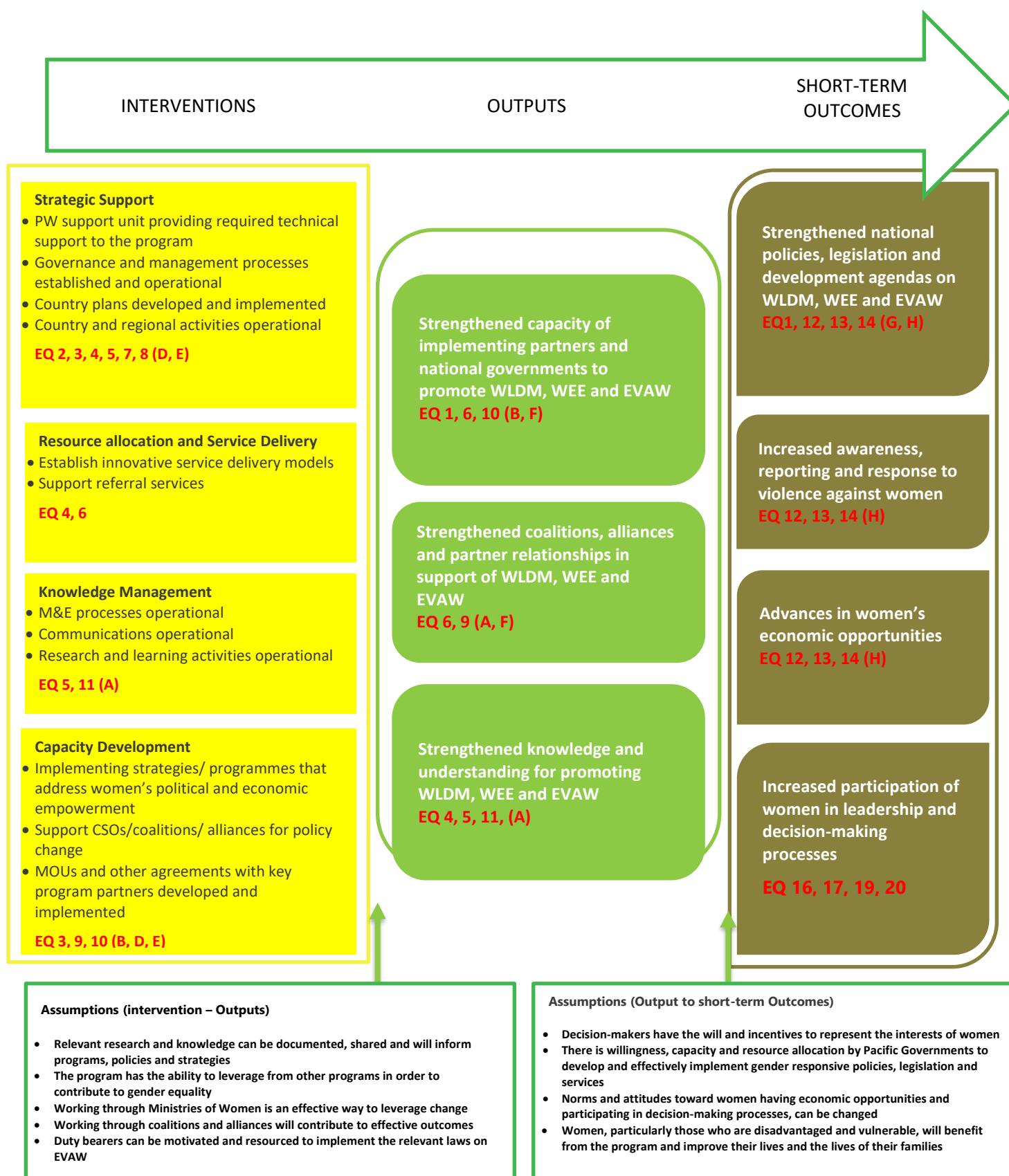
Annex 6: Evaluation questions and matrix as formulated in the Evaluation Plan

