



PACIFIC WOMEN
SHAPING PACIFIC DEVELOPMENT



Pacific Women Roadmap

Pacific Women Shaping Pacific Development

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Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DFAT	Department of Foreign Affairs and Trade (Australia)
PLGED	Pacific Leaders' Gender Equality Declaration

1 Background and Purpose of the Roadmap

Pacific Women Shaping Pacific Development (*Pacific Women*) is a 10-year \$320 million initiative funded by the Australian Government that aims to support women – regardless of their income, location, disability, age or ethnic group – in 14 Pacific Island Forum countries to participate fully, freely and safely in political, economic and social life. *Pacific Women* supports countries to meet the commitments made in the 2012 Pacific Leaders' Gender Equality Declaration (PLGED). It is managed by the Australian Department of Foreign Affairs (DFAT) in Canberra and through its offices in the Pacific.

The four intended outcomes of *Pacific Women* are:

1. 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.
2. Women have expanded economic opportunities to earn income and accumulate economic assets.
3. Violence against women is reduced and survivors of violence have access to support services and to justice.
4. Women, and women's interests, are increasingly and effectively represented and visible through leadership at all levels of decision-making.

Development of this Roadmap for *Pacific Women's* regional and multi-country work is based on research, consultation and analysis. The process has included a desk review of global and regional information, preparation of thematic background reports, consultative meetings and involvement of a team of regional specialists through an advisory reference group. Thematic areas examined in detail were women's economic empowerment, leadership and decision-making, and ending violence against women. More information on the methodology can be found at Annex 1.

The Roadmap is intended to be a tool to support decision-making on future *Pacific Women* investments at the regional and multi-country levels. It complements and builds on the foundation documents of the program – the Design and Delivery Strategy – that recognise that the region is characterised by complex differences, dynamics and rates of development.¹ The Roadmap reflects the commitment of *Pacific Women* to inclusive and sustainable change that will increase gender equality in the region. Such change includes identification and elimination of discriminatory social norms and harmful gender-based stereotypes, recognising that these norms and stereotypes can vary between and within cultures, communities and countries.

The Roadmap is targeted at the regional and multi-country level, where investments in gender equality can provide economies of scale, help develop a critical mass of influence, contribute to national ownership of gender equality interventions, and foster knowledge and understanding of social change. The Roadmap is also designed to guide development of bilateral activities and align them with consistent monitoring indicators and evaluative processes. As such, it will help to improve evidence about what does and does not work at national and local levels. In addition, it recommends enhanced collaboration and coordination among development partners and stakeholders working to promote gender equality and sustainable development in the region.

The Roadmap:

- Highlights strategic regional and multi-country mechanisms and interventions that can help eliminate harmful social norms and accelerate the achievement of gender equality.
- Identifies priority action areas of work that include both existing and new interventions.
- Provides guidance on maintaining and expanding partnerships in the region. *Pacific Women* is in its fourth year of operation and will continue to maintain relationships with current regional partners. Where relevant, and in line with investment criteria, it will also identify and build new

¹ DFAT, 2014, *Pacific Women Shaping Pacific Development: Design Document*, p36

relationships with organisations that have: (i) mandates for targeted women-focused development; and (ii) commitments to, or interest in, mainstreaming gender equality across sectors related to the program's intended outcomes.

- Highlights the need to support women's agency and action across sectors. Global evidence demonstrates that social norms are more easily changed where women are valued as contributors to family, community and national well-being. This indicates that empowering women should be combined with: (i) building community support for their new roles; and (ii) articulating new social standards that normalise women and men's equitable participation in social, political and economic decision-making.
- Elaborates how *Pacific Women's* commitment to gender equality, delivered through sustainable approaches, can transform the lives of both women and men and improve the development prospects of countries in the region.
- Identifies selection criteria for new regional and multi-country investments.

2 Regional and Multi-Country Context

Pacific Women is implemented at both the country and regional / multi-country levels. Regional and multi-country activities are designed to address common issues and be adaptable to: (i) variations in national policy priorities and levels of development; and (ii) cultural, demographic and geographic differences. They are also intended to complement, build on, and/or fill gaps in country activities.

Interventions are delivered in collaboration with civil society partners, regional and multilateral agencies, and national governments. By working with these partners, *Pacific Women* aims to enhance enabling environments, raise awareness, change institutional and individual behaviours, and support capacity development.

More specifically, this commitment to collaboration aims, among other things, to: (i) influence regional standards for policy and legislation; (ii) support research, information collection and analysis on gender equality; (iii) facilitate coalition building and enhance women's agency; and (iv) share information and support programming on ending violence against women, women's economic empowerment, and women in leadership and decision-making.

3 Commitment to Transformational Change

Pacific Women is committed to working with Pacific communities, governments and regional / multilateral agencies to change harmful social norms that result in unequal gender relations. Such change will ensure that men and women have equal opportunities to exercise their rights and participate in and benefit from development. The program will also support countries to meet national political, legal and policy commitments in relation to gender inequality.² Government leaders have repeatedly noted that inequality between men and women undermines development, reduces the potential of communities, families and women as individuals, and is counter to human rights and legal principles of non-discrimination. The PLGED calls for action and investment to address inequality and promote equitable participation of women in Pacific development.

Global evidence shows that countries with improved gender equality have better social and economic development outcomes.³ Gender equality creates transformational change by involving more people

² Existing regional commitments to gender equality include: ratification of CEDAW by 12 of 14 countries; endorsement of the Beijing Platform for Action and the Revised Pacific Platform for Action by all countries in the region; and regional commitment to the Pacific Leaders' Gender Equality Declaration (PLGED).

