Pacific Gender and Aid Effectiveness Case Study Report

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For

New Zealand Agency for International Development (NZAID)

Nga Hoe Tuputupu Mai-tawhiti

and

Australian Agency for International Development (AusAID)

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GLOSSARY

3Rs	Recognition, Respect and Reliance
ADB	Asia Development Bank
ADC	Assessment and Development Centres
AFCJP	Australian Fiji Community Justice Program
AIDS	Acquired Immune-Deficiency Syndrome
AusAID	Australian Agency for International Development
BPFA	Beijing Platform for Action
CB	Capacity Building
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CEO	Chief Executive Office
COI	Corridors of Influence
COP	Gender Community of Practice
CRC	Convention on the Rights of the Child (United Nations)
CSO	Civil Society Organisation
CSP	Community Sector Program
DAC	Development Assistance Committee
DFID	Department for International Development (UK)
DSAP	Developing Sustainable Agriculture Programs (SPC)
DV Unit	Domestic Violence Unit
ECE	Early Childhood Education
EU	European Union
FAO	Food and Agriculture Organisation
FBOs	Faith based organisations
FF	Full Core Fund
FF+	Full Funding
FHI	Family Health International

FIC	Forum Island Countries
FLO	Faataua le Ola
FWCC	Fiji Women's Crisis Centre
GAD	Gender and Development Approach
GDP	Gross Domestic Product
GJS	Global Justice Solutions
GOS	Government of Samoa
HAP	HIV and AIDS Program
HIV	Human Immunodeficiency Virus
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic Social and Cultural Rights
ICTP	In–Country Training Program
IFAD	International Fund for Agricultural Development
IFOMA	International Federation of Organic Agriculture Movement
IMR	Institute of Medical Research
ISMI	Institutional Strengthening of the Ministry of Infrastructure Development
JICA	Japan International Cooperation Agency
LBES	Labour Based Equipment Supported
MDGs	Millennium Development Goals
MID	Ministry of Infrastructure
MOA	Mapusaga o Aiga
MOU	Memorandum Of Understanding
MP	Member of Parliament
MSM	Men who have sex with men
MWSCD	Ministry of Women, Social and Community Development
NCD	National Capital District
NGO	Non Government Organisation
NGOSF	NGO Support Fund

NHASP	National HIV and AIDS Support Project
NOLA	Nuanua O le Alofa (National Disabilities Group)
NTP	National Transport Plan
NZAID	New Zealand Agency for International Development
PCERP	Post Conflict Emergency Rehabilitation Project
PIANGO	Pacific Islands Association for Non-Governmental Organisations
PICP	Pacific Island Chiefs of Police Secretariat
PIFS	Pacific Island Forum Secretariat
PMCBU	Project Management and Capacity Building Unit
PNG	Papua New Guinea
PNGLJS	Papua New Guinea Law and Justice Sector Program
PPDVP	Pacific Prevention of Domestic Violence Program (NZAID)
PRPI	Pacific Regional Policing Initiative
PSP	Poro Sapot Project
RAMSI	Regional Assistance Mission to the Solomon Islands
RRA	Rapid Rural Appraisal
RRRT	Regional Rights Resource Team
RTT	Regional Training Team
SAEG	Strategy Advisory & Evaluation Group
SCA	Save the Children Australia
SCiPNG	Save the Children in PNG
SCNZ	Save the Children New Zealand
SDS	Strategy for the Development of Samoa
SI	Solomon Islands
SIG	Solomon Islands Government
SIRIP	Solomon Islands Road Improvement (Sector) Project
SOEs	State Owned Enterprises
SPC	Secretariat of the Pacific Community

SPP	Samoa Police Institutional Strengthening Project
STIs	Sexually Transmitted Infections
SUNGO	Samoa Umbrella Group for NGOs
SVSG	Samoa Victim Support Group
SWAP	Sector Wide Approach
TA	Technical Assistance
TOR	Terms of Reference
UNCRC	United Nations Convention on the Rights of the Child
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSCR	United Nations Security Council Resolution
VPFCBP	Vanuatu Police Force Capacity Building Project
WAN	Women's Advisory Network
WaSSp	Water Sector Support Program
WIBDI	Women in Business Development Inc
WID	Women in Development
YWCA	Young Women's Christian Association

EXECUTIVE SUMMARY

This report presents the findings from four case studies of development assistance in the Pacific region, which illustrate how a focus on gender equality has fared in the context of the 2005 *Paris* Declaration on Aid Effectiveness. Additionally, the authors have drawn upon contemporary literature and their collective Pacific-based aid and development experiences to inform these findings and to make recommendations about how aid and gender effectiveness can be enhanced. The strengthening of existing development policies and practices as well as the introduction of new gendered practices by the commissioning agencies - NZAID and AusAID - can facilitate the vital outcome of aid and gender effectiveness for citizens.

The *Paris* Declaration was signed on March 2, 2005 by representatives of more than 100 partner governments, multi-lateral organisations and donor governments including New Zealand and Australia. The Declaration is based on the view that aid works best and is most likely to promote development when:

- Developing countries exercise leadership over their development policies and plans **(ownership)**;

- Donors base their support on countries development strategies and systems **(alignment)**;

- Donors co-ordinate their activities and minimise the cost of delivering aid **(harmonisation)**;

- Developing countries and donors orient their activities to achieve the desired results **(managing for results)**; and

- Donors and developing countries are accountable to each other for progress and managing aid better and achieving developing results *(***mutual accountability***)*.

Pacific countries subsequently developed their own *Pacific Aid Effectiveness Principles* in 2007; however the words 'civil society' and 'private sector' evaporated in this version.

The four case studies were located in Samoa, the Solomon Islands, Papua New Guinea, and across the Pacific region. These case studies traversed a range of modalities and sectors, including HIV/AIDS; community development; roads; and policing. Each case study was operating at either the micro, meso or macro levels, and all had different approaches to gender.

In Samoa, the NGO Support Fund (NGOSF) provides core funding for three years to NGOs 'to enhance and expand the capacity of Samoa's indigenous NGOS to respond to the development needs identified by the communities in which they work and to contribute building a strong, independent, just, healthy and prosperous Samoa'. This is the first funding of this kind in the Pacific. Also, from its design, organisation, implementation, monitoring and evaluation, the NGOSF has been a collaborative venture between the Government of Samoa, NZAID and SUNGO - the Samoa Umbrella NGO. Deep feelings of ownership and mutual accountability have developed between these groups in the many and on-going program discussions. Additionally, the fund is administered by SUNGO under contract to NZAID with the executive decisions, such as which NGOs will be funded, being made by a committee comprising SUNGO, NZAID, a Samoan government representative, and a nominated NGO.

In the Solomon Islands about 23% of villages are accessible by road, 32% by sea, 40% by walking tracks, and 5% by river. Most travel and 'trips' in the Solomon Islands are undertaken on foot or by canoe. The National Transport Plan proposed that the Ministry of Infrastructure develop annual rolling work programs for rehabilitation, maintenance and new or upgraded transport infrastructure works covering wharves, jetties, airports and airstrips and roads. Walking and canoes are not part of the National Transport Plan. In Makira Province, the local Road User Survey found that 84% of all travel trips were by walking. Trips by vehicles account for 9% of travel while canoe and boat travel accounts for 7% of trips and only male road users use bicycles. The SIRIP case study project proposes spending USD$16.6m on a road in Makira province where there are 20 motor vehicles.

In Papua New Guinea, there is a generalised and quite widespread HIV epidemic. Its estimated prevalence is the highest in the Pacific and its speed of spread is the highest in both the Pacific and Asia. Generalised epidemics are not evenly distributed. They cluster where money changes hands, where alcohol is drunk, where sexual networks are dense, amongst the educated and wealthy and amongst those for whom surviving and coping is a constant struggle. 'Poro Sapot' is one of the largest sexual and reproductive health interventions by a civil society organisation in PNG. It works in four cities in three provinces: Goroka and Kainantu in Eastern Highlands Province; Lae in Morobe Province; and Port Moresby in the National Capital District (NCD). In each city, it works in a number of specific sites chosen on the basis of a clustering of sex work or male to male sexual activity and where Poro Sapot has contacts in the area. Peer educators have been trained in each city; over sixty men and one hundred and forty women. These volunteers advocate for and promote the human rights of those with whom it works as well as promoting protective sexual behaviour and technologies. They are supported by a Police Liaison Officer in each city.

The Pacific Regional Policing Initiative (PRPI) is a $17 million regional initiative that works with police agencies across the fourteen Forum Island countries (with Fiji excluded at this time). It is coordinated by the Pacific Island Chiefs of Police Secretariat and is implemented by Global Justice Solutions, an Australian-based company. The Secretariat operates within a charter to promote and foster the efficiency, effectiveness, capacity and integrity of all aspects of policing in Pacific Island countries. PRPI began in January 2004 and was largely designed by AusAID. The six components which encapsulate the PRPI program are Strategic Policing; Executive Development; Police Technical Skills; Training Capacity Development; Forensic Technical Skills, and Program Management.

Collectively, the four authors of this report have over 100 years' experiences of living and/or working in Pacific nations. This foundational experience, knowledge and connectivity with Pacific history was hugely beneficial. It meant that the authors could understand the nuances of what was discussed, written and otherwise communicated by people. The research undertaken by the four authors included an extensive analysis of over 160 articles pertaining to aid and gender effectiveness; New Zealand and Australian aid agency briefings; and in-depth, in-country-based discussions with a wide range of people from local and central government, civil society organisations, private companies, learning institutions, and with citizens. The myriad of qualitative and quantitative information gathered was synergized by the authors, with external peer review, to support the advancement of a number of key findings and recommendations.

The *Paris* Declaration does *not* address gender in the context of full aid effectiveness, with only one reference (Paragraph 42) to gender made. Key findings from this Pacific-based research and literature are 'pegged' here against each of the five *Paris* Principles:

> **Ownership**: Ownership is developed as women and men engage in practical activities together. Aid effectiveness is increased when voices which are not usually heard are listened to and learnt from. Giving consideration to gender beyond the 'one shot' consultation is a longstanding and ongoing challenge. Currently, the participation of civil society organisations, including women's organisations, is overshadowed by donors and government partners in the visioning, design, implementation, monitoring and evaluation of programs. This can swell into conflict and antagonism. Care must be taken to ensure that program concepts and design are agreed by all stakeholders. Expanding the policy space and encouraging capacity building and networking can sharpen the focus and increase accountability for progress on rights and equity. Progress can be slow and difficult because of a lack of political will, capacity constraints, and donor unwillingness to benchmark and monitor human rights obligations. Ministries charged with

integrating equity and rights are marginalized, lack capacity, and are often not consulted at all. Therefore, positive, respectful and reciprocal relationships between all participating parties need to be built and sustained so as to enhance Ownership.

Alignment: Even where strong policy-based alignment to gender empowerment exists, gender equity needs to be continuously profiled and sustained in programs. A commitment to using developing country systems is a commitment to strengthening and using the systems of development partners *both within and beyond* government. "*Women's movements around the world have contributed to and rely on United Nations processes to advance their agendas at home, especially the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action (BPFA) of the 1995 Fourth World Conference for Women for Development and Peace and Equality. Unlike the Paris Declaration, these processes and agreements include an explicit analysis of women's status and of poverty*"[1]. Therefore, the agency which has the national mandate for gender and CEDAW should be mentored, supported and guaranteed the technical expertise to become active development partners. Complimentary mechanisms need to be found and strengthened to ensure that civil society organisations can be full and active partners in the development dialogue, as NGOs can and have taken the lead in seeking program alignments. Donors need to be continuously mindful of their accountabilities to government and civil society to implement their published policies and to practice their commitments to international human rights instruments.

Harmonisation: "*Harmonisation amongst the powerful [donors] makes the powerful more so, at the expense of the weaker partners (recipient countries)*"[2]. Donor approaches to harmonisation have emphasized operational efficiency goals and have not been sufficiently motivated by gender and rights issues. The possibility for synchronicity of aid effectiveness and gender is dependent upon the presence of a highly skilled senior gender analyst within a program. The Terms of Reference / Job Description of all project and program leaders should include responsibility for gender. A Gender Community of Practice could be a forum to discuss and explore gender policy

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[1] Kane, 2008:3

[2] Ibid.

and practice lessons learnt, as well as accessing related knowledge and gaps in programs. The country's Ministry for Women's Affairs must have a central role here. The evidence base for privileging one modality over others or for demonstrating the relative effectiveness and impact of different modalities and instruments on the lives of women, and men, remains weak. There is considerable room for negotiation between human rights values and family / community / cultural values and ideals.

Managing for Results: This Principle provides a strategic entry point for planning and monitoring the rights-based obligations of the partners. There is evidence of a link between a lack of gender analysis at any point in the development initiative and a poor monitoring and evaluation framework, and/or poor social policy performance outcomes. To manage for gendered results requires, at a minimum, the disaggregation of data by the factors and forces which shape the lives of women, and men, in particular developmental contexts. This could include some or all of age, location, marital status, ethnicity, education, and other factors, but it invariably includes gender. To emphasise the importance of gender disaggregated data is not to reduce measurement of results to quantitative methods. Therefore, continuous attention to gender effectiveness is required by donors in the monitoring and evaluation of a contract's delivery. Meaningful outcomes and results need to be identified and agreed between the various participating parties, including real empowerment-orientated outcomes. Providing spaces, time and options is critical so that women and men and agencies connected to the program can identity their own result areas, and pathways to achieving these. Gender related activities and outputs need to be backed by budgetary support. Monitoring and evaluation templates must reflect every reference to gender, human rights, poverty, participation, and MDG relevant commitments. Additionally, 'unexpected' results which have contributed to the positives and negatives of a program and that build on the strategies that are working for women and communities need to be embraced. No project or program should proceed to implementation on the basis of short cuts in fact-finding, in Rapid Rural Appraisal or in other similar field work.

Mutual Accountability: Approaches have tended to focus on the narrow aid management agenda. Focusing on civil society engagement enhances the role it can play in accountability around political, social and economic goals of equity and rights. There needs to be a clear understanding by all stakeholders that the participation of women is neither the same as nor does it ensure gender awareness. In certain situations, deliberate steps must be taken to ensure male voices, and transgender voices, are heard. Mutual accountability needs mutually respectful and responsible relationships. Multi lateral agencies act on behalf of donors and are partners in

ensuring that the highest benchmarks of the stakeholder parties are the program's actual benchmarks. Rigorous accountability is vertical and horizontal and presumes a healthy participatory approach of accountability to communities

There were other cross-cutting lessons learnt about gender and aid effectiveness which were identified through the researchers' Pacific-based research and literature, as outlined here:

The absence of a human rights policy in a donor agency is immaterial to the human rights obligations that every staff member has, at home or abroad, in every moment of all their work, acting as an agent of the state. Staff are *obliged* at all time to act in accordance with *all* these commitments – civil and political and economic, social and cultural rights, and the rights of women, children and persons with disabilities. That some staff disputed that they had this fundamental obligation in international law, suggests a significant need for training in this area.