Evaluation Domain	Evaluation Questions (EQ)	Sub - Question	Link to the OECD DAC criteria	Sources of information
Context	1. Does <i>Pacific Women</i> have relevance to policy and practice in the Pacific?	A. How does Pacific Women engage with and/or contribute to improved co-ordination of gender equality initiatives?	Relevance Coherence Coverage	<ul style="list-style-type: none"> Literature review Select high-level KIIs (See Matrix Annex 6) Project level KIIs (case studies)
	2. What other initiatives towards gender equality are being undertaken in the region?	B. Is there good coverage and lack of duplication of activities delivered by implementing partners?		
Strategy (resources; relationships)	3. What is <i>Pacific Women's</i> Theory of Change?	C. To what extent do the assumptions in the overall program theory hold?	Relevance Effectiveness Coherence	<ul style="list-style-type: none"> Design and strategy literature Program theory and program logic Select KIIs (See Matrix Annex 6) Online Survey Project level of case studies
	4. To what extent do <i>Pacific Women</i> program design and country and regional plans ensure that the needs of disadvantaged and vulnerable women are identified and met?			
	5. To what extent do <i>Pacific Women</i> program design and country and regional plans support informed ongoing processes of reflection, learning and adaptation?			
	6. To what extent do the partnerships and alliances developed in <i>Pacific Women</i> contribute to improvements in the 4 thematic areas?			

Processes (Relationships; Capacity; Understanding)	7. To what extent is there coherence and alignment of <i>Pacific Women</i> with other DFAT activities	D. What opportunities exist for greater collaboration within DFAT?	Efficiency Coherence Effectiveness	<ul style="list-style-type: none"> • Online survey • KIIs with DFAT staff (See Matrix Annex 6) • KII with Advisory Board • Review of Case Study project documents
	8. Has <i>Pacific Women</i> been efficient, achieving high impact work at the lowest possible cost, in line with DFAT’s ‘4Es’ rubric approach to measuring VfM?	E. Has the governance and management of the program (Advisory Board, PMC and other management bodies) delivered on its TORs?		
	9. What mechanisms are in place to enable linkages between different parts of the programme?	F. In what ways do partners and projects interact to enable “value added” outcomes?		
	10. In what ways has capacity been strengthened and where are the gaps?			
	11. Through what methods has understanding been strengthened and where are the gaps?			
Outcomes	12. To what extent has progress been made, in what areas?	G. To what extent & how have results in the four outcome areas informed changes in policies and programmes at national levels?	Effectiveness	<ul style="list-style-type: none"> • Key informant interviews with selected stakeholders in case study countries • Survey of implementing partners • Case study project data collection • Case study project document review.
	13. To what extent does the program meet the needs of the most vulnerable women in the four intended outcome areas?			
	14. What are the barriers and challenges to progress in the four thematic areas?	H. What are effective strategies to overcome these barriers and challenges?		

Annex 7: Abridged Theory of Change as in the Evaluation Plan

A Focus on Interventions to Short Term Outcomes.



Annex 8: Terms of Reference

Year 3 Evaluation of Pacific Women Shaping Pacific Development

Reports to: M&E Specialist, *Pacific Women* Support Unit

Location: Regional

Duration: Maximum of up to 150 consultancy days between July and December 2016 (Dates to be revised)

ARF Classification: To be nominated for each team member as part of the proposal

1. Background to Pacific Women

Pacific Women Shaping Pacific Development (*Pacific Women*) is a \$320 million, 10-year program (2012–2022) focused on enabling women and men across the 14 Pacific Island Forum countries 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 supports Pacific countries to meet the commitments made in the 2012 Pacific Leaders’ Gender Equality Declaration. The Declaration commits countries to progress gender equality with particular attention to areas of gender-responsive government programs and policies, decision-making, women’s economic empowerment, ending violence against women, and health and education.

In 2012, a Delivery Strategy was developed for *Pacific Women*. The Delivery Strategy established the inter-connected nature of women’s disempowerment in the Pacific and the need for change across several areas including:

- an enhanced knowledge and evidence base to inform policies and practice;
- strengthened women’s groups, male advocates, and coalitions for change;
- positive social change toward 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; and
- improved gender outcomes in education and health.