³ World Economic Forum, 2016, *The Case for Gender Equality*, <http://reports.weforum.org/global-gender-gap-report-2015/the-case-for-gender-equality/>

with diverse views, skills and experiences in decision-making, economic activity and maintenance of positive social relations. There is less likelihood of violence against women and children where men and women share decision-making in the home. Children and adolescents who witness men and women sharing care-giving tasks and decision-making are more likely to carry values of equality into their own adult lives. This in turn has a positive influence on belief systems, attitudes and behaviours.

3.1 Social norms change

Changing harmful social norms, such as those that reinforce gender inequality, is complex. In the Pacific, this is partly due to: diverse cultural and religious influences; variations in rate, type and extent of development; distinct differences in quality and levels of education; and variations in the reach and influence of different types of media. Harmful social norms can negatively impact girls, boys, men, and women by limiting their potential and locking them into restrictive or destructive patterns of interaction.

Social norms are maintained by expectations from all sides of relationships. For example, in a family, community or country, if male control of decision-making and economic power at the household level is considered normal and desirable, women who challenge men's power are likely to be sanctioned. If girls are raised to doubt their own abilities and self-worth, they may not recognise discrimination against them or be able to speak out against unfair treatment. Dynamics that hold norms in place and sanctions for challenging them can come in different forms and from different levels. This includes violent behaviours witnessed in families and communities, social exclusion and stigma enforced by both men and women, sermons in church, biased legislation and justice systems, and media portrayals of unequal gender relations. Harmful social norms exist everywhere but can be more resistant to change in small or isolated societies or communities, or in groups that are tightly governed by political, cultural or religious beliefs. Globally and in the Pacific, it is recognised that social norms linked to discriminatory stereotypes reinforce harmful practices such as violence against women and girls, early marriage, bride price and placing a large care burden on women and girls.

Pacific Women recognises that social norms are grounded in complex webs of power and generationally-entrenched beliefs. Changing them requires strategic harmonised interventions at multiple levels with multiple groups.⁴ This multi-entry point approach strives to ensure that awareness about the benefits of gender equality exists among a critical mass of individuals – across sectors – who can influence opinion and develop alternative norms to replace those that are discriminatory.

3.2 Supporting adolescents to accelerate changes in gender relations

In Pacific societies, older people have more social, economic and political power and more overall influence than younger people. Adolescents in many areas of the Pacific are increasingly alienated and marginalised by changes in the economy, social and cultural expectations, population growth, climate change and a lack of appropriate education and employment opportunities. This can be exacerbated by gender power imbalances, which makes adolescent girls particularly vulnerable to being excluded from development processes and reinforcing risks of early pregnancy, physical or sexual violence, depression and low self-esteem.

What are social norms?

Social norms are rules or expectations of behaviour in a cultural or social group. They are widely observed patterns of behaviour to which individuals conform. They are dynamic and can change over time with new norms emerging to replace old ones.

While many norms are generally supportive of well-being and development, others may be oppressive or even harmful to some community members, or only beneficial to certain members. Social norms persist because of social approval when they are followed or disapproval when they are violated.'

It can be argued that a human right is fulfilled when it becomes a social norm.

⁴ DFAT, 2014, *Pacific Women Shaping Pacific Development: Design Document*, pp 21 and 112

Girls' and boys' views of their gender roles, and older men's and women's views about giving girls more opportunities, may also change at different rates. Men and boys may resist change due to existing advantages perceived in historical patterns of men's dominance over women. They may also be inhibited by social stigma targeted at young men who express interest in sharing household work, care-giving and decision-making with young women. Older women may resist change if they fear direct or indirect reprisal against themselves or their daughters, if they feel threatened by giving up knowledge and power to younger women, or if they fear marginalisation by the younger generation. Consequently, working with adolescents for generational change in gender relations requires involvement of local partners, inclusive community-driven approaches, careful planning, and tailoring of interventions to each cultural setting.

When done well, work with adolescent girls and boys within and outside of education systems has immense potential. Initiatives currently supported by *Pacific Women* are demonstrating how young women can contribute to family and community well-being and how development of mutual respect between men and women in different age groups can reduce violence and build social capital. Adapting and expanding this work in a coordinated way, with attention to the growing influence of social media in the Pacific, can provide major benefits to the region and generate new fields of evidence on changing discriminatory social norms.

3.3 Strengthening enabling environments and institutions

Strengthening institutional environments to be more effective in promoting gender equality is complex.⁵ However, evidence is demonstrating that sustainable progress depends on: (i) interventions across sectors and at multiple levels to change attitudes and behaviours; (ii) establishment of mutually reinforcing frameworks for good practice⁶; (iii) commitment and ability of individuals within institutions to integrate gender considerations into, for example, planning, implementation and monitoring of infrastructure, education, health and rural development investments; (iv) accountability mechanisms that can be objectively and independently monitored; and (v) senior-level commitment to implementation of gender responsive legislation, policy and guidelines.⁷

Analysis of national and regional enabling environments for gender equality has been ongoing in the Pacific for nearly a decade.⁸ *Pacific Women* will continue to support gender equality mainstreaming and build on this analysis. Initiatives are in place to share information across the region, build capacity and strengthen government agencies. Concurrently, *Pacific Women* recognises that effective implementation of gender responsive policies and legislation requires engagement with civil society and communities.

Civil society and faith-based organisations, and their constituents at all levels, are key players because they have the potential to generate and maintain demand for gender equitable development. Civil society organisations in the Pacific include activist groups, service organisations and religious bodies, as well as private sector groups. Many of these organisations have experience working in regional settings and implementing development initiatives at the national and local level. Their history, reach and status enable them to influence a variety of social cohorts. This in turn creates potential to build a deeper base of understanding for changing social norms about gender equitable power relations in both private and public spheres.