Aid and gender effectiveness is dependent on the passionate commitment to rights-based approaches amongst key stakeholders.

The research team observed that the value of utilising a relational approach in our research was that it captured the many ways stakeholders – especially NGOs - are acting as independent development actors. An aspect of this relational approach is the need to include women's narratives so as to record the strategies and systems women are using to influence social change. This is because women are still, most often, not invited into formal donor-based decision-making fora.

As has previously been detected in other aid projects by the authors and again observed in this research, the further the distance between the project program participants and the implementing process, the less likely it is for good gender practice and outcomes, and good aid effectiveness practices to be in evidence. While this remains the case, there should not be any rush to new modalities at the expense of continued funding of civil society organisations or small initiatives, or specific gender-focused elements of projects and programs.

The research team found that when program participants were seen as experts, gender and aid effectiveness processes and practices were likely to be achieved. Local people are often motivated to achieve outcomes which are rights-based and which build self respect, self esteem and an independence from donor or government partners.

The research team was reminded that the best outcomes are achieved when sensitivity to gender and a commitment to gender equity and justice infuse all aspects of the work and the sensibility of the senior staff in donor, government or civil society stakeholders. One of the case studies achieved this outcome.

Additional findings of this research team revolve around institutional arrangements and systems. To paraphrase the United Kingdom's Secretary for State Hilary Benn[3]; the challenge itself is in placing gender "into the heart" of each donor agency's work. Where the following characteristics exist within an institution, the agency's work is more likely to be gender inclusive:

- the overall goals and mission of the institution are values-based and oriented towards equity and social justice
- there are gender advocates inside the institution, especially where they are networked with each other
- the institution is sensitive to the use of language
- the search for pathways through social concerns is supported by social research and undertaken in listening mode
- internal structures are task oriented rather than hierarchical
- alliances with like-minded people within and external to the institution are encouraged.

In conclusion:

Can the *Paris* Declaration, by itself, increase gender awareness in aid effectiveness? No.

Does adopting a gender lens increase the likelihood of achieving the *Paris* Principles? Yes.

This research is part of a significant struggle to 'square the aid and gender effectiveness circle'. The authors' recommendations clearly focus upon what NZAID and AusAID can achieve within their own organisations through adopting a more proactive gender lens into their practice. The recommendations cover the *Paris* Principles, and include two specific adjustments to current organisational definitions pertaining to gender and gender equity. These practices, in concert with the pre-existing international and domestic gender policy commitments of these two aid agencies, will increase the likelihood of achieving gender and aid effectiveness in the Pacific.

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[3] Hilary Benn. March 8th 2007. Quoted in Eyben et al. 2007:18

SECTION 1:- INTRODUCTION

1.1   NZAID and AusAID asked for a process which would deliver:

- A case study resource that illustrated how attention to gender equality could improve aid effectiveness to deliver positive development outcomes.
- Recommendations on how to use a focus on gender equality to improve development effectiveness.

1.2   The *Paris* Declaration on Aid Effectiveness (henceforth also referred to as '*Paris*') was signed on March 2, 2005 by representatives of more than 100 partner governments, multi-lateral organisations and donor governments including New Zealand and Australia. The declaration is based on the view that aid works best and is most likely to promote development when:

- Developing countries exercise leadership over their development policies and plans *(ownership);*
- Donors base their support on countries development strategies and systems *(alignment);*
- Donors co-ordinate their activities and minimise the cost of delivering aid *(harmonisation);*
- Developing countries and donors orient their activities to achieve the desired results *(managing for results);* and
- Donors and developing countries are accountable to each other for progress and managing aid better and achieving developing results *(mutual accountability).*

1.3   NZAID and AusAID wished to review a sample of existing Pacific-based aid projects to examine what outcomes the *Paris* Principles and gender policies were delivering. A *Conceptual Framework* that was contemporary and applicable to the Pacific region needed to be developed.

1.4   The researchers reviewed significant relevant literature on gender equality and aid effectiveness. The research team was influenced particularly by the very accomplished work of Caroline Moser and by Rosalind Eyben. The Pacific context of gender was also explored and integrated in our methods. Of particular concern to the research team was the need to understand and give voice to Pacific nations' poverty. Briefings from NZAID and AusAID officials also gave the research team specific questions to respond to:

- How is gender equality being used as a positive for development outcomes in practical terms?

- Can we identify the tensions and inconsistencies in the practical application of *Paris* in respect of transformative gender policy?

- Can we make recommendations to NZAID and AusAID about maximising development effectiveness through the range of existing aid modalities and the need for gender analysis implementation and outcomes?

- If *Paris* is supposed to be inclusive of gender what does this mean? Why hasn't this been optimal in Pacific programs delivered by NZAID and AusAID? Where could it have been done better?

- NZAID in particular speaks of moving to bigger, longer, fewer, deeper programs and, as the history of development shows, these tend to sideline women even more. How can we stop this happening?

- For some staff, gender is just 'something else that you need to do'. When program managers are not doing their gender analysis or gender is not in the skills set of those people involved in programs, how can this be overcome or dealt with?

- Gender is not part of operational planning particularly when donors engage at a higher level. What kind of influence might the donor have around the *Paris* Principles when not working with a committed partner, especially in respect of gender?

- Participation at this level, we were advised, was pretty haphazard and knowledge was pretty grim. Agencies were looking for consistency and system harmonisation around thinking about gender. What kind of analysis would help this and what was appropriate?

1.5 This collectively wisdom was woven into the team's eventual research methods' approach, namely that it be relational and human rights-based. Molly Kane's extensive work in this domain assisted in grounding the research methods developed. A series of questions - '*Conceptual Framework Questions for Case Studies'* (see *Appendix IV*) – were created by the research team and were consistently used to interrogate each case study in respect of gender and the *Paris* Principles. The evolution and contents of this framework are outlined in *Section Two*.

1.6 Four case studies of NZAID and AusAID-supported initiatives were undertaken. These were:

- Samoa – Community Development

- Solomon Islands – Solomon Islands Roads Improvement (Sector) Project (SIRIP)

- Papua New Guinea – HIV/AIDS

- Pacific regional – Pacific Regional Policing Initiative (PRPI)

1.7   Each of these case studies reflects a range of aid modalities, sectors and partner country contexts. This information is outlined in *Section Three* to contextualise the gender and aid effectiveness assessments undertaken by the consultant researchers. The consultants deliberately featured one specific HIV-prevention project in PNG, both because it had a different approach to gender, and because we wanted a spread of micro, meso and macro approaches in the case studies. The four case studies highlight when gender equality has or has not been used as positive leverage for development outcomes in practical terms. We wanted to appreciate if best practice in respect of gender and the *Paris* Principles could be lost dependent on the 'size' of the project or program, or the mode of delivery.   The researchers identify where there were strengths, tensions, inconsistencies or challenges in promoting the *Paris* Declaration Aid Effectiveness agenda and Principles through these projects. The findings of the gender equality / aid effectiveness analysis from each of the four case study investigations are included here.

1.8   Findings and lessons learnt from the entire research process are shared in *Section Four,* with the lessons identified according to each of the five *Paris* Principles. Finally, Recommendations from the researchers are shared in the last section (*Section Five)*. There is a twofold focus to these Recommendations: practical ways to advance gender equality in the Pacific and to maximise development effectiveness through a range of existing aid modalities; and incidents of very poor development practice to be avoided at all costs.

1.9   The Appendices include a chart outlining the current international human rights commitments made by each Pacific country; examples of useful CEDAW articles for benchmarking program rhetoric and practice (Convention on the Elimination of All Forms of Discrimination against Women, 1979); research questions specific to each *Paris* Principle; the meeting itineraries in each country, in New Zealand, and the teleconference-based meetings undertaken; and a bibliography of over 160 articles..

1.10   It should be noted that the 2005 *Paris* Declaration made only one reference *(Paragraph 42)* to gender equality: *"Similar harmonization efforts (that is similar to the harmonized approach to environmental impact assessments) are also needed on other cross cutting issues such as gender equality and other thematic issues including those financed by dedicated funds."*

1.11   It is important to note what happened to the language of the *Paris* Principles when Pacific Aid Effectiveness Principles were developed, designed to fit the Pacific Context. Adopted at Koror, Palau on 13 July 2007, the Pacific Islands Forum Secretariat claimed these had been 'work shopped and consulted upon widely across the Pacific region'. The supplementary notes and Principles were highly mechanistic and bureaucratic. The words 'civil society' and even 'private sector' disappeared completely from the *Paris* Principles in their Pacific translation

1.12   Gender Equality was mentioned only twice in the March 2008 Draft of the Accra Agenda for Action: First,: "*The Paris Principles are providing a solid programme for accelerated progress on gender equity, environmental stability , respect for human rights, and good governance that is fundamental to good development results.*" The second was: "*We will invest more in gender disaggregated data as a way of increasing the impact of aid*".

1.13   The Accra Agenda for Action was produced at the Third High Level Forum on Aid Effectiveness [4] (henceforth referred to as '*Accra*'), which occurred in September 2008. This Forum significantly strengthened gender language and outcomes in relation to aid effectiveness:

Gender equality, respect for human rights, and environmental sustainability are cornerstones for achieving enduring impact on the lives and potential of poor women, men, and children (Paragraph 3).

We will broaden country-level policy dialogue on development. *We will engage in open and inclusive dialogue on development policies. We acknowledge the critical role and responsibility of parliaments in ensuring country ownership of development processes. To further this objective we will take the following actions:*

  a) Developing country governments will work more closely with parliaments and local authorities in preparing, implementing and monitoring national development policies and plans. They will also engage with civil society organisations (CSOs).

  b) Donors will support efforts to increase the capacity of all development actors—parliaments, central and local governments, CSOs, research institutes, media and the private sector—to take an active role in dialogue on development policy and on the role of aid in contributing to countries' development objectives.

  c) Developing countries and donors will ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality, human rights, disability and environmental sustainability (Paragraph 13).

"We recognize that additional work will be required to improve the methodology and indicators of progress of aid effectiveness" (Paragraph 30).

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[4] Accra Agenda for Action, Third High Level Forum on Aid Effectiveness, Accra, Ghana, 4 September 2008.

1.14   One of the most important changes in *Accra* was the establishment of civil society advice to the OECD on gender and aid effectiveness, with the feminist human rights organisation AWID (Association of Women in Development) being chosen as the representative agency for this task.

For countries in fragile situations "including countries emerging from conflict", *Accra* acknowledged that aid effectiveness Principles "need[ed] to be adapted to environments of weak ownership or capacity"[5]. In support of the newly established 'Principles for Good International Engagement in Fragile States and Situations', a further five actions were agreed. This recognition is applicable to some Pacific nation's domestic situation. Additionally, recognition was made in *Accra* of:

- the Millennium Development Goals and the disproportionate number of poor women / girls globally;
- gender equality being a cornerstone to achieving enduring impact and therefore how vital it is that policies address gender equality in more systematic and coherent ways;
- the need for more inclusive partnerships, dialogue and engagement with civil society;
- program and policy implementation consistency with agreed international gender equality commitments;
- the root causes of conflict / fragility, and ensuring the protection and participation of women; and
- the need for sex-disaggregated data.

1.15   As yet, no Pacific interpretation has occurred pertaining to *Accra*.

1.16   The Terms of Reference for this case study work were written in the context of the *Paris* Declaration and prior to *Accra*. This, the field-based research was undertaken prior to the new Accra Agenda being agreed. Where possible, *Accra* statements are cited by the authors in this report's analysis.

1.17   The opinion of the research team is that gender is still largely invisible in the international aid effectiveness discourse: the advancements in *Accra* are significant only because *Paris* did not address gender at all. Additionally, little literature from the OECD-DAC (Organisation for

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[5] Accra, op.cit., para. 21.

Economic Cooperation and Development - Development Assistance Committee) has successfully melded aid effectiveness and gender.

1.18   To be clear, what is being asked of this research team at this time has never yet been achieved internationally where many minds have been applied to the vital task of integrating aid effectiveness and gender. This research is part of a global struggle to meaningfully give strength and vitality to gender issues in the delivery of foreign aid.

SECTION 2:- CONCEPTUAL FRAMEWORK AND RESEARCH METHODS

2.1   The team selected the definition of gender from the NZAID Gender Analysis Guideline (2008) as their working definition. Gender is understood as *"Social attributes, opportunities and roles associated with being female and male and the relationships between and amongst women and men, girls and boys. What is expected, allowed and valued in a woman, man, boy or girl in a given context, society or culture at a specific time and place"*[6].

2.2   Gender equity *"Recognises that different approaches may be needed to produce equitable outcomes by taking account of and addressing the differences between and amongst the lives of women and men, girls and boys and the diversity of different groups of women/girls and men/boys"*[7].

2.3   Gendered power and relationships are constantly in flux:

The relational or contextual point of view suggests that what the person 'is' or indeed what 'gender' is, is always relative to the constructed relations in which it is determined. (It is) a shifting and contextual phenomenon[8].

2.4   Thus, a gender analysis does not homogenise 'people'; it names women, girls, men and boys and is mindful of its context. For example, when it is reported that men and women, girls, and boys make many daily trips on foot, this does not mean that this observance is reported as 'people' making daily trips. The reader / analyst needs to know that all four groups have been observed in this activity and therefore taken account of.

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[6] NZAID. (2008) *Gender Analysis*. See http://nzaidtools.nzaid.govt.nz/?q=gender-analysis/nzaid-commitment-rational-key-concepts

[7] NZAID. (2008) *Gender Analysis*. See http://nzaidtools.nzaid.govt.nz/?q=gender-analysis/nzaid-commitment-rational-key-concepts

[8] Butler, J. (1999) *Gender Trouble Feminism and the Subversion of Identity.* London: Routledge:15

2.5   Gender is a fundamental cornerstone of development, to be incorporated in all policies at all levels and in all stages. The best gender analysts take 'gender' with them at every point, as a lens on every issue.

2.6   The idea that you can 'do' the *Paris* Principles as an analysis, and then 'do' gender as a separate silo, is anathema to the best gendered practice. Yet this is the process many audit based approaches invite, and the language of some agency and contract staff we spoke with reflected this approach.

2.7   Audit based approaches over the years have suggested that 'gender' can be 'done' a number of times; for example in (1) fact finding, or (2) scoping the environment and establishing a data base, or (3) conception, or (4) engaging in genuine community consultation before the first draft of the program document or (5) design or (6) commencement or (7) constant iteration of the monitoring base or (8) evaluation. But gender is not a static dimension attended to from time to time. Gender analysis is required as a 'front of brain' alert at all times throughout any program in the same way as legal requirements and budget requirements are ever present.