In 2013 the Delivery Strategy was developed into a program design to guide the implementation of *Pacific Women*. On the basis of consultations and research undertaken, the program goal, interim program objectives, and intended outcomes were developed.

Pacific Women has the following goal:

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

Two interim program objectives were identified for *Pacific Women* to enable assessment of progress:

- 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, joined up services and action, independent of but informed by Pacific Women will be evident in all 14 countries.

The four intended outcomes for *Pacific Women* are:

- 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.

Pacific Women is implemented through work at country and regional levels. Country plans have been developed to represent locally relevant responses and starting points for change in relation to the four intended outcomes. A number of regional and multi-country activities have been, and will continue to be, designed to address common issues across the region or sub-region and to complement and build on country-specific activities.

To support program management, a *Pacific Women* Support Unit has been established. The Support Unit's role is to provide technical, administrative and logistical support to the Department of Foreign Affairs and Trade's (DFAT) bilateral and regional *Pacific Women* programs.

Pacific Women has a strong emphasis on high quality monitoring and evaluation (M&E) and sharing program information, research and learnings relevant to Pacific women's empowerment with all stakeholders. The *Pacific Women* Monitoring and Evaluation Framework (December 2015) has been developed for the program as a whole and provides guidance as to the focus of the external evaluation and the evaluation questions to be used during evaluation processes.

2. Evaluation Objectives

The purpose of the evaluation is to undertake an independent assessment of whether *Pacific Women* has achieved its first interim objective and to establish the extent to which the program is tracking toward achieving its intended outcomes. The evaluation will examine the degree to which the *Pacific Women* program model has contributed to increased capacity and resources, strengthened relationships, and supported action in its key result areas.

The evaluation has four objectives:

- to assess the extent to which capacity, resources, relationships and understanding for action were established across country and regional activities;
- to assess the relevance of the program to Australian Government and partner priorities and to the context and needs of beneficiaries; its effectiveness in contributing to its interim objectives and intended outcomes, and the program's efficiency;
- to identify effective strategies, barriers and challenges to progress in the four intended outcome areas; and
- to develop recommendations for program improvement and for future program development.

The Final Evaluation Report will be used in a number of ways:

- for learning and improvement (by DFAT and implementing partners);
- for accountability (to DFAT, in-country partners, the Pacific Women Advisory Board, communities, etc.); and
- to inform and influence stakeholders (within Australia, the Pacific and in other regions).

3. Management of the Consultancy

The Support Unit will manage the contract for this consultancy and, with support from Cardno Emerging Markets, enter into contractual arrangements with the selected consultants. An Evaluation Reference Group¹⁵¹ will be established, and together with DFAT will provide guidance and comment on all deliverables.

The selected consultants will develop an Evaluation Plan, providing an outline of the evaluation methodology and approach to be used. The consultants will be responsible for the implementation of the evaluation methodology including arranging and co-ordinating all in-country visits and data collection processes. Following the completion of the fieldwork component, the selected consultants will produce a Progress Report (10–15 pages in length) that includes a summary of the key stakeholder interviews, the survey and fieldwork conducted, and a proposed Table of Contents for the Final Evaluation Report. Following DFAT's acceptance of this, the consultants will submit a draft Evaluation Report for review and comment prior to the approval of the final Evaluation Report.

The four main deliverables; the Evaluation Plan, the Progress Report, the Draft Evaluation report and the Final Evaluation report; will be reviewed and approved by DFAT. It is expected that the final Evaluation Report should not exceed 50 pages in length, inclusive of the Executive Summary of 5-6 pages but exclusive of necessary annexes. A specific annex that comments on, and formulates recommendations about the proposed approach to assessing value-for-money, should be included in the final Evaluation Report.¹⁵² The final Evaluation Report should be produced in accordance with DFAT M&E Standards (June 2014).¹⁵³

¹⁵¹ Reference Group members are likely to include representatives from the Pacific Women Support Unit, the Office of Development Effectiveness (ODE) at DFAT, and the Pacific Women Advisory Board.