⁵ Institutional environments include social institutions such as: religious organisations, community groups and universities; political institutions of government and the public service; and economic institutions such as the private sector, banks and media.

⁶ Examples of such frameworks include multi-agency essential services agreements for ending violence against women, or coordination between environmental and women's economic empowerment investments to ensure women are involved in decision-making and management of natural resources.

⁷ The *Pacific Women* Design Document recognises this complexity and incorporates analytical models that consider dynamics involved in social change. See DFAT, 2014, *Pacific Women Shaping Pacific Development: Design Document*, pp 3237

⁸ DFAT and *Pacific Women*, in collaboration with the Pacific Community and Asian Development Bank, have supported stocktakes and analysis of national government gender mainstreaming capacity across the region. See <http://www.pacificwomen.org/projects/spc-gender-stocktakes/>

Strengthening civil society groups that have feminist, activist and/or disability mandates forms part of *Pacific Women's* work to promote women's agency. Support for coalition building among these groups is showing positive results in terms of awareness about and action on gender equality. Continuing and expanding this work with other partners will contribute to transformational social change.

4 Strategic Support

Reflecting *Pacific Women's* design principles, and based on global and regional experiences, support for gender equality and women's empowerment will be strengthened through commitment to core values and strategic coordinated interventions. Investments will be flexible enough to allow innovation and be inclusive of men and women with different experiences. They will also be carefully monitored and evaluated to collect and analyse information, generate evidence and support shared learning.

Strategic support for gender equality at the regional and multi-country level will incorporate the following principles and approaches.

Recognition of human rights and the concept of 'do no harm': In all instances, interventions will ensure that human rights-based and 'do no harm' approaches inform program designs and guide all implementation.

Ensuring tailored and culturally-appropriate investments: Pacific countries have different cultural, economic, geographic and climate-related contexts. Rural to urban variations can also be stark. Working regionally in the context of these differences requires adaptable strategies that involve women and men, different age groups, and traditional or religious leaders.

Commitment to change social norms: Discriminatory social norms are held in place by complex webs of social relationships. Changing social norms requires interventions that work at multiple levels with men and women of all ages. They require long-time perspectives and ongoing support from governments, civil society and development partners.

Coordinated, holistic approaches: Collaborative, multi-entry point interventions have been shown to be effective in improving coordination between civil society groups, government agencies and development partners with mandates on gender equality.

Development of capacity at all levels: Facilitating awareness about the benefits of gender equality and increasing individual and organisational capacity to influence change enhances the sustainability of interventions. Capacity development builds a critical mass of individuals and networks – in government, civil society and the private sector – willing and able to take action to change discriminatory social norms and harmful stereotypes that perpetuate gender inequality.

Support for change at the generational level: Working with adolescents and through education systems – to increase skills and opportunities for girls and change attitudes among parents, boys and girls about gender relations – has the potential to change social norms at a societal level.

Creation and use of evidence to increase effectiveness of gender equality work: Building the evidence base about what does and does not work in the Pacific, using global indicators adapted to the region, and supporting research and analysis by Pacific women and men, will increase ownership of the gender equality agenda and enhance development efforts.

Regional and national level linkages: Strategic regional and multi-country initiatives can enhance delivery of bilateral and national government and non-government programs by fostering enabling environments, building capacity, and contributing to a critical mass of support for gender equality across all sectors. National- and community-level programming will benefit from and can contribute to regional and multi-country interventions. Successful regional interventions can be tailored to national and local contexts. Monitoring and evaluation of national-level programs will highlight what does and does not work to promote gender equality in different settings.

5 Priority Action Areas

The following priority action areas for regional and multi-country initiatives include work currently supported by *Pacific Women* as well as guidance on new initiatives.⁹ All the priority action areas have potential to affect transformational and sustainable change in gender relations and are aligned with *Pacific Women's* intended outcomes.

Pacific Women recognises that programming and engagement does not occur in a static environment. The program will continue to collect evidence and analyse progress to ensure investments are flexible, appropriately targeted, and meet priority needs. Existing national policy agendas, input from stakeholders, and the availability of financial and human resources will shape this process of assessment, analysis and priority setting.

There are seven action areas identified below. The first four – collaboration and networking, removing legislative barriers, working with adolescents, and building evidence – are cross-cutting and can enhance enabling environments for gender equality across sectors and thematic areas. The final three are focused on three of *Pacific Women's* intended outcomes. It is anticipated that all seven action areas will contribute to *Pacific Women's* fourth intended outcome of enhancing women's agency. Activities will complement existing programs and guide the development of new initiatives. Rationales for the priorities are provided below, along with indicative guidance for expanding them and using intersections between areas of work to create synergies. This highlights that there is considerable scope for innovation where initiatives are in line with both investment criteria (see Section 6) and the priority actions areas outlined below.

5.1 Promoting collaboration and coordination

Pacific Women will support gender-related capacity development and coordination functions of civil society and multilateral organisations with regional or multi-country mandates.