PACIFIC AND GENDER

Gender Gender

Sex roles, responsibilities, attitudes, behaviours, rights

Gender, Gender

Backlash on Women, Men confused

Gender! Gender!

Working together as partners

Gender! Gender!

Makes a difference through Pacific eyes[9]

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[9] Sam D (99) Solomon Islands Women's Information Network, Suva, Feb 1999

2.8   While Pacific countries are party to CEDAW and other human rights conventions (see *Appendix I* for Human Rights commitments by each Pacific country) there will be a range of views about gender and human rights because these ideals are influenced by cultural and social norms. Countries (and communities) will each have their own gender related challenges and preferred strategies.

2.9   Pacific expressions of gender include "fa'afafine" (Samoan); "fakaleiti" (Tongan); "laelae" (Cook Islands); "mahu" (Tahitian and Hawaiians). These indigenous terms pertaining to gender are *not* centred upon a person's sexuality or sexual preference(s), but upon a person's 'gender variant roles' and aspects. Importantly, the "fa'afafine / fakaleiti / laelae / mahu person is more appreciated because of the various contributions they could make in their family and with their community[10].

2.10   In the Pacific, knowledge, understandings, attitudes and skills in gender advocacy are influenced by factors such as: sex, age, family circumstances, location (urban/rural) education, travel, access to informational technology, and employment. In addition, Pacific understandings of gender and human rights are also influenced by the interplay of factors such as:

- The enduring importance of the extended family systems in the Pacific's predominantly semi-subsistence societies, despite increased urbanisation. Male and female roles are visioned and learnt within this community/ family nexus, including the priority to working together to ensure the family good (however this is defined), gendered domains of responsibility, usually with males in leadership roles, and differential access to resources.

- The importance of religion and the enshrinement of gendered roles in the heavily patriarchal church systems and, in notions of what right behaviour is and what is ungodly. The reinforcement of gendered roles and status in national legal and constitutional processes supports this patriarchal system.

- The absence of analysis of masculinities in the Pacific debate, and an absence of transgendered voices.

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[10] Reddy, M (2008) *Draft Paper – The Economics of HIV/AIDS in Small States: Evidence from Pacific Island Countries.* London*:* Commonwealth Secretariat:15.

- Conflict between custom law and human rights. For example, views that human rights' ideals place too much emphasis on individual rights and not enough on duties, alongside views that customary values and traditional practices are conservative and patriarchal and, a concern with the impact of customary values and practices on women and children[11] entrench this conflict.

- The conflation of gender and women. The Triennial Regional Conference of Pacific Women (2004:21) emphasised the need to distinguish between programs that emphasize women's roles as wives and mothers and which promote practical women's activities (WID approach) with those programs that are committed to women's equality rights and the advancement of women, typically labeled a gender and development approach (GAD) approach. Both approaches provide opportunities for women and men to influence social change.

NEW VISIONS

2.11   The Pacific Platform of Action (PPA) for Sustainable Development (1996) highlighted women's tremendous faith in the family systems as central both to their vision of what development should be and to the strategies they used to achieve their development goals. In the past ten years there has been increasing questioning of whether, while Pacific women are preserving the customary ways, the customary ways (as practiced) are ensuring women's well being. For example, Pacific women's political participation is very low (see Table 1 below); it has been described as on a par with that of women in the Arab States.

Table 1: Women in Pacific Parliaments and Governments, September 2007

Country	Number of legislature	Number female	% female	Cabinet
French Polynesia	57	28	49.1%	2

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[11] See Custom and Human Rights in the Pacific: Summary Document 2006

Country	Number of legislature	Number female	% female	Cabinet
New Caledonia	54	24	44.4%	3
Cook Islands	24	3	12.5%	1
Fiji	71	8	11.3%	2
Samoa	49	4	8.2%	3
Kiribati	46	2	4.8%	0
Vanuatu	52	2	3.8%	1
Tonga	30	2	3.3%	1
Marshall Is	33	1	3.0%	0
Papua New Guinea	109	1	0.9%	1
Nauru	18	0	0.0%	0
Palau	16	0	0.0%	0
FSM	14	0	0.0%	0
Solomon Is	50	0	0.0%	0
Tuvalu	15	0	0.0%	0

Sources: J Fraenkel, UNDP and SPC data.

2.12   The increasing number of reported cases of violence and sexual abuse against women and girls has been noted in every Pacific nation, as has the skyrocketing numbers of women and girls affected by HIV and a growing feminisation of poverty, including women's inequitable access to communally held land and sea resources.

2.13   Clearly, achieving gender equity will require a multi-leveled approach combining program and policy-level action, advocacy and skills building and the review of legal and constitutional

processes[12] as will be seen in the case studies. The mediation between the old ways and the new will be part of this process.

2.14   Despite government priority to gender equity, it has been the Pacific NGOs (largely women's groups) and volunteers, organising outside the government systems, which have led the way in gender and rights advocacy and training. The exclusion of NGOs in the Pacific version of *Paris* has added a further challenge to the complex task of Government – donor – NGO partnerships in achieving gender equity.

POVERTY

2.15   In respect of poverty the approach by the research team was taken of understanding Pacific poverty as being of the following nature:

- Extreme poverty and an inability to meet basic needs.
- Poverty of opportunity where opportunities to participate in economic, social, civil and political life are seriously limited.
- Vulnerability to poverty where individuals, communities and countries are particularly vulnerable to circumstances likely to damages their livelihoods, their ability to meet basic needs and their ability to participate actively in economic, social, civil and political life.[13]

2.16   Of equal importance are the references to poverty in the Beijing Declaration, adopted by all the donors and partners in this case study report:

In order to eradicate poverty and achieve sustainable development, women and men must participate fully and equally in the formulation of macroeconomic and social policies and strategies for the eradication of poverty. The eradication of poverty cannot be accomplished through anti-poverty programmes alone but will require democratic participation and changes in economic structures in order to ensure access for all women to resources, opportunities and

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[12] see UNIFEM UNDP Translating CEDAW into Law 2007, UNIFEM Suva

[13] Part 5 of the NZAID Pacific Strategy 2007- 2015 *Te Ara Tupu, The Pathway of Growth - Tackling Poverty in our Region.*

public services (Paragraph 47)[14]..These understandings of poverty were imperative within the Pacific context of this research.

TEAM RESEARCH APPROACH

2.17   Prior to entering the Pacific and working alongside the nominated case study projects directly, the research team undertook an extensive secondary data search of the major and significant literature on *Paris* and on gender. A comprehensive desk-based review of literature pertaining to these fields of enquiry was undertaken, with over 160 items analysed. Additionally, the team was briefed by New Zealand and Australian aid agency representatives on the projects and on the agencies' current positioning on aid and gender effectiveness. This significant body of qualitative and quantitative knowledge led to the research team developing a conceptual approach and questions that were of a *relational or processual approach and human rights-based approach*, compared with a mechanistic audit-orientated output approach.

2.18   The 2008 Dublin workshop of the DAC networks on Gender Equality, Governance and Environmental Sustainability[15] gave consideration to these approaches: *For over two decades most DAC member countries' policies have included a strong commitment to using development co-operation to address environmental issues and gender inequalities. Both issues have proven to be difficult to address, not responsive to "quick fixes", and there has often been a gap between "what we say we do" and "what we actually do". Although the focus on human rights in development is more recent, its integration into development agendas has been subject to similar challenges to those experienced with gender equality and the environment.* A number of key messages from this DAC workshop pertain to aid and gender effectiveness issues within the context of relational and human rights-based approaches:

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[14] United Nations. *1995 Beijing Platform for Action*

[15] OECD (2008). *Aid Effectiveness: Implementing the Paris Principles. Development Co-Operation Report 2007.* Vol 9, No.1:61

Gender equality, human rights and environmental sustainability are fundamental cornerstones for achieving good development results; can be advanced through implementing the Principles and partnership commitments of the *Paris* Declaration; and must be harnessed to advance the implementation of the *Paris* Declaration.

National ownership is about genuine collective ownership by society as a whole. Parliaments, civil society organisations and the wider public, as well as political institutions at the sub-national level, are important "owners" of development strategies and policies, and drivers of change. Genuine ownership requires political leverage and space as well as a legal-institutional framework that ensures that citizens – including the poor and the most marginalised women and men – are able to engage in decision-making processes and hold their governments accountable. Broad consultative processes which engage and give voice to civil society will often open up a dialogue and debate where concerns about addressing human rights, gender differences and environmental sustainability are likely to emerge as development priorities.

Alignment works best when environmental sustainability, human rights and gender equality are institutionalised in legal frameworks, national strategies and robust policies. In many countries, human rights, gender equality, access to health care, safe water and a clean environment are enshrined in constitutional and other legal instruments, which often reflect and incorporate international legal obligations deriving from agreements to which both partners and donors are party. This provides a basis for dialogue as well as mechanisms and modalities for donors to align their efforts and to monitor progress.

Harmonisation can bring gender equality, human rights and environment to the centre of Paris Declaration implementation. Harmonisation requires trust, transparency and changes in the ways donors do business. Increased harmonisation of donors' efforts in relation to gender equality, human rights and environmental sustainability will improve effectiveness, avoid fragmentation of donor efforts and help bring these issues from the margins to the centre of the implementation of the *Paris* Declaration. Joint Assistance Strategies (JAS) provide the basis for enhanced harmonisation and a more effective division of labour among donors at country level, based on donors' comparative advantages and competencies. In some cases, human rights, environmental sustainability and gender equality are considered as a sector, while in other cases they are integrated into other priority areas such as water, governance or health and HIV/AIDS. The Country Harmonisation and Alignment Tool (CHAT) for HIV/AIDS and Strategic Environmental Assessments (SEAs) have proven to be useful harmonisation instruments.

Managing for results provides ready entry points for integrating human rights, gender equality and environmental sustainability. Human rights, gender equality and environmental sustainability are objectives in themselves. Without results in these key policy areas, short-term achievements in aid effectiveness will have little meaning. It is essential to include monitorable objectives linked to human rights, gender equality and environmental sustainability in existing national and sub-national data collection and monitoring systems and performance assessment frameworks. Making accurate information available to individuals and organisations is essential for both measuring the impact of development initiatives and for holding government agencies to account. Transparency, participation and the right to information are key elements of such an approach.

Meeting environmental, gender equality and human rights objectives gives substance to mutual accountability. Strengthened domestic accountability through engagement with civil society is essential to democratic ownership, as is support for representative government, an independent judiciary and an independent media. Accountability is not just provided by states to citizens; it also has to be demanded by citizens. Developing countries have a responsibility to create and sustain "home-grown" accountability institutions and mechanisms, and donors need to do a better job of supporting them. This includes both strengthening independent oversight systems and public institutions to ensure checks and balances, and supporting performance frameworks (horizontal accountability) and civil society and citizen-led initiatives, the independent media and electoral processes (vertical accountability). At the same time, donors need to be accountable for their undertakings and commitments. This is likely to require some "rebalancing" of the partnership so that partners and civil society actors are better equipped to hold donors to account. Human rights frameworks and instruments play a particularly important role in strengthening the implementation of accountability commitments (Ibid).

2.20   A relational approach means clear recognition of messy partnerships of complexity. It looks for possibilities of decentralised decision making and more diagnoses of challenges and of opportunities. A relational approach privileges muted voices and looks for the silences where people have been relegated to the back of the room or simply not invited. This approach is not afraid of political disagreement and debate, and is concerned that civil society and private sector representation are involved from design through to the final evaluation of major programs. This approach sees the audit book / tick box processes as static and the relationship approach as understanding development to be transformative and dynamic. It highlights opportunities of planned opportunism and talks about capacity development as energy, as opposed to capacity development as a series of output figures. It contextualises how 'orthodoxy' can be claimed as 'culture' (or a number of other justifications) for privileging the existing orders. The relational approach looks for safe spaces where people can safely engage in practical steps in their own development.

2.21   The nature of *checking on gender* is one of partnership not of policing. It involves a constant reflective practice by practitioners.   This conceptual approach asks of all stakeholders and participants 'who decides what is a result?' and 'what expertise do they have to determine that?'

2.22   This conceptual approach became our primary mode of operation in the field-based research process and in analysis. The approach was absolutely grounded in the realities we found in the field. We recognised that our past and present experiences of working in the Pacific frequently paralleled the experiences outlined by Caroline Moser and colleagues in their Department for International Development (UK) Malawi Gender Audit – that gender 'evaporated, (was) invisibilised or resisted'[16]. We were also influenced by the work, led by Rosalind Eyben, on

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[16] Moser, C. (2005). *An introduction to gender audit methodology: Its design and implementation in DFID Malawi*. London: Overseas Development Institute.

Moser, C., M'Chaju-Liwewe, O., Moser, A., & Ngwira, N. (2004). *DFID Malawi gender audit: Evaporated, invisibilized or resisted?* Retrieved July 22, 2008, from http://www.dfid.gov.uk/Pubs/files/gender-audit-malawi1.pdf

Gender Equality and Aid Effectiveness[17]. This work reflected real field-based experiences, and the research team recognised all the modalities and opportunities that Eyben et al wrote of, again reflecting this research team's extensive experiences in Pacific-based work.

2.23   We also took the definitional lead from Eyben's work pertaining to gender equality and aid effectiveness, adopting the following *Paris* Declaration definitions from this literature:

Ownership: Recognising that there are many different points of view and making sure that gender equality advocacy gets its voice heard

Alignment: Being context specific and assuring the necessary capacity and financial resources for backing the government's, not donor's, gender equality priorities

Harmonisation: Agreeing a common framework while using a variety of aid instruments

Managing for results: Evidence of how gender sensitive programming makes a difference while being aware that qualitative methods may be required for capturing some of the most significant results in an ever changing world

Mutual accountability: Joint monitoring and peer reviews against pre-established frameworks, rewarding success

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2.24   There are certainly key challenges and opportunities facing aid agencies and staff when utilising relational and human rights-based approaches. Molly Kane has explained these eloquently:

The Paris Declaration, as an agreement of the aid regime, has been criticized for being "gender-blind". This is not simply an omission, and it must be taken into consideration when assessing how the aid regime works... Nothing in the Paris Declaration directly or fundamentally

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[17] Eyben, R. (2007). *Gender equality and aid effectiveness: Challenges and opportunities for international practice: Experiences from South East Asia*. Bangkok, Thailand: DFID, UNIFEM and World Bank.