¹⁵² An approach to, and rubric for assessing value-for-money for Pacific Women has been developed in a draft format and it will be applied, tested and reviewed during the evaluation.

¹⁵³ <https://dfat.gov.au/about-us/publications/Documents/monitoring-evaluation-standards.pdf>

4. Scope of the Evaluation

This is a formative evaluation that is focussed on establishing the extent of progress within the first three years of *Pacific Women's* implementation. The evaluation is intended to be a learning process that takes stock and identifies gaps and areas for program improvement. The evaluation provides an opportunity to gather information about partners' (and where possible beneficiaries') perspectives on *Pacific Women*, including its relevance, effectiveness and efficiency. The evaluation will need to consider the extent to which progress has been made and identify those aspects of the program that are progressing well and those that are not, with reasons for both. There will be a focus in the evaluation on the identification of lessons learned that can inform future programming with associated recommendations to guide program improvement.

The evaluation will not require review of all of the individual activities currently funded by *Pacific Women*. This is the responsibility of individual implementing partners. It will rather focus on undertaking a review of a selection of activities to inform a broader analysis of the program. These activities will be both country specific and regional in focus.

The evaluation will examine the operation and functioning of the program's key governance mechanisms including the *Pacific Women* Advisory Board, its other program management structures and its communication and learning strategies¹⁵⁴.

The evaluation will also apply, test and review a draft approach and rubric for assessing value-for-money for *Pacific Women*. The evaluation will make recommendations in relation to the approach to enable its finalisation.

The evaluation team will review project documentation and interview project staff to understand and assess progress and challenges at the program level. The *Pacific Women* Support Unit will ensure that the consultants have access to the necessary background documentation required for data analysis.

A number of related activities are being undertaken by *Pacific Women* that can be used to inform this evaluation. These include the development of a series of Thematic Roadmaps for the three main program outcome areas: 'Women's Economic Empowerment' (WEE), 'Women and Leadership', and 'Ending Violence against Women' (EVAW), and a 'Review of Ending Violence against Women Counselling Services'. There will also be an evaluation undertaken of two *Pacific Women* regional activities that have been funded for a five-year period (2013–2018). These will be the 'SPC Progressing Gender Equality in Pacific Island Countries and Territories Program', and the '*Pacific Women's* Parliamentary Partnerships Program (PWPP)'.

Recent evaluation reports on SPC's Regional Rights Resource Team (RRRT) and the Pacific Regional Ending Violence against Women Facility Fund are also key documents that will inform the program evaluation.

The Evaluation Plan developed for the *Pacific Women* evaluation will need to demonstrate how these activities and evaluations will be used to inform the program evaluation, how the program evaluation will build on their findings and recommendations, and that measures will be in place to ensure that there is not duplication of effort.

5. Evaluation Questions

¹⁵⁴ The evaluation will not entail a broader review of the *Pacific Women* Support Unit operations that will be undertaken as a separate exercise to this evaluation.

The following proposed evaluation questions and sub-questions drawn from the *Pacific Women* Monitoring and Evaluation Framework, and related to the evaluation objectives, should be used to structure the enquiry that will take place during the Year 3 evaluation. The proposed evaluation questions will be further refined during discussions that take place between consultants, DFAT and the *Pacific Women* Support Unit prior to the development of the Evaluation Plan¹⁵⁵.

These evaluation questions identify the broader ‘headline’ evaluation questions that are followed by more specific sub-questions.

Relevance of the Program – the extent *Pacific Women* was able to demonstrate progress towards:

- Responding to Pacific government priorities through the *Pacific Women* program design and country and regional plans.
- Reflecting the needs and rights of *Pacific women*, particularly those who are disadvantaged and vulnerable:

To what extent do the *Pacific Women* program design and country and regional plans ensure that the needs of disadvantaged and vulnerable women are identified and met?