- Creating regular opportunities to discuss gender equality with national governments, regional organisations and multilateral agencies is important and provides strategic entry points for influencing senior decision-makers. High-level discussions will increase gender analysis capacity of leaders and officials and help them make informed choices about resource allocations for gender equality. Discussion and analysis of evidence also promotes common understanding of the benefits of gender equality and regional coordination. *Pacific Women* can expand efforts to bring relevant and contextualised gender equality evidence to high-level regional meetings to increase commitment and action for gender equality.
- As *Pacific Women* makes significant financial investments in gender equality in the Pacific, the networks of its implementing partners have potential to share information and skills, build capacity and increase their influence wherever they work. Influence and agency will be enhanced where organisations that are working to achieve gender equality align to strengthen their work on common areas and make use of organisations' independent expertise to advocate for change in specific areas. Fostering a coordinated network approach to gender equality in the region can reduce duplication and transaction costs on over-stretched national government staff and support them to advance national agendas for change. Collaborative ways of working can also support a stronger identity and profile for *Pacific Women* and its partners.

Pacific Women will support coalitions of organisations with gender equality mandates to promote complementary interventions that enhance women's agency.

- Coalition building among feminist organisations and other women's groups can accelerate advocacy as well as individual and institutional agency. Working in coalitions increases credibility

⁹ Ongoing national and regional work supported by *Pacific Women* is documented in Annual Progress Reports through a cycle of comprehensive monitoring and evaluation. See *Pacific Women* website: <http://www.pacificwomen.org>

by challenging ideas and supporting development of evidence-based rationales for joint action. Coalitions supported by *Pacific Women* have developed creative and innovative ways of promoting gender equality. They can be positive models for similar work by faith-based organisations and private sector networks.

5.2 Removing legislative barriers to gender equality

Pacific Women will support advocacy and technical assistance to remove legislative barriers to gender equality – in relation to civil, economic, political and social rights – in alignment with national commitments to the Convention on Elimination of All Forms of Discrimination against Women (CEDAW) and the PLGED.

- Legal barriers to gender equality exist across the Pacific region and have been catalogued through recent research.¹⁰ A number of these barriers are common across countries and create differential impacts for men and women, for example: blurring of customary and formal law; lack of legislative direction to equitably support and protect women and men working in the informal economy; discriminatory land legislation; gaps in legislative provisions to support temporary special measures that fulfil constitutional commitments to non-discrimination; inequitable divorce and marital property legislation; and non-compliance with international standards to protect girls from early marriage.
- Investment of financial and human resources is required to effectively implement newly developed laws that prohibit violence against women and expand access to services for survivors of violence. Areas of work include: (i) development of clear implementation approaches and standards; (ii) identification of planning mechanisms that governments can use to establish and manage integrated service protocols; and (iii) concurrent work to build capacity and awareness with justice systems. In collaboration with partners and stakeholders, and through continuing support to the Pacific Community's Regional Rights Resource Team, *Pacific Women* can facilitate and support coordination of this work at a regional level.

5.3 Focusing on adolescents

Pacific Women will increase collaboration with governments and development partners to support generational change by: (i) working directly with adolescent girls; and (ii) developing inclusive designs and messaging strategies that address gender power relations between adolescent girls and boys.

- Promoting gender equality and changing social norms in a new generation of Pacific Islanders can be supported through regional and multi-country initiatives, or components of initiatives, that target adolescents. Lessons learned from existing initiatives can be adapted and expanded across countries. There is also scope to involve young women as advisers on innovative program approaches. However, due to young women's vulnerability to violence, regional variations in attitudes about young women's place in society, and cultural norms related to hierarchies of age, it is critical that all interventions incorporate clear 'do no harm' principles. This can protect adolescent girls from backlash at the community and household levels.
- Facilitating involvement of young women and adolescent girls in regional and multi-country forums that are focused on women's agency, gender equality and economic empowerment will increase knowledge and improve advocacy for gender equality.¹¹ Bringing young women's voices into regional fora can enhance the accuracy of analysis and planning for gender equality across all areas of work. Through access to and knowledge of social media, young women can also support information collection from and knowledge sharing with previously marginalised population

¹⁰ Nelson, G., forthcoming, *Legislative Barriers to Gender Equality in Pacific Island Countries*, DFAT/Pacific Women Shaping Pacific Development

¹¹ Young women and adolescent girls are terms that are often used interchangeably and can be defined differently depending on context. For the purposes of this report, the category of adolescent girls refers to females from 15 to 19 years (UNFPA). 'Young women' is an overlapping term and can encompass females from 15 to mid-twenties (UNAIDS).

cohorts. Supporting young women to share information from and within their own communities can benefit individual young women, create change in their relationships, generate networks of peer influence, and provide additional entry points for programming with communities. This can have spin-off benefits in leadership and decision-making, economic empowerment and ending violence against women and girls.

- Coordinated cross-sector approaches that highlight the potential of young men and women will contribute to development and concurrently promote gender equality. There is scope for *Pacific Women* to build relationships and coordinate with technical agencies and civil society organisations that are working with adolescents in education, technical and vocational education and training, health, environmental management and climate change adaptation.¹² Several of these existing initiatives have developed community empowerment program models with gender equality elements. Coordination and collaboration can further promote engagement of young women and young men as partners in managing their communities and resources. Modelling good gender equality practices across sectors can help communities understand the added benefits of inclusive and equitable approaches.

5.4 Building the evidence base on gender equality

Support for improved data collection on causes and impacts of gender inequalities, and analysis of what development approaches do and do not work in Pacific countries is critical for effective and adaptable gender equality interventions. *Pacific Women* will continue to support regional organisations to use, track and analyse gender indicators in cooperation with their national partners. This will improve gender equality data strategies linked to implementation of the Sustainable Development Goals. *Pacific Women* will also invest at the regional level to: (i) enhance and profile the work of Pacific women researchers; and (ii) work with development partners to support governments to analyse and use statistical information on gender equality and inform decision-making, policy development and implementation.