Eyben, R. (2008). *Power, mutual accountability and responsibility in the practice of international aid: A relational approach*. Brighton: Institute of Development Studies at the University of Sussex

addresses the gendered nature of poverty. One has to ask; if the gendered nature of poverty is not addressed, then what possible confidence could one have in the declaration's underlying assumptions about poverty itself? And without a more rigorous and complete analysis, or framework, how does one have confidence in its effectiveness to reduce poverty? What phenomenon is being addressed through this agreement on aid?

Do our interventions and policy recommendations aim for more autonomy for women or more care from them? The goal of gender equality is a goal of justice, which necessarily requires changes in relations of power which cannot be redressed or addressed with the instrumentalization of women for development... The instrumentalization of women in the discourse of poverty reduction and development is pervasive. As an example of this formulation, a recent CIDA document states: "Research has shown that development activities yield better results when designed to foster access of both women and men to program resources and benefits." Women's centrality in development should not be because women are better caregivers and therefore able to contribute to maintaining what is still a dysfunctional system, but because women have inherent rights; and because their historical social inequality is one dimension of systems and practices of other kinds of social inequality and discrimination. The transformation in social and economic relations needed to bring about equality between men and women would require profound changes in other power relationships that would also change... wealth, political representation, and the recognition of the value of all members of society.

We should interrogate the principle of country ownership which is so central to Aid Effectiveness discourse. The tensions around ownership and national sovereignty are especially important in relation to women's emancipation. Women's exclusion from political space is widespread and profound, resulting in women's systemic mis-representation. What is the relationship between aid and the complexity of women's subjugation in the private and public spheres? If women could "frame" the issue of development through authentic representation, what would women want?[18]

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[18] Kane, M.(2008). *Gender, the Paris Declaration and Women's Emancipation"* Speaking notes for Molly Kane, Inter Pares to 'Does Aid Work? Can it Work Better? Crucial Questions on the Road to Accra and Doha North-South Institute Conference, June 17-18, Ottawa 2008:4-5

2.25   The three countries selected for study and the four case studies were determined by AusAID and NZAID. The determination of who to meet with in each country visit was discussed amongst the research team and with AusAID and NZAID staff, with itineraries being jointly finalised (see *Appendix III* for the full schedule of meetings). The research team members undertook 4-6 day field visits into Samoa, Papua New Guinea and Solomon Islands during August – September 2008, and sat with, listened to and spoke directly with stakeholders. These people included:

- Staff from donor programs

- Recipients of donor programs

- Civil society agency staff

- In-country government department staff and Ministers of the Crown, and local government

- New Zealand & Australian government representatives (High Commission and Aid agencies)

- Faith-based representatives

- In-country university staff

- Contractors and Consultants

- Private sector

- Citizens

2.26   When in-country, language was 'negotiated' between the researchers and the participants. This was because using the local language (with an interpreter when needed) was important, and was utilised when available. Participant observation was a very useful research method adopted during the in-country meetings. The semi-structured discussions in these meetings were most often 'facilitative' in nature; after a short introduction from the researcher(s), the people being met were encouraged to openly share their ideas, stories and perspectives, whilst the researcher(s) listened and took notes (having gained permission for this). The meetings themselves ranged from formal to informal; some were particularly sensitive in nature whilst other discussions were provocative, even shocking in content.

2.27   Whilst NZAID research practice does not require an independent ethical application process to occur, as academic researchers, we are each bound by our respective institutions' *strict* ethical protocols and policies. These necessarily guided our research practice throughout the entire research project.

SAMOAN NGO SUPPORT FUND (NGOSF)

3.1 Samoa's first CEDAW reporting[19] noted women's high levels of education but that reform was still required in regard to gender based violence, family, employment, land and criminal law. Women's low level of representation in Parliament was noted as was the fact that rural women reported they played an important role in decision-making at all levels. The role of the Ministry of Women, Community and Social Development (MWSCD) in coordinating gender equality work within Government, incorporating gender concerns into all aspects of social affairs and policy making and cooperating with non-government organisations (as in the CEDAW Partnership) was also highlighted.

3.2 How are Samoa's NGOs using the NGO Support Fund (NGOSF) – and the changing modalities for aid this implies - to address these issues and achieve gender effectiveness, development effectiveness and gender equality? Has this small targeted intervention - estimated at just over 5%[20] of the New Zealand – Samoa bi-lateral programme - provided spaces for women and men to dialogue on human rights issues and new visions for national development? Has the fact that over 95% of NGO groups, leaders and members are women, influenced programme focus, delivery and outcomes or, has the exploration of a masculinities agenda been encouraged[21] Finally, what are the lessons for other Pacific nations seeking to introduce a NGO capacity building strategy or, donors interested in contributing to the Samoa scheme? These and other questions are examined at two levels in this case study: a national NGO umbrella group which is implementing NGOSF; and two of the fund recipients - the Women in Business Development Inc (WIBDI) and the Mapusaga o Aiga (MOA). Questions here are how opportunities for gender awareness and aid effectiveness are emerging as NGOs engage as independent actors in their own

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[19] See CEDAW committee report back on Samoa's initial, second and third periodic reports to CEDAW Jan 2005

[20] See NZAID Post records. The initiative began with NZ$250,000 in 2003 to approximately $450,000 in 2007.

[21] See Emily Esplen (n.d.). The nature of men's involvement in the struggle for gender justice has fiercely divided gender-equality advocates

right (Accra, 2008). The relational or processual approach used in this case focuses on people, partnerships and the pathways NGOs develop as they pursue their goals.

3.3   The NGO Support Fund (NGOSF) was established in 2004 and is unique. First, it provides core funding of between T$70-100,000 per year to NGOs for a three year period so as 'to enhance and expand the capacity of Samoa's indigenous NGOs to respond to the development needs identified by the communities in which they work and to contribute building a strong, independent, just, healthy and prosperous Samoa' (NGOSF reports). This is the first funding of this kind in the Pacific. Second, from design, organisation, implementation through to monitoring and evaluation the NGOSF has been a collaborative venture between the Government of Samoa, NZAID and SUNGO - the Samoa Umbrella NGO. Deep feelings of ownership and mutual accountability have developed between these groups in the many and on-going programme discussions. So, from the very outset, the NGOSF is in line with the *Paris* Principles of ownership, harmonisation and mutual accountability for example. Third, the fund is administered by an NGO – SUNGO – under contract to NZAID. It is important to note that while SUNGO provides the secretariat for the NGOSF, recommendations to NZAID on executive decisions, such as which NGOs will be funded, are made by a NSF Committee comprising SUNGO (non voting member) NZAID, a government of Samoa representative, and an NGO nominated by SUNGO. NZAID makes the final decisions in these matters. All told, the NGOSF presents a capacity building opportunity both for a national umbrella NGO, which until now has been really struggling to gain recognition and traction, and for individual NGOs.

3.4   NGOSF goals are: the reduction of poverty and the empowerment of local communities. Objectives are to strengthen the capacity of NGOS to effectively carry out their own organisational purposes in order to:

- Encourage and support participation by local communities and build upon their strengths in addressing locally identified problems and issues;
- Address human rights issues, including gender disparities and the needs of vulnerable groups at all levels;
- Enable NGOs to conduct advocacy on key issues affecting target communities and
- Support and facilitate opportunities for income generation at community and household levels.

3.5   Groups applying for funding must demonstrate a community development focus primarily targeting vulnerable groups (poor); be an indigenous NGO and registered as an NGO; have a

national coverage and be a fully paid financial member of SUNGO - a requirement which some NGOs see as a challenging of NGO autonomy. A senior programme official said that a 'record in human rights' was another consideration.

3.6 NGOSF blend of community strengthening, human rights and gendered goals aligns directly with Samoa's' Strategy for Development ([SDS], 2008-2012); Samoa's National Policy on Women (2008); the Pacific Plan; the Pacific Platform for Action for Women (Secretariat of the Pacific Community [SPC], 2005); and Samoa's global commitments including the MDGs; CEDAW; and UNCRC. The priority to government – community partnerships also acknowledges the role Samoa's family based village institutions play in family, village and national development (Priority 3: SDS, 2008)[22]. Despite rapid urbanisation, the extended family is still the basic organisational unit in Samoa's predominantly semi-subsistence communities and women's roles continue to be visioned within the family/ community nexus – by women and males. As a result, an initiative directed to family development may be seen to provide avenues to progress women's interests while women-focussed programmes are often evaluated in terms of how these contribute to the family good.

3.7 NGOSF has been flexible in responding to community needs in its five years of operation. First, the number of funding categories has been increased from one to three. For example, when it became clear that few NGOs would meet the 'Full Funding' selection criterion, a Capacity Building (CB) layer was added after the first round with the express aim of increasing the numbers of NGOs eligible for Full Funding (pers comm).[23] Then in 2008, a sub-category was added to the Full Funding level, aimed at giving NGOs sufficient time to establish a succession strategy for an 'exit' from the fund[24]. These changes appear to have reinforced an emphasis on administration and management-related training and reporting (see NGOSF reports). Senior

[22] To maintain social coherence and harmony in the community, the government NGOs Village councils and churches have important roles to undertake. Government via its court system requires close coordination with the Village Council, the paramount authority in a village which is empowered by the Village Fono Act (SDS 2008:10).

[23] This preparatory level has proven successful in that a number of NGOs in this group are now eligible for Full Funding.

[24] This was based on the view that 'in New Zealand it takes approximately ten years for an NGO to become self supporting.' Sustainability measures' include the recruitment of volunteers, robust M & E procedures and building other sources of revenue (see NZAID Review 2007)

officers confirmed that the focus on capacity building was to assist NGOs move 'from a service delivery function to a development function' and, to achieve economic self sufficiency through increasing their opportunities to secure project or contract funding through government departments (NZAID Review 2007).

3.8   Administrative efficiency and financial accountability are necessary skills for all NGOs. However, there is always a danger that a focus on functional outcomes can lead to less attention to strategic outcomes, such as gender and human rights[25] unless formal processes are in place. While the NGOSF and SUNGO provide training in governance, monitoring and evaluation and help NGOs develop strategic plans, there was little evidence of similar gender related strategies. For example, there are no budget allocations for gender in the NGOSF, nor were gender outcomes prominent in the Terms of Reference for the 2007 NGOSF review. Furthermore, the Ministry of Women, Community and Social Development (MWCSD) does not sit on the NGOSF Committee. This could be taken as an indication that gender has not been a high priority in the NGOSF or, that SUNGO has relied on the Adviser from Regional Rights Resource Team (RRRT), now based at SUNGO, for this expertise.   However, the RRRT post has been vacant for almost six months.

3.9   Table 2 lists NGOs which have received NGOSF funding by level, mission and target group. These comprise social and economic focused agencies and an emphasis on education, training and counseling. NGOs in the Full Core Fund (FF) and Full Funding (FF+) level are each longer established NGOs and more recently formed groups tend to be in the Capacity Building level, with one group granted a second chance here. It was reported that funding had been withdrawn from two groups due to a failure to meet compliance requirements.

3.10   A number of NGOs which had not won funding expressed disquiet about the way funding decisions were made. However, there was a general acceptance that 'those are the rules of the game'.

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[25] See Najam A (1996) NGO Accountability: A conceptual Framework' in Development Review (14):1:339-353 cited in Samoa NGO Support Fund A Review for NZAID (2007) Rivers and Sinclair

Table 2: NGOs funded by the NGOSF (to 2008)

	Capacity Building 2004-	Full Core Fund (03-07)	Full Fund + (2008-	Mandate and main members served
Women in Business Development Inc (WIBDI)		X	X	Rural families, niche/ business skills. Women within a family setting
Mapusaga o Aiga (MOA)		X	X	Domestic Violence, counseling, advocacy, education. CEDAW and CRC. Mainly women and children.
Faataua le Ola (FLO)		X	X	Suicide, counseling services and advocacy. Drop in, and radio services. Male and female
Loto Taumafai		X	X	Special needs education/ support services for people with disabilities. Children from one yrs age. Male and female (Formal education)
Nuanua o le Alofa (NOLA)	X X			Disabilities Male and female (advocacy in workplace and national planning). Organised and staffed by disabled. Recently established Gender group
Habitat for Humanity	X	X		Housing for vulnerable families.
Animal Protection Society	X	X		Veterinary services and community education. Male and female
National Council for Early Childhood Education	X			Early childhood education. Male and female
O le Lafitaga	X w/d			
Tagilima Handicrafts Association	X			Handicafts, jewellery and Elei Printing Association. Male and female
Samoa Victim Support Group	X			Safe house, Counseling for female victims. Significant numbers of volunteers from private and government agencies.

Source: Records supplied by post

SAMOA ASSOCIATION OF NGOS (SUNGO) – THE IMPLEMENTING AGENCY.

SUNGO working in partnership with Government to promote and facilitate unified sustainable development and quality of life for the people of Samoa (SUNGO Vision Statement)

3.11 SUNGO has its beginnings in the years directly following Samoa's ratification of CEDAW (1991) when a very articulate group of women's NGO leaders decided it was (past) time for women to present a united voice on development issues. This saw the formation of SWUNGO (Samoa Women's Umbrella NGO) in the mid 1990s which in 1997 became SUNGO, a mainstream national grouping. SUNGO aims are to strengthen the network of NGOs in Samoa through training and capacity building; be a focal point for communication nationally and internationally; provide the voice of NGOs in government policy and planning discussions and represent Samoa regionally – as on the Pacific Islands Association for Non-Governmental Organisations (PIANGO). Human Rights and gender do not feature prominently in the SUNGO vision and strategy nor is gender one of SUNGO's thematic category or a Key Result Area (see 2006-2011 plan)[26]. However equal opportunity and gender equity are two of the eleven values upheld by SUNGO.

3.12 The CEO and all staff of SUNGO are female as are an estimated 80% of the NGOs affiliated to SUNGO. The Board, which is elected by members, comprises a balance of male and female members with a male in the chair. All SUNGO Programme data is disaggregated by gender – and this is a requirement for NGO affiliates as well. There was little evidence that this data was used for planning purpose. However SUNGO staff reported that they tried to ensure a gender balance in programmes.

3.13 With NZAID support, SUNGO is establishing credibility as a national NGO and proving the power of a united NGO voice. SUNGO training and services have increased in number, range and quality and in turn, Samoa's NGOs – once a fragile and dispersed community – are becoming a

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[26] These are good government and Management; Promotion communication and Membership, Institutional Strengthening and Policy and Advocacy through contributing effectively to national policies and programmes and by securing government commitment to engage with SUNGO.

more vocal, numerically strong and a unified force to be reckoned with. The 120+ NGOs now affiliated to SUNGO represent a tremendous 'ginger group' for promoting human rights and gender advocacy. Sectors represented include agriculture, environment, social services (health and education) private sector and community development groups, urban and rural groups, special interest and village development groups, and national networks such as the Komiti Tumama – which has a membership of over 17,000 women and girls spread through rural areas. Affiliates must attend SUNGO training and may attend all SUNGO events including the national quarterly meetings where the national programme is decided. All SUNGO documents and newsletters are prepared in English and Samoan to facilitate informed discussion.