- Reaching a wide range of women and women’s organisations, with reasons for and consequences of any exclusions:
 - To what extent do the *Pacific Women* program design and country and regional plans encourage wide coverage in order to reach a range of women and women’s organisations?
- Supporting *Pacific Women’s* capacity to learn and adapt:
 - To what extent do the *Pacific Women* program design and country and regional plans support informed ongoing processes of reflection, learning and adaptation?
 - To what extent does the Pacific Women Support Unit assist with this through its communication and learning approaches?

Effectiveness of the Program – the extent *Pacific Women* was able to demonstrate progress towards:

- Its interim objective of building the capacity, resources, relationships and understandings for action across country and regional programs and activities:
 - To what extent has progress been made, in what areas, and where are the gaps?
- Women’s empowerment and transformative change in the four intended outcomes, including a preliminary assessment of the effect of change in one outcome area on the other:
 - To what extent does the program meet the needs of the most vulnerable women in the four intended outcome areas?

¹⁵⁵ The intention is to prioritise and nuance the evaluation questions against the evaluation’s scope and focus rather than to substantially revise them. Additionally, the theory-of-change does not need to be revised, but rather used to assess progress

- What are effective strategies to overcome barriers and challenges to progress in the four intended outcome areas?

Efficiency of the Program – the extent to which *Pacific Women* was able to:

- Demonstrate early indications of value-for-money for DFAT, partner governments, Pacific organisations and women (testing a suggested approach and assessment rubric for assessing value-for-money):
 - To what extent is there coherence and alignment of Pacific Women with other DFAT activities?
 - Are there opportunities for greater collaboration within DFAT?
- Demonstrate that it was well governed, well-managed and accountable:
 - To what extent is the Advisory Board meeting its purpose as defined in its Terms of Reference?
 - To what extent are the other management structures in place working well?
- Contribute to improved co-ordination of gender equality initiatives:
 - What are the key coordination mechanisms and how does Pacific Women engage with and/or contribute to improved co-ordination of gender equality initiatives?
 - Is there good coverage and lack of duplication of activities delivered by implementing partners?

6. Proposed Evaluation Methodology

The evaluation methodology will entail both primary and secondary data collection. There will be a strong focus in the evaluation on the collection and analysis of the range of secondary data sources that are available within the program, within each country program, and in the broader Pacific context. Secondary data sources are likely to include but not be limited to those identified in Appendix 1.

In developing an evaluation methodology, consideration should be given to undertaking the following areas of primary data collection:

Key Informant Interviews:

- DFAT staff in Canberra and at posts, including Gender Focal Points;
- DFAT management and the DFAT staff managing different sector programs;
- *Pacific Women* Support Unit;
- *Pacific Women* Advisory Board members;
- *Pacific Women*-funded Gender Advisers for countries where they have been mobilised;
- key stakeholders, for example CROP agencies and gender working group members; and

- other stakeholders as identified during the development of the Evaluation Plan.

Survey of all Implementing Partners:

Design and administration of a survey to be administered to all implementing partners to establish:

- overall program progress against the objective and the barriers and challenges faced;
- the degree to which capacity has been built and resources have increased;
- the extent of coalition and relationship building and networking achieved;
- the program's contribution to ensuring that communication and learning occurs; and
- plans and recommendations for improvement for the *Pacific Women* program

Sample of Countries for Fieldwork:

The selection of a sample of up to four countries for in-depth analysis where stakeholder interviews and workshops will be held with:

- ministries / departments of women;
- DFAT posts and gender focal points;
- sample of implementing partners;
- women's organisations;
- beneficiaries; and
- other stakeholder groups, such as faith-based organisations, peak women's organisations, associations and allied bodies.

A sampling strategy should be developed to justify the selection of countries for more in-depth participation in the evaluation. The sampling strategy could consider the following factors:

- countries where *Pacific Women* has been established and activities are underway;
- willingness and interest of countries to participate;
- timing so that the evaluation does not coincide with other reviews taking place or, if it does, that it builds on rather than duplicates those processes;
- selection of a range of different sized programs with inclusion of a larger program, such as PNG, and smaller country programs; and
- Melanesian, Polynesian and Micronesian representation.