- *Pacific Women*-facilitated consultation and analysis on the status of gender equality-related research in the region has provided several strategic and technical recommendations to advance the ownership and quality of Pacific research on gender equality.¹³ Implementation of strategic recommendations will both enhance the agency of Pacific women and increase information sharing, use of evidence and sustainability.
- Over the past decade, development of regionally-relevant gender indicators and national capacity to analyse sex-disaggregated statistics has been implemented through Pacific Community and National Statistics Offices with support from the Australian Government and the Asian Development Bank. *Pacific Women* will continue to invest in this area with ongoing work to increase collection and use of statistics and indicators to inform gender equitable policy and legislation.

5.5 Women's economic empowerment

Pacific Women will continue to work with governments and development partners to enhance women's economic opportunities and control of economic decision-making and resources.

- Women's economic empowerment is increasingly recognised as a path to improved economic development for Pacific communities and countries. It can also be linked to increasing women's agency and ending violence against women and girls. Many initiatives are already underway in the region with support from *Pacific Women* and other development partners. Market development

¹² Examples of such initiatives include: the Pacific Community Youth@work program, <https://twitter.com/youthyosi> and <http://www.spc.int/blog/youthwork-youth-equipped-to-fight-non-communicable-diseases/>; Pacific Community and UNESCO, 2015, *Pacific Framework Review*, p28, <http://unesdoc.unesco.org/images/0023/002354/235475E.pdf>. See also https://www.unicef.org/infobycountry/kiribati_57819.html

¹³ Underhill-Sem Y, et al, 2016, *Gender Research in the Pacific 1994 – 2014: Beginnings*, DFAT/Pacific Women Shaping Pacific Development

programs, lending programs, savings clubs and mobile banking initiatives are showing significant potential. Many of these interventions use holistic designs, operate at multiple levels, and include community empowerment and awareness raising for women and men. Preliminary evidence indicates that when men understand program designs and are involved in implementation, women's economic decision-making and leadership are improved, with lower risk of backlash. Findings and good practice can be adapted and shared between programs at regional and country levels to improve economic opportunities for women and change attitudes and social norms.

- The economic security needs and rights of women and men in the informal sector are complex. Addressing them effectively requires analysis and coordination of efforts. There are significant gaps in understanding how economic and employment legislation and policy can be adjusted to benefit informal sector entrepreneurs and workers.¹⁴ Addressing these gaps and promoting gender equitable solutions will require engagement with rural women and civil society, research, sharing of information, policy dialogue and development of institutional capacity and mechanisms. Continued efforts in this area can be combined with collection of information and evidence on effective ways of increasing women's participation and leadership as entrepreneurs and role models for other women, including adolescent girls. New ways of working can be supported by multiple development partners, for example, mainstreaming social protection strategies for women, and implementing parental leave policies that support men and women to share care-giving responsibilities.
- Most women in the Pacific region have multiple economic, care-giving, subsistence and community responsibilities. For rural women, the time and work burdens of these responsibilities are exacerbated by geographic and infrastructure constraints. Being overworked and having a lack of time then blocks women from accessing and engaging in the formal sector. Given these constraints, important steps to engage women in the economy include undertaking research on how to formalise social and economic protections, encouraging more gender equitable approaches to caregiving, and providing incentives for women in the informal sector. Coordination across sectors that integrates women's economic empowerment into environmental management, use of appropriate technologies, vocational training and agricultural programming can expand benefits. This can concurrently reduce women's vulnerability to disasters, climate change and poverty, and support economic resilience.
- Regional efforts to improve women's opportunities to participate in the formal economy and enhance social protection legislation are ongoing. DFAT is currently working with the Asian Development Bank's Private Sector Development Initiative to assist governments to mainstream gender into private sector-related legislation and policy throughout the region. Linked to this, support is also being provided to national and regional civil society organisations and private sector groups that support women who are ready to move from the informal to the formal sector.¹⁵

5.6 Ending violence against women and girls

Pacific Women will continue work to end violence against women and girls.

- Based on need, ongoing support for implementation of family and sexual violence legislation is a high priority. To end violence against women, regional action has supported legislative reform in many countries in the region and this needs to be continued with those countries that do not yet have ending violence against women laws in place. Where legislation exists, there is a strong need for investment and capacity development to support implementation. This investment needs to consider and specifically plan for the needs of: (i) marginalised women in rural and remote

¹⁴ To date, there has been limited work on legislation supporting women working in the informal economy. Globally, however, there are emerging examples of how laws and policies can protect and promote women's income generation and semi-subsistence work. For more information, see *Women in Informal Employment: Globalizing and Organizing, Law and the Informal Economy*, <http://wiego.org/wiego/core-programmes/law-and-informal-economy>

¹⁵ Examples include the Solomon Islands Women in Business Association, affiliated with the Solomon Islands Chamber of Commerce and Industry; Samoa Women in Business Inc; and the Pacific Islands Private Sector Organisation.

areas where there are few support services and social norms are slower to change; (ii) women with physical or mental disabilities; (iii) adolescent girls and older women; and (iv) people with diverse sexual orientation and gender identities. Additionally, support to faith-based groups and civil society to use legislation as a basis for community awareness and discussion can generate demand for integrated services and contribute to changing negative social norms and attitudes related to violence.