3.14   Day by day, SUNGO is coming to be seen as the natural and safe 'hub' where the diverse voices of civil society can participate in programme design, delivery, advocacy and policy formation forums. People are saying 'what is SUNGO doing about this?' While in the first instance these NGO debates have been fuelled by women's knowledge and energy, today, significant numbers of males and traditionally 'male' groups (such as the National Council of Churches and the Samoa Association of Manufacturers and Exporters) are joining women NGOs to critique national issues from a 'right to be involved' perspective.

3.15   But SUNGO is not just about 'talk' – it is also about learning how to affect change. SUNGO activities in 2008 included public meetings on the Land Registration Bill and protest marches on the Police Arms and the Road Reform Bills (May 2008), each of which gained extensive coverage in newspaper and television news in Samoa and globally. Members interviewed were proud to describe themselves as 'agents of democracy.' The CEO highlighted the importance of the shared learning experiences:

We are showing members that it's up to us to make governments accountable. We are all learning how we can input into and influence government decisions...we are having some successes… our response to the Police Arms Bill made the government reconsider this…We said 'have you looked at what happened in Fiji? That could happen here'

3.16   This public debating and challenging of authority is very new in Samoan society. The CEO was also highly indignant about the *Paris* Declaration:

The Paris Agreement doesn't mention NGOs. This only looks at donor and government. Neither does the Pacific version…this is like a slap in the face (NGO meeting)

3.17   Finally, SUNGOs' steady journey to sustainability is a model for other NGOs. Working with partner organisations, SUNGO has secured contracting work including training for Samoa's In–Country Training Programme (ICTP)[27] in collaboration with the National University of Samoa, NZAID and AusAID; coordinating the UNITEC Diploma in Not for Profit Management in association with Pacific Islands Association for Non-Governmental Organisations (PIANGO) and, Legal Literacy workshops in collaboration with the Regional Rights Resource Team. An increasing number of volunteers are also supporting SUNGOs efforts to build a national umbrella group, bringing 'other' perspectives to the SUNGO vision. SUNGO won its first EU contract in 2008 – the Independent Water Scheme[28] and has recruited international staff for this project.

MAPUSAGA O AIGA (MOA)

3.18   Mapusaga o Aiga's (MOA) mission is to be actively involved in the promotion of human rights especially the Conventions related to women (CEDAW) and children (CRC). MOA was the first NGO to highlight domestic violence in Samoa with its groundbreaking research (1993) which placed these issues squarely 'and very controversially' into the public domain. MOA is the 'voice' of domestic violence, quoted in the media, referred to by judges and the main provider of domestic training, advocacy and policy making. MOA has considerable gender expertise and organisational experience. MOA Board members are strategically placed through government, religious and community organisations and since training under the Regional Rights Resource Team (RRRT) programme, staff members have maintained ties with the RRRT, the Fiji Women's Crisis Centre (FWCC) and since 2008, the Save the Children Fund (SCF) which is now based at MOA:

Now, the Save the Children Fund works with us on the CRC. That gave us another staff member, who is a male- and an ex teacher. Having a male on our team is good - we have been able to do more face to face training and this year we are targeting rural areas (rather than relying on the

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[27] In the ICTP, government has combined funding for private sector, government and CSO training through NUS.

[28] This aligns with the Government EU funded Water Sector Support Programme (WaSSp) and outreach is to 24 known schemes in Upolu and 5 in Savaii.

media) especially church congregations and ministers. We have also produced [UN]CRC pamphlets and posters in Samoan and just completed a Human Rights Project funded by AusAID (MOA Research Officer)

3.19   She used these words to describe the NGOSF:

(Until the NGOSF) we were always trying to pick up projects that would keep our doors open so women had a safe place to come. Keeping our doors open was essential. The fund gave us time to rethink and rebuild.

3.20   Records show 83 clients walked in the MOA door in the period June 2007-2008[29] including a sprinkling of males, and 'we go with them right through the process…'

3.21   MOA is building 'trusted' support systems 'block by block' and through practical experience 'we are trying to change attitudes about domestic violence'

Some people say why aren't you working with x? You should be working with them. (We have learnt) you go with the people you know you can trust. I go to … because I know they will do what I need doing quickly.   Domestic violence can't wait! I know this (avenue) won't strengthen the systems and processes they want but it works for the women!!!! Some (referrals) we send to the Attorney General– because they are entitled to legal aid and we know they will be well looked after. We want to make sure our cases are dealt with properly and not dismissed due to lack of proper investigation.

3.22   Although MOA sits on the CEDAW partnership, their relationship with Ministry of Women, Community and Social Development (MWCSD) is not a happy one - a sentiment which was shared by others at the NGO meeting:

Government uses us. They pick our brains and take our research and materials. But they never acknowledge us…They (MWCSD) are supposed to be a policy agency… we are supposed to run

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[29] A quarter of these were domestic violence, over 1/5 were child abuse, 8 were violation of human rights and the others related to unintended pregnancy, child custody and child maintenance, counselling. Data about the number of times each case come in has not been well kept.

the programmes… (but) if a programme comes along – they snap it up. They don't pass that on to us.

3.23 Hopes are to develop an MOU with the Ministry of Justice and the Police so as to 'get them (these agencies) to really understand the seriousness of domestic violence.' Links with the Samoa Victim Support Group, whose rights and rehabilitation programme for victims of crime is also funded by the NGOSF- are a little tenuous 'as we both sort out what we are doing (our mandates)' However, MOA partnerships with the newly formed Police Domestic Violence Unit[30] were regarded as a breakthrough. A female police officer said:

Each of us (police officers in the DV Unit) is now working with a Domestic Violence NGO. For example, I partner the MOA and another officer partners the Samoa Victim Support Group. We make regular contact usually by phone and we keep records of these. Sometimes there is nothing, but having the book reminds us that we need to share information and support each other. This idea was suggested by our PPDVP mentor from NZ and our Head (a male) is making sure we do this. (DV Unit Officer).

3.24 A significant breakthrough for MOA was being invited by the Pulenuu[31] to sit on the Interim Committee for Males against Violence. This drew the following media response:

"Critics shun women for mixing with men"

The Interim Committee appointed to put together an official advocacy body to address the problem of violence against women is already under criticism…'This should be a men's only affair, women should stay away or go where the women are'. Critics complained about including the women in the interim committee 'the men should be left to think and decide for themselves rather than have the women around to influence the decision-making … The idea of a men's advocacy group is part of an ongoing community drive to face up to the problem of domestic violence, where the situation involving women is reportedly increasing all the time… 'The use of the men's group is a new approach for handling the problem and... It does have a strong support base from the donor agencies *(Friday 22 August, 2008 Newsline).*

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[30] see NZAID Pacific Police Domestic Violence Prevention Programme

[31] Pulenuu are the equivalent of village mayors. They are village representatives voted for by the village fono o matai and, meet monthly in Apia with Government officers to discuss village development issues. At any time, females comprise less than 3% of the pulenuu membership.

3.25   A missed opportunity was MOA not being included in discussions for the Draft Law and Justice Sector Review now underway. Women's concerns are muted in the draft. This is probably not surprising but quite disappointing. Reports show increasing levels of violence against women and girls in Samoa, that domestic violence is a priority CEDAW goal; (see CEDAW report back) and, there is an inability of police and justice systems to understand or deal with the fact that violence against women is a crime and an infringement of women's rights (Fairbairn-Dunlop & Lievore, 2007) Yet, MOA's hands on experience and expertise in these matters – and the voices of grassroots women victims and their families – have once more been ignored in national policy making. This suggests that despite the governance agendas and *Paris* Principles, government still sees policy making to be 'their' domain.

3.26   That aside, the NGOSF has assisted MOA to keep the centre doors open so providing a safe space for women and children to discuss and learn how to address their concerns, carry out further research on domestic violence and child abuse, and provide information for national decision making processes and community forums. The significant increase in the numbers of reported domestic violence incidents and followed through court proceedings indicate that Samoan women and males are getting the message that 'it is women's right not to be hit'.

Every time Judges use the rights language – (I take it as a) gain for MOA and our women (Research Officer)

THE WOMEN IN BUSINESS DEVELOPMENT INC (WIBDI)

3.27   WIBDI has followed a similar process of 'learning as we go' by taking one step at a time. It has worked to meet its aims of ensuring economic security for rural women by 'piloting small niche market activities which women can produce using the resources readily available around the village environment' (Pers comm. CEO). There is a clear equity focus in WIBDI aims of targeting economic security particularly for women, youth, people with disabilities and their families'. What is more, in line with the Pacific priority to the family, whilst WIBDI primarily targets women and, women are significant beneficiaries of WIBDI assistance, WIBDI's focus is on rural families rather than women per se.

3.28   WIBDI beginnings were in organising regular market days for rural women in the 1990s 'so they could sell handicrafts'. From here, and with NZAID support and NGOSF, WIBDI activities

quickly expanded to include training in growing traditional and new crops, value added activities, and marketing skills:

We started to see that the only way to offer real economic options for women was to take them from growing right through to selling...but we didn't just want to introduce new ideas which might not be sustainable… we wanted to make sure that the old skills the women knew and valued were not lost to help rejuvenate fine mat weaving skills and copra making, and see if families could make money from this and improve their lives.

3.29　　When staff saw that many women couldn't fund even the most modest business ventures themselves, WIBDI gained donor support for a small loans and training scheme, which still operates.

Table 3: WIBDI activities

Focus	Target	Today
Market stalls for rural women	All	Ongoing
Fine mat and handicraft production	Villages To national	Ongoing and now a government project Strategy: • Attributing an economic value to women's goods (as $5 an hour or $ per inch for weaving) • Rural women contracting to produce mats for an urban and a migrant market • E marketing
Coconut oil production DME (Direct micro expelling) methods	Family groups in villages	Ongoing • Local market • Business arm established - the Pure Virgin Coconut Oil Company • Soap making and perfumes for Polynesian Airlines (contract) • Exporting to The Body Shop (UK) • Working with EPC on fuel possibilities
Micro-credit	Villages	
Other crops: vanilla, ginger, cocoa beekeeping, fruit, vegetables, nonu plant	Villages	Ongoing • Local market • Ministry of Agriculture and Fisheries (MAF) partnerships and with Regional Agriculture Programmes (SPC) • Export- through the Nonu Juice company

Organic production	Community	Ongoing
	National to Regional	• National Certifier for Organic Production and Fair trade labelled projects to USA Australia and Japan. • Regional Pacific Organic strategy with SPC and FAO …
Gardening after cyclones and floods	National	Ongoing. Partnerships with • Nutrition Dept (food security) • MAF partnerships • Dept of Conservation and Environment

3.30 Table 3 gives an idea of the broad range of WIBDI activities and interests. Their strategy, of working with the same groups of women in a specific set of villages, has enabled firm professional relationships and deep friendships to grow over time, as staff and members have questioned, shared information, made decisions and worked hard to achieve agreed goals. What is more, the lessons learnt in these village based/peer learning groups are being shared with other women and in national, regional and global forums. For each enterprise, WIBDI produces teaching notes and fact sheets in Samoan and English.

3.31 WIBDI strategy (and model) of working with rural women and their families to identify a need and research and test possible solutions is seen in this example. In its search for viable family produced niche crops WIBDI began considering the potential of organic farming. Eventually WIBDI came to be the lead agency for organic farming certification in partnership with Samoa's Ministry of Agriculture. Next, WIBDI began playing a key role in the lobbying process for the first Pacific Regional Organic Standard, agreed in September 2008. The story behind the fantastic sale of women's village-produced coconut oil to the international Body Shop Company (2008) again captures some of the boldness, backed by hard work, with which WIBDI members have been tenaciously exploring market options to enhance Samoan women's qualify of life. WIBDI began with research into the profits women were making from handmade coconut oil. This led to the introduction of direct micro expelling (DME) oil production machines into a number of villages, on to training in pricing and marketing options (such as coconut oil based sprays, perfumes and cooking oils) through to setting up a marketing arm for women's products.[32]

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[32] The Pure Virgin Coconut Oil Company

3.32 WIBDI partnership targets for 2008 show the scale and kind of engagements the WIBDI has pursued: community / family partnerships (80% target); industry groups to create sustainable support networks and export pathways (10%); and government departments and agencies with the aim of creating opportunities (10%) (WIBDI programme logic, 2008).

3.33 Table 3 data doesn't capture the people-related victories the WIBDI has encouraged such as the numbers of women, families, and communities whose lives have been positively impacted; the highly successful small businesses run by women; the numbers of women entrepreneurs mentoring other women; the ways WIBDI-led activities have transformed national ideas about how agriculture should be done and a proven alternative to the production-for-export model; that WIBDI members are now automatically included in national trade missions and, one of the best achievements (according to the CEO) that 'a weaver from our first programme is now a member of the WIBDI Board.'

3.34 While WIBDI doesn't 'hammer' women's rights to education and training in business skills or agricultural training for example, this is the message WIBDI staff and members are modeling. Members did not see themselves as exploited by males or by the family as they explored new income generation ventures 'for the good of the family'. They expressed a satisfaction that their work was being recognised and valued and pointed to family gains such as new house additions, small shops, and children's schooling successes. One said 'while I am the one bringing this idea to the family, our whole family work on this'. There was also a tremendous feeling of sisterhood in working together, sharing successes and failures and power.

THE PRINCIPLES OF THE *PARIS* DECLARATION AND NGOSF

3.35 Five years into its operation, how is the NGO Support Fund contributing to the realization of the *Paris* Declaration Principles and gender effectiveness?

OWNERSHIP

3.36 As noted, NGOSF was established through extensive discussions between the Government of Samoa and NZAID and in response to NGO requests for consideration for core funding. So from its inception this initiative has generated deep feelings of ownership based on agreed Principles for action and engagement by these groups. The project administration and implementation systems further reinforce these feelings of ownership at community level, as SUNGO networks

with over 120 community based NGOs. SUNGO provides management and governance training for its members, but also discussion spaces where development issues such as human rights and government reforms can be debated and, civil society voices heard in strategic decision making forums.

3.37   While not explicitly stated, a consideration for women and gender is central to the family/ community framework which underpins the NGOSF. Gendered objectives are acknowledged by the NGOSF programmes and framed within a human rights and vulnerability agenda, which is in line with the NZAID mandate to mainstream gender (along with human rights and the environment) across all aspects of agency operations. This focus is consistent with the faaSamoa values including tautua (service) and reflects also the government commitment to government – village partnerships in development. This mix of human rights, equity and family security aims is reinforced in the vision statements of the NGO funding recipients. For example, the WIBDI targets economic security particularly for rural women, youth and people with disabilities and their families; the Samoa Victim Support Group (SVSG) emphasizes the rights and rehabilitation of victims of crime; and Nuanua o le Alofa (NOLA) promotes equity for people with disabilities.