Where the countries selected have a large number of activities, a sampling strategy should be developed for the selection of activities to be included as part of the evaluation. This sampling strategy should be outlined and included as part of the Evaluation Plan.

Inclusion of any innovative data collection methods that will augment those outlined in this Terms of Reference will be welcomed.

The consultants should ensure that data collection methods and approaches selected and used are credible and robust through the use of data triangulation and adoption of strategies for minimising the effect of participant bias. This is particularly important for data collection from activities funded through *Pacific Women* where evaluation informants should be assured that their contribution to the evaluation will be held in confidence and that it will not affect future funding decisions.

Further elaboration of the proposed methodology and approach to be used by the consultants should be outlined in the proposal and the selected methodology and approach will be further detailed in the Evaluation Plan.

7. Specific Tasks and Outputs

The evaluation will comprise a combination of primary and secondary data collection. A desk-based review of relevant documentation forms a significant component of the proposed methodology, as does the key stakeholder interviews, the survey, and the in-country fieldwork to take place for a sample of Pacific Island countries.

The table below outlines the suggested outputs and the approximate number of consulting days required against each output. Proposals submitted should outline the allocation of consulting days against the proposed evaluation methodology in greater detail. Individual team member contributions should also be identified against tasks.

Output	Inputs (Days)	Description	Indicative Due Date
Preparation and Conceptual Foundations Total Up To 30 Days			
1. Briefings and ongoing liaison with DFAT And the <i>Pacific Women Support Unit</i>	Up to 5	<ul style="list-style-type: none"> · Establishment of liaison and management arrangements for the entire evaluation period. · Formulation of a communication plan for the evaluation 	Upon commencement
2. Evaluation Plan with development of an agreed evaluation methodology	Up to 10	<ul style="list-style-type: none"> · Submission of a methodology and approach outlined in an Evaluation Plan · Selection and agreement of choice of countries for primary data collection 	Two weeks after commencement
3. Secondary data collection and analysis of existing program documentation	Up to 15	<ul style="list-style-type: none"> · Compilation of all relevant documentation and reports · Analysis and review of documentation 	July 2016
Fieldwork Total Up To 100 Days			
4. Design and implementation of a survey to be administered to all implementing partners	Up to 15	<ul style="list-style-type: none"> · Design of survey · Administration of survey · Follow-up to ensure maximum competition · Data analysis 	July - August 2016
5. Interviews with DFAT, Advisory Board Members, the Support Unit, Gender Advisers and other key stakeholders. Country visits to up to four countries to implement primary data collection as part of evaluation methodology	Up to 80	<ul style="list-style-type: none"> · Arrange and conduct interviews · Arrange and conduct country visits · Undertake primary data collection and analysis 	August - October 2016
6. Progress Report (up to 15 pages) together with a draft Table of Contents for the final Evaluation Report	Up to 5	<ul style="list-style-type: none"> · Production of a Progress Report outlining primary findings from data collection with key stakeholders, the survey and in-country field work · Identification of issues, challenges and gaps encountered · Draft Table of Contents for the final Evaluation Report 	October 2016
Data Analysis Total Up To 20 Days			
7. Submission of draft report	Up to 10	<ul style="list-style-type: none"> · Write up and submission of draft report including data synthesis, findings and recommendations 	November 2016
8. Finalised, well structured report in an agreed format for publication (maximum 50 pages inclusive of Executive Summary)	Up to 10	<ul style="list-style-type: none"> · Submission of final Evaluation Report · Inclusion of an annex providing commentary and recommendations on the value-for-money approach and assessment rubric 	December 2016
Total Input		Up to 150 Consulting days	

8. Time Frame

The time frame for the evaluation includes commencement in August 2016 with the delivery of the final approved report by the end of 2016.

It is intended that the evaluation take place over a 5-6 month time frame.

The Contractor will carry out their services in accordance with, but not limited to, their proposal for this assignment (refer to Attachment 1 of this Agreement).