- Development of essential services for effective prevention and response interventions is critical.¹⁶ This includes setting regional standards for counselling and establishing one or more regional counselling training institutes. Recent research on counselling has identified that there is a need to work with service providers and ensure that approaches to counselling: (i) fill gaps in available services; (ii) involve various networks of service providers and incorporate quality assurance mechanisms; (iii) do no harm; and (iv) meet the needs of different groups of violence-against-women survivors. Work in this area will be ongoing, in coordination with national governments, civil society, faith-based organisations and development partners.¹⁷
- Advancing awareness-raising efforts to create more coordinated and effective prevention approaches is a priority. Working through multiple entry points and transferring capacity to communities and governments can build synergies between regional and national investments and support prevention and delivery of essential services. Existing successful regional models can be scaled up. There is also scope to adopt national violence-against-women prevention approaches that have demonstrated effectiveness through pilot projects. Application of the SASA! violence prevention approach in Papua New Guinea, for example, is a promising area with considerable potential.¹⁸ Building on the success of existing and new approaches can also support harmonised and tailored community-driven approaches and facilitate implementation by civil society partners.
- Supporting regional / multi-country applications of interventions that work with perpetrators, make use of social and mobile technology, and provide social protection to survivors of violence are emerging areas of work. Interventions need to take place at multiple levels and through multiple entry points to be effective and sustainable.¹⁹ Counselling and work with perpetrators to break the cycle of violence is being trialled in some Pacific countries. Innovative approaches that use social and mobile technologies are also being explored as mechanisms to support protection, awareness, outreach, and service delivery. Further, *Pacific Women* can continue to work with governments, regional agencies and other partners to develop and promote social protections. These may include temporary housing for women and children who are victims of violence, and support and training for survivors of violence that assist them to understand and exercise their legal rights and become economically independent of abusive partners.

5.7 Strengthening women's leadership and decision-making

Pacific Women will continue to support and develop innovative interventions that promote women's participation in all levels of leadership and decision-making, while also ensuring that all leaders can effectively represent women's issues and interests.

- *Pacific Women* can enhance and expand its work in several countries with male and female leaders to share good practice, mentor and support women as decision-makers, and increase

¹⁶ Essential services include coordinated provision of policing, justice, health, social services and shelter for victims of violence against women.

¹⁷ Trapman, I., and Clark, K., 2016, *Review of Counselling Services in the Pacific*, DFAT/Pacific Women Shaping Pacific Development

¹⁸ Abramsky, T., Devries, K.M., Michau, L., et al, 2016, *The impact of SASA!, a community mobilisation intervention, on women's experiences of intimate partner violence: secondary findings from a cluster randomised trial in Kampala*, Uganda, BMJ Journals

¹⁹ Arango D, Morton M, Gennari F, Kiplesund S, Ellsberg M, 2014, *Interventions to Prevent or Reduce Violence Against Women and Girls: A systematic review of reviews*, Women's Voice and Agency Research Series No 10, World Bank; and Heise L, 2011, *What works to prevent partner violence: an evidence overview*, DFID

attention to issues that affect women. This is in line with findings from the Pacific that increasing opportunities for women to engage in informal community-level decision-making forums builds their confidence to participate in more formal processes.²⁰ It also allows more women to increase their influence at the household and community level and to develop respectful and complementary working relationships with men. Pacific experience across sectors – from education to environment to economic development – shows that regional or multi-country level programs that are delivered in cooperation with national partners and local communities can empower women and mobilise communities in positive ways.

- A critical area of work is the development of ‘whole of election cycle’ initiatives that support women as candidates, voters, electioneering supporters and staff, and sitting Members of Parliament. Pacific research shows that short-term assistance to women candidates during election periods has had mixed success, often starts too late, and does not assist women to analyse political issues of relevance to all constituents and build their electoral base.²¹ Multi-pronged programming that works with communities, electoral commissions, and central governments creates an enabling environment for women’s participation in politics. This is critical to changing attitudes and behaviours in political parties, parliaments and within government bureaucracies. Women-focused programs complement this when they foster and mentor potential women leaders, expose them to political issues and gender analysis, build their understanding of how to plan, finance and run campaigns, and provide technical assistance to those who win seats. Holistic approaches also increase the likelihood of having women and men in political power who understand and can advocate for gender equitable legislation and policy and for inclusive development.²²
- Development of leadership and civic education initiatives that aim to eliminate harmful gender stereotypes about women’s abilities to participate in decision-making at all levels can be transformational. As a component of increasing women’s opportunities to participate at all levels of leadership and decision-making, it is important to eliminate harmful stereotypes about men and women’s abilities to be leaders.²³ It is also important to promote understanding of women and men’s civic rights to vote independently and run for office. Gender-responsive civic education programs also support women’s efforts to move into senior positions in the public and private sectors and within civil society and faith-based organisations. In turn, this can accelerate change in discriminatory social norms at multiple levels.²⁴

Pacific Women Roadmap commitments and approaches for strategic support and priority action areas are summarised in Figure 1 below.

²⁰ Organisations in the Pacific that are publicising such findings include: Live and Learn, <http://www.livelearn.org/programs/human-rights-and-gender/>; International Women’s Development Agency, https://www.iwda.org.au/assets/files/TFTTavingsclubmodel_FINAL_InitialPrint.pdf; Pacific Community, <http://www.spc.int/coastfish/en/publications/bulletins/women-in-fisheries/471-women-in-fisheries-information-bulletin-27.html>; DFAT Access to Quality Education Program, <http://dfat.gov.au/about-us/publications/Documents/fiji-aqep-6-monthly-progress-report-jan-15-jun-15.pdf> (see pp 32 – 33); South Pacific Business Development Microfinance Program, <http://www.spbdmicrofinance.com/how-it-works> ;