ALIGNMENT

3.38   As previously noted, NGOSF aims and processes are directly aligned with most of Samoa's national and global strategic documents The projects' enduring strength is of Samoa's family-based village institutions and the role these play in village and national development:

To maintain social coherence and harmony in the community, the government, NGOs, Village councils, and churches have important roles to undertake. Government via its court system requires close coordination with the Village Council, the paramount authority in a village which is empowered by the Village Fono Act (Samoa's' Strategy for Development, 2008:10).

3.39   The little alignment or liaison between the NGOSF and the Ministry of Women, Social and Community Development (MWSCD) was an unexpected finding. In fact, there appeared to be a spirit of competition and some antagonism between the two groups.

3.40   Other programme alignments have emerged as NGOs engage as independent actors in their own right, each of which complement those of the Government and private sector (see Accra, 2008:20). These unexpected outcomes are not always captured in programme output statements

and warrant serious attention alongside the more commonly used gender awareness indicators. For example, in its search for viable village-produced niche crops, WIBDI became the national agency for organic farming certification in partnership with the Agriculture Department and Food and Agriculture Organisation (FAO) then came to play a lead role in lobbying for the first Pacific Regional Organic Standard. This involved the WIBF in multi-stakeholder partnerships with government agencies, the private sector, the International Federation of Organic Agriculture Movement (IFOMA), Secretariat of the Pacific Community, and the International Fund for Agricultural Development (IFAD). In this and other ways, the support provided by NGOSF is helping set the springboard by which NGOs can influence and transform national and regional policy making. Similar examples can be drawn for MOA, whose domestic violence research feeds directly into the CEDAW processes, discussions for a national Domestic Violence policy, and the Pacific Prevention of Domestic Violence Program regional policing initiative.

3.41   NGOSF activities are uniting and building the capacity of an NGO sector which has traditionally been marked by a lack of concerted and sustained action, programme gaps, duplications, quality assurance, and accountability issues. NGOSF is also promoting a 'new' direction for NGOs – the strengthening of these civil society groups to a point where they can contract to provide services to government (NZAID 2006 Review). That this is already happening is seen in SUNGO being contracted to deliver ICT training and, winning a European Union project.

3.42   The question of 'are we too much aligned with government rather than playing a government watch dog role?' is also evident. Comments previously noted such as *'Government use us. They pick our brains and take our research and materials but they never acknowledge this'* are testament to the felt frustration. There was little awareness at this stage of the benefits of NGOs working together.

HARMONISATION

3.43   NZAID is the sole donor in the NGOSF. However, other donors have expressed interest in contributing to the fund, so building on and extending programme successes and benefiting from common reporting and disbursement procedures. The considerable expansion in NGO capacity under the programme has seen the preparation of robust vision statements and implementation processes which in turn has enabled NGOs to successfully leverage other resources for their programmes. For example, Save the Children Fund is now working with MOA and WIBDI and

drawing on multiple donors to implement its wide basket of activities. The process of NZAID, SUNGO and NGOs working with new donors offers an important opportunity to revisit, respect and place Samoa's national commitments to human rights and gender centrally within the NGOSF. Any movement to a collaborative, women/ gender framework would ideally include recognition of the expertise and experience of the Ministry of Women, Community and Social Development.

MANAGING FOR RESULTS

3.44   Monitoring and evaluation was reported as a weakness in the NGOSF (2007 Review). A significant amount of NGOSF training has focused on management and record keeping procedures seen to be essential to a robust NGO.   However, NGOSF's ability to adapt to 'needs' was seen in the expansion of their funding levels from one to three categories. The numbers of NGOs now transitioning through the 'Capacity Building' stage (Level 1) to 'Full Funding' and onto 'Full Funding+' highlights the success of this capacity building strategy. A significant number of NGOs are now providing well written and framed vision statements, management plans and strategic plans of action.

3.45   While a gendered and human rights intent is documented, there is less evidence that the NGOSF systems and activities provide a comprehensive framework or model to ensure that gender equality and women's empowerment are integrated across agency policies, strategies, programmes, organisational procedures and processes in a way that progress can be effectively monitored and evaluated (see Terms of Reference – Gender COP). Participation data is being disaggregated by male/ female in all the NGOSF supported programmes.   While this is an important step, there is a clear need to use this data to inform further planning as well as training in data interpretation. Human rights and/or gendered processes outlined in vision statements were not clearly emphasized as a result area. The muted attention to gender may be a result of the priority to building financial and management capacity (NGOSF Review 2007) or, the assumption that because the vast majority of NGO groups and members are women, gender issues are being addressed. The lack of the male voice in NGOSF forums was commented on. There were also divided views on the appropriateness of providing for the transgender voice as well as NGOs' understanding of and capacity for this advocacy.

3.46   The importance of being alert to all positive, negative and unexpected outcomes which may support women's empowerment is seen in WIBF documentation of women's narratives. These are an invaluable account of the ways rural women's lives, aspirations, and choices are being transformed through participating in the WIBDI activities, as well as the lives of their families. Changes in the household division of labour are seen in these comments about the WIBDI: 'males are doing all the work (not women!)'. Clearly, the WIBDI women-focused project has opened up opportunities for an examination of roles and place as male and female work together to achieve a better quality of life for their families and communities. The WIBDI case also demonstrates very clearly the capacity of NGOs to harmonise donor programmes to achieve their NGO mandates.

MUTUAL ACCOUNTABILITY

3.47   Because the NGOSF goals and processes have been agreed by the government of Samoa, NZAID and by NGOs, these agencies share the responsibility of working together to achieve these goals and processes. Systems to share and coordinate programme responsibility are also developing (as in NZAID/NZ High Commission; SUNGO Board/Implementation; NGO Board/Implementation; NGO staff/members). The lack of accountability for gendered aims has been outlined. Mutual accountability for human rights and gendered processes/ outcomes would be achieved through establishment of a cross agency gender group, as a Gender Community of Practice (Gender COP). This would ensure capacity building for a gendered transformative role in the NGOFS. A Gender COP would also serve as a forum to discuss and explore gender policy practice lessons learned and related knowledge and information gaps in the NGOSF. It would also play a key role in identifying and working to achieve gendered outcomes, developing champions for gender mainstreaming and as a locus for sharing learning about gender and development (see Terms of Reference: Gender Community of Practice, NZAID March 08).

3.48   While a human rights stand underpins the SUNGO programme, it cannot be said that gender is a priority or that SUNGO is presenting a comprehensive model to ensure gender equality and women's empowerment are integrated across agency policies, strategies, programmes and organisational procedures[33] The view of an experienced local consultant was that SUNGO 'only indirectly' espouses a gender rights focus. Other comments were that because most NGO members were women 'we don't have to worry about gender'.

3.49   Comments made at a meeting of NGO leaders revealed little awareness of male 'rights', transgender issues, or a masculinities agenda. Comments revealed a heavily moral stand (there are only two sexes: God made males and females) resource constraints (we have trouble focusing on females let alone males without looking at transgender); fears about expertise and 'how would we do this?' through to 'I never thought of that as an equity issue'. However, in individual discussions, two NGOs said that young males especially were raising these questions in counseling sessions. The CEO of the Samoa AIDS Foundation is a member of the newly formed Pacific Sexual Diversity Network (Samoa provides the secretariat for this regional group). He said the Faafafine Association was the only NGO discussing (or acknowledging) transgender and in his view there was a deep lack of understanding, education and informed discussion on transgender issues in Samoa. He said:

(There is a need for) counseling services…making sure they have a chance to realise their potential… a review of archaic legislation for example especially around inequities and injustices. Also (we are finding) that when they go overseas our sex workers are highly vulnerable – they cannot survive overseas

3.50   Clearly 'masculinities' is a discrete field of thinking in Samoa and in the words of Esplen[34] 'disconnected from the women's movement and from gender and development'. Esplen also notes:

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[33] see Terms of Reference – Gender Community of Practice, NZAID.

[34] Esplen, E. (2008). *Men and gender justice: old debate, new perspective*.

As long as the connections between the women's movement and those working with men remain fragile (at best) to non-existent (at worst) femininities are likely to be rendered invisible in evolving masculinities discourses. The result is that – once again – the fundamental interconnectedness of men and women and the relational nature of gendered power will be lost (2008:1).

3.51   SUNGO members are learning the administrative and financial skills a professional NGO needs and practicing these has become a matter of routine for many. Members are also coming to appreciate the joys of expressing views, having their questions listened to, of presenting a united stand and the considerable negotiation this requires. However, SUNGO does not have a gender champion. A cross agency gender group – such as a Gender Community of Practice (COP) - would provide a forum to explore gender practices, and share lessons learnt and ensure accountability for human rights and gendered processes/ outcomes. Ensuring NZAID staff and consultants are committed to applying NZAID Gender Policies is also vital as is making sure that programme coordinators are technically and managerially competent to implement these in line with national gender and human rights mandates. The inclusion in these discussions of the Ministry of Women, Community and Social Development - which has the national mandate for both gender and community development – warrants more serious consideration.

3.52   With the support of core funding, MOA and WIBDI are teaching members new ways to meet their basic needs, influence social change and transform their own lives as well as national and regional policies. WIBDI has begun documenting women's narratives to show how women are using their knowledge and skills to achieve the aspirations they hold for themselves and their families. It is likely that SUNGO, the WIBDI and MOA and members of other NGOs have not yet reflected on how far their roles (and women's roles) have changed as a result of participating in these NGOSF programmes.

3.53   While programme alignment and direction can be planned for, other opportunities for gender awareness and aid effectiveness are emerging as NGOs engage as independent actors in their own right (Accra, 2008). The freedom to act, which the NGOSF funding has provided, has enabled MOA and the WIBDI to explore new development possibilities, which women can adopt in their own way and at their own pace. MOA, often described as Samoa's only rights-based NGO, presents an uncompromising gender advocacy and rights stand. The WIBDI strategy is more an equity/ women/ family-based model, where rights messages are modeled and passed on a day-by-day basis as women make decisions about what to grow and how to use their goods. Despite

differences, both the WIBDI and MOA are teaching women how to challenge existing structures and enter fields where women have not been prominent. Women are using their knowledge to address their individual concerns and with the support of WIBDI and MOA the lessons learnt are being passed on in national, regional and international fora.

3.54   NGOSF has enabled both NGOs to keep their doors open, consolidate, refine and expand their programmes and build the firm track record needed to leverage other resources. Both NGOS are founding members of Samoa's CEDAW partnership – MOA as lead agency for Domestic Violence and Child Abuse and Neglect and WIBDI for economic development. Both programmes have benefited from the leadership by passionate and committed women activists who have 'held the lot together'.

3.55   The SIRIP 'project' is essentially a programme which includes individual road 'sub projects' and maintenance of existing navigable roads. This project proposes spending USD$16.6m:

  i)   on a road in Makira province where there are 20 motor vehicles. It is not intended that any Solomon Islanders be employed in the building of this road;

  ii)   on maintenance (the numbers of women to be included in maintenance are not designated)[35];

  iii)   on capacity building (with no evidence of community capacity building and no gender expertise targeted by government capacity building);

  iv)   on project management (with no specifications for gender expertise).

THE INFRASTRUCTURE ENVIRONMENT

3.56   The Solomon Islands is a large archipelago, with a land area of about 28,000 square kilometres, comprising six large islands and hundreds of smaller islands, over 70 of which are populated with an estimated 577,000 people. Rural transport is sparse and unreliable, and does not reach 77% of the rural population[36]. The road network has had little funding for years, and was constructed with poor design standards and materials. About 8% of roads are sealed, 61% gravel surfaced and the rest are earthen. Only about 20% of the roads are passable for cars and light trucks, and the other 80% is no longer maintainable. Only about 25% of the bridges are in good condition. Sixty per cent of the roading network is on Guadalcanal and Malaita Provinces, and serves about 90% of the motor traffic in the country. [37]

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[35] Staff working on the model for this, the AudAID funded Community Sector Project, advised there were no specifications, 'just hope' that women would be involved.

[36] ADB Report and Recommendation : Proposed Asian development Fund grant: Solomon Islands: Road Improvement (Sector) Project. Project Number 39581 July 2006; ii

[37] Ibid: 2

3.57   In the Solomon Islands about 23% of villages are accessible by road, 32% by sea, 40% by walking tracks, and 5% by river. Most travel and 'trips' in the Solomon Islands are undertaken on foot or by canoe. This transportation falls inside the boundary of production for GDP purposes, as subsistence activities contribute substantially to growth and to well being, and comprise the largest elements of any transport strategy, from a Solomon Island users perspective. But there is no transport strategy or policy in the Solomon Islands which addresses the forms of transport taken by most of the people most of the time.

3.58   Great care has to be exercised when reading documents about 'transport' in the Solomon Islands. For example the Asia Development Bank (ADB) claims that "The National Transport Plan contains detailed transport sector and subsector road maps for all modes of transport" and that "since the plan covers all modes of transport, alternatives to road rehabilitation are considered in this prioritisation"[38]. Walking and canoes are not part of the National Transport Plan.

3.59   A joint ADB/AusAID/NZAID mission visited Honiara in November 2005 for 'fact finding' on project design, scope, components, and financing for a major expansion of assistance to the road transport sector. The project was to focus on rehabilitation of roads and bridges outside Guadalcanal and Malaita, strategically located, and promoting economic development, providing access to services, and being technically cost effective. The project would have an estimated cost of $USD16.6m and Australia would provide about $5.75m and NZ about $9.75 to help finance it. NZAID made the decision to support the project without knowing any details. 'In house' the suggestion was made to the consultants that NZAID needed to find a place for the new money to go that effectively relieved them of administration of significant funds.[39] This roads project would

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[38] ADB July 2006 Appendix 2 para 25

[39] Verbatim notes taken by an agency staff member at a feedback session include the following: "There was no alignment with any NZAID/AusAID transport policy because none existed. In effect there was no harmonisation either because ADB did not offer NZAID any genuine opportunity to do so. NZAID had committed to the project before receipt of a design document so staff members were instructed not to 'rock the boat'.

This version of events was disputed in anonymous written feedback received by the consultants after the circulation of a draft report. However, as a matter of timing, the first statement is absolutely correct in terms of the decision on the Makira Road. NZAID's application for financial authority was to assist the Solomon Islands Ministry of infrastructure to rehabilitate 100 kms of existing feeder roads.

do this. This mission followed a significant increase in the annual budget for NZAID in the July – June 2005-6 financial years.

3.60   Donor representatives were presented with the design document on arrival in the Solomon Islands, before any 'fact finding' had been done. The roles were already pro forma sliced up, in a form of silo planning undertaken by ADB. This mission did not attempt any grassroots understanding and did not engage with any community-based women in any roles. There were members of this team who did attempt to engage with these questions, and with what a national transport policy might mean, and why there was a need for one. The team were pushed to produce something from 2 days in the field, without even basic data such as any transport or car counts. They were given a political direction to 'do roads outside of Malaita and Guadalcanal'. The Solomon Islands Government agencies who met the team were from the Departments of Finance and Treasury, National Planning and Aid Coordination, Infrastructure and Development, Provincial Government and Communications, Aviation and Meteorology.[40] This mission was the foundation for the design document signed off in 2006 Solomon Islands: Road Improvement (Sector) Project.

THE MAKIRA ROAD

3.61   Makira is the most disadvantaged of the provinces with the highest proportion of poor households relative to its share in the overall population. The Household Income and Expenditure survey 2005/6 estimated the population as 50,026. The province has 9.9% of all rural households and 10.8% of the rural population. It accounted for 15.3% of rural poor households and 16.4% of the total rural poor population[41]. The proposed route of the Makira road is in one of the most disaster prone provinces in the country which has been affected by 46 different disaster events between

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[40] ADB/AusAID/NZAID: Solomon Islands Transport sector Joint Fact Finding Mission 15-25 November 2005.

[41] UNDP Household Income and Expenditure Survey 2005-6.

1950 and 2000. The province is classified as 'highly vulnerable' to cyclones, river and coastal flooding and tsunami[42].

3.62   There is a clear division of labour between men and women on Makira, with women working longer hours than men on routine tasks to maintain their household. They have primary responsibility for food crops though they contribute significantly to labour in cocoa and copra activities. The main differences in men and women's travel patterns are grounded in the gender based division of labour and the location in which this work is undertaken. The focus of women's daily activities and therefore movements is typically the homestead. Women tend to take shorter, more frequent trips dispersed during the day to fetch water, collect firewood, raise livestock and undertake cocoa and copra production. [43]

3.63   One Solomon Island adviser told us: "On the River plains here to the east - Raro to Nawote – there's a great deal of cocoa and coconut production. A very high population of women do the farming of copra and cocoa and in their subsistence gardens. These are the women who push the men to do things: "men spend a lot of time talking", he said.

3.64   In the sub project area there are or have been at least three commercial logging operations. About 40% of the households in Makira are engaged in fishing for trade.

3.65   The eligibility criteria for selection of Makira were as follows: the project would upgrade or rehabilitate existing roads assessed as high development priorities, and provide particularly:

Improved accessibility to social services among poor and rural households, including schools, health facilities, and Government extension services; Increased opportunities for employment and income generation among poor and rural households; Potential for increased private sector participation in provincial and national economic activities; Potential to catalyse development in remote areas with poor access; and to poverty reduction among poor and rural households.

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[42] Solomon Islands Rpad improvement (Sector) project. Feasibility study, Waunuiri-Kirakira and Kira kira – Warihito Makira Province. Initial Poverty and Social Assessment, April 2008 report no. 8, 7

[43] Ibid : pp 15-19

3.66   The Solomon Islands government asked ADB to recruit the Project Management and Capacity Building Unit (PMCBU) consultants. In the Memorandum of Understanding (15-25 November 2005) from the Fact Finding Mission, the sole reference to gender was found in the assurances:

Gender and Development: The Government, assisted by the PMCBU, will (a) encourage local contractors to employ women in road rehabilitation and Labour Based Equipment Supported [employment] (LBES) maintenance works (b) provide equal pay to men and women for work of equal type in accordance with national laws and international treaty obligations, and (c) provide safe working conditions for both male and female workers.

3.67   This was expanded in the ADB – Project No 39581 July 2006 as follows:

Grant and Project Summary: "improving infrastructure, particularly transport, is critical to increasing agriculture productivity, fostering private sector   development, reducing poverty, promoting investment and human development, and strengthening public capacity to deliver services".

3.68   Project Benefits and Beneficiaries section noted:

Poverty and social analysis at the sub project level will be gender disaggregated, taking into account (i) the differential impacts and risks facing women, (ii) gender specific measures to mitigate adverse impacts and manage risks, and (iii) the interests and capacities of women to contribute to road rehabilitation and maintenance, HIV/AIDS prevention, and road safety activities of the Project

3.69   No analysis of this kind will be possible in (i) and (ii) above, as we saw no evidence of any baseline data scoped from the sub project Makira field work. Crucially, no genuine sustained consultation with women has taken place. It is late, but significant efforts need to be made to establish those data bases as a priority.

3.70   The Project Rationale claimed: (37) "By instituting a participatory approach to planning and maintenance, the Project will also increase community involvement, improve the responsiveness of the Government's sector plans for community needs, and stimulate rural economies through increased productivity and opportunities for occasional labour"; and further (40): "A systematic and consultative approach will be established for sub project appraisal, covering (i) social economic and environmental evaluation, (ii) design; (iii) procurement; (iv) implementation; and

(v) monitoring. ……Implementation will incorporate HIV/AIDS awareness and prevention and general health and safety activities as appropriate".

3.71   There has been no genuine or rigorous participatory approach taken to planning this sub project. A Transport Task Force, assisted by the Project Management and Capacity Building Unit, was expected to establish local consultative groups, which would serve as the contact point between the Project and communities in the community of interest on project related matters. There is a token woman on the consultative group with whom the project will liaise. One woman cannot possibly represent the concerns of women of different ethnicities, different land holding arrangements, different generations, and different communities. This is such a simple observation. Not one person engaged in this program would purport that one man might represent all men. There is no evidence at all of a systematic and consultative approach in respect of sub project evaluation; the template does not specify gender disaggregated data collection, and many of the justifications for participation in the sub project are not subject to evaluation. We also note that the communities themselves are not viewed as audiences for or users of the data. We were told:

There are certainly active women's groups. [There is] a strong women's association at Waimapuru, and that women are already in women's groups and associations looking at ways to improve their livelihoods.

3.72   We asked Solomon Islanders: if you were conducting some participatory consultation and engagement here, who are the most important people to bring together?

Projects usually just select the hierarchy and get a good cross section of them. It's best to think in groups. So across Makira you might have one group with local and central government politicians, and representatives from the technical offices, for example health, education, and agriculture. These would be separate from meeting with the men who are chiefs or think they are leaders. Then you'd most certainly want to meet with the woman as a group on their own. There's a composition of influential women within the local community; from the Provincial Council of Women, in church and youth groups, and of course the farmers. You have to do this to get a cross section of views from a wide variety of people. You have to have genuine and true consultation to understand the realities on the ground.

3.73   One Solomon Island person told us of going to a meeting in Makira for a World Bank project 2006 – 07.

The meeting was 100% women on their own. It was very effective, they expressed their minds. It was organised by the Provincial government. At the time there were only men in the Provincial Assembly and women wanted to have a voice. They said it was a 'change in era' now and it was time to make a change. They concentrated on talking about the nature of partnership. It made a major impact. Women said they had supported government in giving land for roads and other resources but they don't see any return for their priorities. There's no two way process to make up for the loss. They were saying half the land and aggregate is ours, but you just talk to men with their priorities dominating all the time. We have some other ideas. We want to have some training about household budgeting, and about better managing our families. We want some training prioritised for us. We will accept changes with proper discussions, but we are never asked. When people come here to 'consult', they don't consult with us; they just tell us what is to happen.

3.74   Another Solomon Islander told us:

Consultations should be held with separate meetings of men and women of course. Women don't just have opinions on HIV/AIDS and health and education and sexual transmitted infections and sexual violence. They have opinions about what infrastructure is best and opinions about marketing and all other aspects. It's not just discrimination not to talk to them, it's inefficient.

3.75   Yet another local person was very clear about what should happen.

You just ask women 'what will be the good things about this road versus what bad things?' They know. They will tell you a different story from the men. If I was organising the consultations, I would ensure separate meetings with chiefs, men, women, government stakeholders, community stakeholders, and youth, and separate boys from girls. Because of the bad experiences with the logging camps women would have responses. [There are] programs set for women's meeting – and for youth. Fit into their program – work with their structure – zones and diocese with co-ordinators. Women look at the future – 'I care for my children, land, and food'. As well they will be concerned about how the works will disturb gardens, disturb fish, their sources of firewood. Women are more attached to the environment that will be destroyed. They actually know more than the men (and the foreign engineers) about their soil types, gardens, walking tracks, everyday laundry paths.

3.76   It is not known if Makira is HIV/AIDS free. Rates of STIs are very high and the level of gendered violence is also very high. Makira has a history of problems with logging camps which has led to

prostitution, child abuse, and a high number of teenage pregnancies. Half-Asian children (fathered by Asian loggers) have been left behind with teenage single mothers. Landowners have apparently believed promises of a home and money from the loggers (Dawea, 2008). In parts of Makira there used to be logging camps but the women protested because of all the problems and abuse and the company eventually left 2006.

3.77   In the context of HIV/AIDS, the project has made progress. The Project Steering Committee has had recent contact with the Private Secretary of Health, the Chair of the National Aids Council and the Private Secretary Women's Affairs (after the research team's visit). Members of the Steering Committee are being guided by the Asia Development Bank HIV/AIDS tool kit, which is a very good benchmark for activities. In addition the MID has signed a contract (September 2 2008) with Save the Children Australia's Solomon Islands Country Program to provide awareness to communities affected by road maintenance and construction. Save the Children Australia will train, provide materials and mentor local NGOs to implement the program.

3.78   We noted that Appendix 9[44] explained that '*the centrality of land to people's identity implies that the Project needs to work closely and sensitively with resource owners to avoid misunderstandings and gain their cooperation. Road rehabilitation work will entail gaining access to, and the use of, aggregates on customary land. It also might involve minor road realignments, or the reclaiming of the fringes of remnant roads over which de facto property rights have developed. Therefore, the Project must establish a credible liaison scheme with communities in the COIs (Corridors of Influence) for discussing these issues and gaining resource owners' oral and written consent'*. This has not happened for the women owners.

3.79   We noticed that because the consultation team stayed on the main road with the bigger villages, no one seems to have noticed that relocating the bridges upstream from their current sites will affect the use of water downstream. The team were concerned to ask what protection there is for the water - from spillages of diesel or cement materials, of debris or chemicals, from defecation by workers – a whole range of possibilities. Have they worked out how to ensure a supply of water through a channel with a sluice gate and onto a concrete pad for the women to be safe and

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[44] Asia Development Bank. (2006) *Proposed Asia Development Fund Grant Solomon Island: Road improvement (sector) project* (Project No. 39581):40

healthy? We also noticed that the contractor has to provide for locals to 'cross the road' during construction, but not to 'use the road'. Since some of the 'footpaths' with the highest foot traffic are the old roads, just what alternative and safe arrangements for foot traffic have been made to ensure that the contractor must also ensure continued, safe and efficient access through and on the roads?

THE PRINCIPLES OF THE *PARIS* DECLARATION AND THE MAKIRA ROAD

OWNERSHIP

3.80   The Solomon Islands government had asked ADB to 'take the lead among development partners to coordinate assistance to the transport sector'. ADB wrote of a road sector wide approach. The other Solomon Islands government agencies in the 'transport' sector are interisland shipping and civil aviation. Since the first road program documents were available, different actors/consultants/donors/government agencies have used 'transport' and 'roads' interchangeably in relevant documents. This leads to significant confusion in questions of ownership.

3.81   In such a context it is difficult to see any 'ownership' in the roading sector beyond the Ministerial and central government level and their relationship with the multilateral ADB. This is the only level at which a claim of ownership can be made, and even this 'highest' active point of ownership and leadership did not extend to ownership of gender as a platform of development in this program. This meant there was no recognition of many points of view which question the whole concept of a 'roads' as opposed to a 'transport' strategy. There is a clear need for the introduction of best practice in rural transportation planning through the use of tools such as rural accessibility appraisals. These would analyse the existing patterns of movement, modes of transport, frequency, duration, costs etc of men and women and girls and boys, assisting transport planning at the national level and informing sub project design. But if such analyses are not gender disaggregated, they will be a complete waste of time.

3.82   While there was Solomon Islands government engagement of other ministries with the original mission, the Ministry for Women's Affairs was not engaged, nor were the Ministries of Labour and Health. As mentioned, the ADB presented the team with a draft design document before they even went into the field on the fact finding mission. The design of the document was done in

house by ADB. No civil society groups were engaged in this design, and there were no local gendered voices. There were donor gendered voices raising major issues about the engagement of local voices, and the basic conceptual problem about the absence of a 'transport' policy reflective of reality.

3.83   At the very first opportunity for early diagnosis of muted or silenced voices, we find civil society and especially women, completely ignored, apart from HIV/AIDS or maintenance work.[45] In a top-down analysis, we find that the first meeting with indifference or resistance to gender issues was at the very top. To date, there is no redistribution of power to local priorities or grass roots in evidence to gain ownership during implementation.

3.84   The fact finding team contained a transport specialist (also the Team Leader), an economist, a project implementation officer, team leader for institutional strengthening, an infrastructure specialist, an environmental specialist, community development /social scientist, and 'specialist advisers'. Only the team leader and the community development specialist had TOR in respect of gender, in a context where the entire fact finding team had gender elements to consider.

ALIGNMENT

3.85   The most recent government developed the *Government of the Solomon Islands Medium Term Development Strategy 2008 to 2010 (SIMTD).* A key principle is: "Active participation by people in the governance of their affairs by providing, within the framework of our national unity, for the devolution of powers and decentralisation of functions". Further Principles are: g) Respect human dignity and Principles of equality, social justice and sharing costs and benefits of the development

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[45] We noticed that in an effort to save on rapidly escalating cost estimates, it was proposed that some bridges would be reduced from high to low level structures, some causeways would become ford structures and some forms of maintenance – eg cutting vegetation on verges, would be reduced (Cardno Briefing Paper Project Steering Committee Meeting No.9; August 08). There is no evidence of any form of community consultation in respect of such decisions.

of our resources; and i) Partnership in development and gender balance in education and employment as the basis of just opportunity for all people". [46]

3.86   None of these Principles are reflected from a gender perspective in the strategies of the Ministry of Infrastructure and the Ministry of Public Service in the same document. However these Principles are to be read as applying in all sectors of this government. In the absence of a Constitution this is one of the significant policy bases for alignment. [47]

3.87   There is no alignment of the project with the MDGs, despite the project development claims that many improvements in MDGs will be delivered as outcomes. In that context MDG2: *Achieve Universal Primary Education*, MDG3: *Promote gender equality and empower women,* MDG4: *Reduce child mortality*, MDG5 *Improve maternal health*; MDG6: *Combat HIV/AIDS, malaria and other diseases* - are all relevant. It is worthy of note that there is no attempt in the Monitoring and Evaluation framework to measure any of these, despite the major reliance on a number of them as rationale for a road of (USD)$16.5 million in a province with 20 motor vehicles. We are told in the design document that 'Pro-poor economic growth and improvement in social and health indicators depend on the revitalization and decentralization of the rural economy'. We can even observe that collecting such data would provide a nice case study for the Solomon Islands government reporting on the MDGs. But it's interesting again how the social non-monetary possibilities of change are argued as the fundamental reasons why such a road can go ahead, but there is no project obligation to establish the initial data base or to measure these contentions properly in the Monitoring and Evaluation framework.