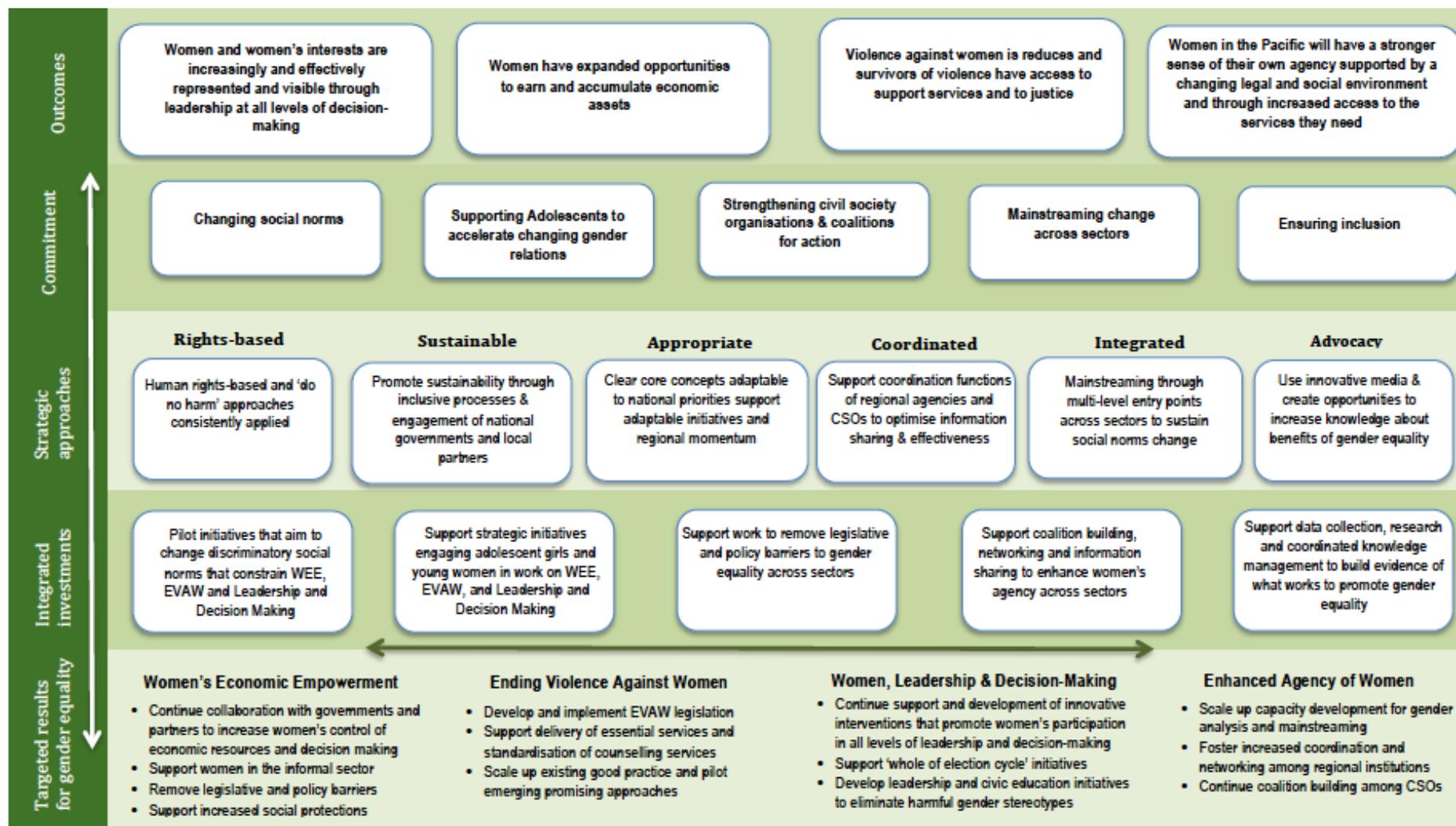
²¹ DFAT, 2014, *Pacific Women Shaping Pacific Development: Design Document*; Asian Development Bank, 2016, *Solomon Islands Country Gender Assessment*, p64, <https://www.adb.org/sites/default/files/institutional-document/176812/sol-country-gender-assessment.pdf>

²² UN Women, 2015, *Inclusive Electoral Processes: A guide for electoral management bodies on promoting women’s participation and gender equality*, http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2015/gender_equality_electoral-eng.pdf?vs=1004

²³ Innovative surveys have been conducted in Solomon Islands and Fiji that provide snapshots of attitudes about social and political issues, including views on women’s ability to hold leadership positions and participate in politics. See: <http://www.ramsi.org/media/peoples-survey/RAMSI> and <http://www.pacificwomen.org/wp-content/uploads/Public-Perceptions-of-Women-in-Leadership-Fiji-Research.pdf>

²⁴ United States Agency for International Development, 2014, *Women’s Leadership as a Route to Greater Empowerment*, <https://www.usaid.gov/sites/default/files/documents/1866/Women's%20Leadership%20as%20a%20Route%20to%20Greater%20Empowerment%20Desktop%20Study.pdf>

Figure 1 Roadmap



6 Criteria for Investing in Gender Equality

Pacific Women's commitment to transformational change in gender relations will be based on clear investment criteria. The following high-level criteria are intended to guide design and implementation of *Pacific Women's* regional and multi-country programming over the next six years. The criteria are categorised into sets linked to core values, empowerment, sustainability, alignment and key design factors. They are in addition to *Pacific Women's* standardised requirements for monitoring and evaluation and financial accountability.

Pacific Women will support regional and multi-country initiatives that meet identified needs, fill existing gaps and/or support ongoing promising practice. An additional assessment factor will be whether initiatives are financially feasible within *Pacific Women's* mandate.

Initiatives must articulate how they are addressing the following criteria and, if not, a clear rationale must be provided.

6.1 Core values

Initiatives must:

- Clearly articulate human rights-based and 'do no harm' approaches, with recognition of the need for consistent, quality social safeguards.
- Align their primary objectives to Pacific commitments to gender equality norms and standards, including those articulated in CEDAW, the Revised Pacific Platform for Action, the PLGED and the Sustainable Development Goals.

6.2 Empowerment

Initiatives must:

- Contribute to women's capacity, ability and confidence to make change on their own behalf, including in one or more of the areas of: access to and control of economic resources, participation in leadership and decision-making at all levels, and eliminating violence against women.
- Integrate involvement of women – regardless of income, location, disability, age, sexual orientation or ethnic group – who have historically not been highly involved in gender equality interventions.

6.3 Sustainability

Initiatives must:

- Contribute to change in social norms as a component of holistic, coordinated approaches that alter attitudes, beliefs, laws and policies in a consistent and harmonised manner.
- Contribute to long-term generational change by targeting adolescents to promote gender equality.
- Recognise that gender equality requires buy-in from men and women, particularly those who influence and control decision-making, economic resources and information / knowledge.
- Define clear strategies for building regional and/or national ownership to ensure *Pacific Women* leaves a legacy in the region.

6.4 Alignment

Initiatives must:

- Contribute to the stated objectives of *Pacific Women* and DFAT.
- Support the objectives and implementation of the PLGED.

6.5 Design

Initiatives must:

- Build on good practice and have potential to generate credible evidence.
- Demonstrate adaptable and scalable approaches.
- Involve participants and beneficiaries of initiatives in design, monitoring and evaluation.
- Incorporate aspects of gender mainstreaming to ensure men and boys gain an understanding and become supportive of women's empowerment objectives.
- Identify and publicise anticipated benefits of projects to families, communities, countries and the region.

Annex 1 Methodology

The *Pacific Women Roadmap* is based on three thematic synthesis reports undertaken in 2016 on: women's economic empowerment, ending violence against women, and women's leadership and decision-making. The methodology used to inform these thematic synthesis reports and the Roadmap included:

- desk reviews;
- interviews with key stakeholders;
- regional workshops and focus group discussions;
- online questionnaires; and
- reference groups comprised of global and regional specialists.

Desk reviews

A desk review was undertaken to develop a background synthesis report for each thematic area. This involved reviewing relevant literature and research, and evaluations of global and Pacific programs that focus on these three thematic areas. Key review findings were then tested and validated through stakeholder consultations.

Interviews with key stakeholders

Face-to-face and phone interviews were conducted with a range of stakeholders at the regional and national levels in the Pacific. Key informants included representatives from regional agencies, governments, civil society, DFAT and the United Nations. Consultations expanded on the key issues identified in the desk reviews and served to validate preliminary findings and options for investment. Work was supported by three thematic reference groups (see below).

Regional workshops and focus group discussions

Consultants preparing the series of reports attended regional workshops on ending violence against women and girls and women's leadership and decision-making in Fiji in August and September 2016. The consultants preparing the ending violence against women report attended the 7th Pacific Women's Network Against Violence Against Women Workshop and UN Women Regional Prevention Workshop. Consultants preparing the report on women's leadership and decision-making attended the UN Women's Leadership Workshop. Attendance at these meetings allowed the consultants to meet with a range of regional stakeholders and seek their views and ideas on *Pacific Women's* future regional and multi-country investments.

As part of the development of the Roadmap, a workshop was held in Suva on 15 and 16 September 2016. It included members of the thematic reference groups, the *Pacific Women* Support Unit, and regional stakeholders and experts. The workshop provided an opportunity to present and discuss key findings from the desk reviews and initial consultations, and to validate initial findings and proposed ideas with participants.

In addition, focus group discussions were held with the Fijian government and the lesbian, bisexual and transgender community to obtain additional information from these groups on the direction of the Roadmap.

Online questionnaire

As part of broader consultations with a range of relevant stakeholders across the three thematic areas, a joint qualitative questionnaire was developed and disseminated through PacWIN, the *Pacific Women*

website and sent directly to key stakeholders known to the Roadmap teams. The purpose of the questionnaire was to:

- Provide interested stakeholders with the opportunity to contribute to the Roadmap process.
- Ensure consistency in approach between the three thematic report areas and reduce the consultation burden on stakeholders.
- Solicit qualitative information from interested stakeholders to supplement the information gathered through key informant interviews conducted in person and via phone and email.
- Elicit lessons learned and gap areas from existing work, successes and failures.

The questionnaire focused on gaining insight into the opinions, ideas and priorities of stakeholders and obtaining a more in-depth understanding of the key issues, barriers and lessons learned from implementation. The information obtained through this process has informed the thematic synthesis reports and the Roadmap.

Reference groups

Reference groups were established to provide input into the development of the synthesis reports and the Roadmap. Each group consisted of six Pacific and international experts in each thematic area. The reference groups were consulted at key points throughout the process and contributed to the review and finalisation of all documents.

Limitations

A number of limitations with the process for developing the *Pacific Women* Roadmap have been identified and include:

- Desk reviews for the thematic synthesis reports revealed a lack of available documented evidence of what does and does not work and lessons learned in the Pacific. Evaluations made available tended to focus on activities and outputs but provided very limited information about outcomes and impacts. There were very few evidence-based assessments available. As a result, much of the information available on lessons learned was anecdotal.
- Due to resource and time limitations, in-country consultations were limited to Fiji. Further consultations in other Pacific Island countries were undertaken via phone and email and through the joint questionnaire.
- With the exception of a few participants attending the regional meetings, there was no face-to-face engagement with direct program beneficiaries of *Pacific Women* programs. This gap was supplemented, in part, through review of country plans and interaction with Support Unit staff and reference group members.