3.88   As the project has developed, and passed into the hands of consultants, the range of policy dialogue around gender policy, international human rights commitments, and women's empowerment has become even more limited, except in the issues around HIV/AIDS, and the physical and sexual safety of women and girls. Consultants and project staff are not aligned with donor and partner gender policies, and this means that there is a complete gap in performance on these critical issues in this project.

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[46] Government of the Solomon Islands: Medium Term Development Strategy 2008 – 2010: draft final July 2008

[47] ibid

3.89   There is no evidence that the capacity building in the Ministry of Infrastructure and Development (MID) is being strengthened through training and implementation of gender analysis. Project Management and Capacity Building has to be built at the same time as the project. Comprehensive implementation assistance is needed in MID. There is no coordinated action to systematically develop a gender lens in this project, or in the proposal for a broader roading strategy. There is no effort to recruit women into this field. Very little use is being made of existing in-country gender expertise, although this is in short supply.

HARMONISATION

3.90   ADB implemented a Post Conflict Emergency Rehabilitation Project (PCERP) which was focused on roading improvements in Guadalcanal and Malaita. There had been little focus on other provinces, so this program was to target 'Strategically located roads which promote economic development, provide access to services, and are technically cost effective'. The physical infrastructure in the domestic transport network consists of:

- A maritime network of ports, wharves, jetties and navigation aids including over 100 wharves and jetties

- Over 22 airfields and related services (around half of which are classified as operational and with only 6 having regular flights) and

- Around 850km of national roads and a total road network of 391 km[48] (national, provincial, feeder, logging tracks etc).

3.91   A National Transport Plan was endorsed in May 2006 and is supposed to be updated every five years. There is also supposed to be an official Transport Task Force. The consultant's understanding is that Transport Task Force, assisted by the Project Management and Capacity Building Unit is expected to establish local consultative groups, which will serve as the contact point between the Project and communities of interest on project related matters.

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[48] ILO Report July 2004 'Road Rehabilitation & Maintenance Strategy in Solomon Islands' cites total network of 1391km comprising 391km main roads, 455 secondary roads and 545 town and provincial roads

3.92   There are six donors actively engaged in the transport sector in the Solomon Islands: Asia
        Development Bank (ADB); New Zealand; Australia (RAMSI and AusAID); Japan; Republic of
        China; and the European Union (EU). Solomon Islands government has requested that the ADB
        perform the role of lead donor in the sector and it has taken on this role coordinating projects
        undertaken through Ministry of Infrastructure and Development (MID). The SIRIP project and
        its management arrangements ensure some coordination between Australia, New Zealand and the
        ADB in land transport and between the EU and ADB in maritime transport though the Maritime
        Support Project.

3.93   Donor assistance is weakly coordinated. Multiple individual project management units have also
        been established in MID, often with overlapping terms of reference, potentially leading to a
        coordination burden particularly for a small Ministry. The weak capacity in MID to oversee large
        scale projects has also meant that donors including Australia, continue to operate outside
        Government systems. Current and recent donor funded programs in transport include:

    •   Construction of bridges by the Japan International Cooperation Agency (JICA) – phase 1
        on Guadalcanal is nearing completion and phase 2 is at concept stage only;

    •   The US$18.5 million PCERP funded by the ADB; RAMSI and NZAID for road and bridge
        rehabilitation on Malaita and Guadalcanal for completion in 2012;

    •   The RAMSI-funded Community Sector Roads Program undertaking road rehabilitation and
        maintenance on Malaita for completion in 2009;

    •   The EU and ADB-funded Maritime Support Program undertaking wharf rehabilitation and
        subsidisation of shipping; and

    •   Republic of China funding for minor work on ten Guadalcanal roads.[49]

3.94   There is no rigorous gender practice in any of these projects. Almost all projects retreat to labour-
        based equipment supported plans every time they consider gender. Pressure will be on for
        harmonisation between donors in the highly restrictive Transport Strategy. All partners need to be
        reminded of what they signed up to in *Paris*, especially in respect of fragile states. Partners are
        supposed to commit to 'effective governance, public safety, security and equitable access to basic

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[49] Executive Summary: Strategy for Australian Engagement in the Solomon Islands Transport Sector:4

social services for their citizens'. They are also committed to 'encourage broad participation of a range of national actors in setting development priorities' (*Paragraph 38).*

3.95   A new sector wide transport strategy should also create more rather than less space for sustained civil society engagement, with particular attention paid to those groups which have been excluded thus far. For example, women-only consultations, or consultations with the poorest communities who could be interested but are furthest from the road, would be beneficial for the project. Such consultations would meet both the Solomon Island government's and donor's rural sustainability commitments.

MANAGING FOR RESULTS

3.96   As noted earlier, the rationale for the roads project claimed that it would "increase community involvement, improve the responsiveness of the Government's sector plans for community needs, and stimulate rural economies through increased productivity and opportunities for occasional labour"; and that "systematic and consultative approaches would be established". The reality of the practice in the Makira field work visit did not reflect these commitments. The Rapid Rural Appraisal (RRA) field team were at work from 2 -12 July 2007 with a Road Users Survey being conducted in April 2008. Field data was collected by a local consultant and a team of project staff consisting of engineers - who conducted road condition surveys, supervised traffic counts and provided information about the type and locations of crossings - and a community development worker.

3.97   Social poverty data was collected by the Community Development Worker. Initially it was intended to survey all villages on the road. Those with even the smallest of development experience would have been able to advise that the 10 days allowed were insufficient to cover 100 kilometres with about 50 visits, and therefore data was collected from only 13 villages. These thirteen were justified as being those with larger populations. They were also of course those nearest the proposed road rehabilitation route. This is another old problem in development practice. The poorest tend to be those who live the furthest from the road. While so much is made of this project being one which will alleviate poverty, along with a myriad of other claims about health, enterprise etc, the consultation did not meet with these communities, nor is there any baseline assessment of their conditions for monitoring and evaluation through the project.

3.98   There was also a Road Users Survey to "further understand the relationship between people, the current use and transport needs and for the segregation by staff by gender, age and broad income group". There are currently no more than 20 vehicles operating in the sub-project area, so the Road User Survey was conducted only in respect of people using these vehicles. It says 142 surveys were completed in five sections along the sub-project road including 63 females and 74 males. The survey asked general questions about the road user and the household, the frequency of trips, mode of transport, costs, etc. The heads of road user households were predominantly male and so 65% of the male road users compared by 9% of women were notified as heads of households. However, this Road User Survey has to be put in context: 84% of all trips made in this sub-project area are by walking. Hundreds of men and women and boys and girls use this road every day. Trips by vehicles account for 9% of travel while canoe and boat travel accounts for 7% of trips and only male road users use bicycles. But the blindness of this project means that only motor vehicles were counted.

3.99   The project document made many claims, for example:

"Community and Gender Participation: Communities have an obvious interest in good roads, which creates an opportunity to involve them actively in rehabilitation and maintenance. Consultations allow them to determine how they will contribute, and on what terms (e.g., by contributing labour or aggregates). An LBES (labour-based equipment supported) approach to road rehabilitation and maintenance allows the capacities and contributions of communities, including youth, to be utilized proactively. A gender-aware approach to community liaison and consultations can ensure that the perspectives and capabilities of women are taken into account, and that an appropriate participation strategy is devised;" and

(72). "Gender Inclusive Development. Poverty and social analysis at the subproject level will be gender disaggregated. It will take into account (i) the differential project impacts and risks facing women, (ii) gender-specific measures to mitigate adverse impacts and manage risks, and (iii) the interests and capacities of women to contribute to road rehabilitation and maintenance;" and

(74) Stakeholder Participation and Consultation. Extensive consultations will be undertaken in each subproject location with (i) resource owners, (ii) households, (iii) the poor and non-poor, (iv) females and males, (v) young and old, (vi) the disabled, (vii) community-based and nongovernment organizations, (viii) transport service providers and users, (ix) local contractors, and (x) provincial and sub-provincial governments".

Yet, Solomon Islands program officers spoke to us about problems of not knowing how to engage on the ground with gender. This was also found in the monitoring and evaluation framework, which was not arrived at by way of consultation with the communities.

3.100   The consultants found little evidence of thorough good practice, and noted that short cuts had been taken in respect of all of the above. The Monitoring and Evaluation framework is not a set of priorities for the community. There is no suggestion anywhere that the framework will manage to record other outcomes, or that it might follow OECD-DAC best practice of being iterative, consultative and participatory. It was also clear that in this project there was 'them' (the people of Makira) and us (the project team) and that the expertise was determined to lie with 'us', so that simple issues of 'who it was who had the expertise to determine what a meaningful outcome might be' couldn't arise. The ADB Monitoring and Evaluation results framework is concerned with getting the mechanisms right. This focus on control strangles questions about whether they are the appropriate mechanisms and the right controls. It illustrates a focus on outputs of pre-established objectives. The Managing for Results does not reflect any community desired outcomes arrived at through genuine consultation. In addition to asking 'are we on track', the program never asks 'are there other tracks?' This leaves no space for adaptation, innovation and experimentation.

MUTUAL ACCOUNTABILITY

3.101   *Paris* commits partner countries to 'Reinforce participatory approaches by systematically involving a broad range of development partners when formulating and assessing progress in implementing national development strategies'. Mutual accountability is not at all satisfactory in this roading sub project. Staff for one donor has different perspectives about 'transport' that have not been resolved. Neither ADB nor the Solomon Islands government are adopting or reinforcing a community participatory approach, especially with any accountability to women in Makira. Points of view are privileged to those at the top of Solomon Island government and donor agencies. Accountability is a general statement as opposed to accountability to specific identifiable groups. We did not find evidence of sensitivity to the abuse of power in not fulfilling participatory consultative commitments.

3.102   There is no evidence of mutually reflective practice. While ADB and Solomon Islands government might consider that there was mutual accountability, the flows were only effective at

the highest levels (Ministerial) and confined to this level. We found unresolved issues and muted voices – of donors, of highly experienced Solomon Island bureaucrats, of local people. The purpose of a strengthened mutual accountability is to redistribute power so that aid responds more to local priorities and is thus more effective. This process was not in evidence at any major point in the project to date. This process also made clear that the ways in which and by whom progress is 'assessed' does not reflect people's choices, or indeed even some of the social sector rationale for proceeding with the project.[50]

A GENDERED LENS

3.103   Asia Development Bank's own country profile of the Solomon Islands acknowledges a need for infrastructure that supports reduction in women and girls time poverty:

Women in the Solomon Islands perform multiple roles as household managers, subsistence and cash crop farmers, income earners and as members of churches and community groups. In all these roles infrastructure services are important determinants of opportunity ... Women need to be involved in design and delivery of targeted infrastructure to reduce overwork and increase available time in activities such as community management, local marketing and surplus produce in developing alternative livelihoods.

3.104   One reality of infrastructure programmes and sub projects is that they run over a number of years, and governments and policies change in this period. We noted that the design of the project pre-dated the *Solomon Island Medium Term Development Strategy 2008-10*, and also donor policies. A recent AusAID publication commits that "All new country and regional strategies will articulate gender equality objectives in priority areas and ensure their performance monitoring frameworks are able to measure gender equality results"[51]. NZAID has a priority gender commitment as a core issue in all sectors, as well as a specific policy to deliver "infrastructure

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[50] We found the rationale of 'suppressed demand' as a justification for this road – ie there were few vehicles because the roads were impassable and if the road and bridges were passable vehicles would arrive to use it – quite fanciful and based on no evidence.

[51] Gender Equality in Australia's Aid Program (p.20).

assistance reducing the time burden on women"[52]. This sub-project is, thus, not aligned with the policy statements of any of the partners in respect of gender commitments. Yes there is intransigence in 'moving with the times', and engaging iteratively when new policies, governments, international commitments etc are made. What process have any of the partners engaged in to update their own practice in the context of longer engagements? Why is it unquestioned that engineering and budgetary data is constantly revisited, but that such projects find it impossible to adopt the same approach with changes in policies around equality and justice?

3.105   From inception this project has not been aligned with donor or partner commitments to international human rights commitments, in particular CEDAW and UNCRC. In fact, the Solomon Islands Government has a higher benchmark commitment than one of the donors, Australia, as they have ratified the Optional Protocol for CEDAW and Australia has not. No dialogue at all on this project has taken place in this context. There is a lone and highly selective mention in the November 2005 MOU quoted earlier, that labour-based equipment supported works would 'provide equal pay to men and women for work of equal type in accordance with national laws and international treaty obligations' but no cognisance that those treaty obligations are operative for the whole project.

3.106   All diagnostics need to reflect these common legal commitments until some change is seen in procedure, process and outcome. The habit of leaving these shared international commitments out of program and project documents and preambles has created the orthodoxy that these subjects are too 'sensitive' to put on the table right up front. NZAID consultants are instructed that they are to act in compliance with New Zealand law at all times and on all occasions in the field. In that context NZAID has an obligation to carry out New Zealand government human rights commitments in the field, particularly when those commitments are shared by partners and donors.

3.107   The application of attention to gender is inconsistent. All documents point to the opportunity for equal access to labour-based equipment-supported employment. But managerial, administrative,

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[52] NZAID Pacific Strategy – 2007 – 2015:27

technical, and vocational skills are in short supply in all sectors of the economy and public service. Public sector recruitment has been a particular bottleneck to progress, with about 25% of established and budgeted positions unfilled. The Ministry of Infrastructure started the project 25% short of adequate staffing levels, with significant training and capacity building to be undertaken in the Ministry through the project, but there is no equal gendered access to these opportunities, despite the 'gender balance in employment' key principle of this Solomon Island government.

3.108   The draft Medium Term Development Strategy of the Solomon Islands Government 2008 highlights improving transport infrastructure as a key priority for the government. The Ministry of Infrastructure (MID) prepared a National Transport Plan with assistance from an ADB-funded Technical Assistance Project for Institutional Strengthening of the Ministry of Infrastructure Development (ISMID). The Plan covers the period 2007 – 2026, and covers institutional reform matters, as well as substantive lists of proposed works. [53]

3.109   A major component of this project is to recruit new Ministry of Infrastructure staff (25% short at project inception) and to capacity-build the Ministry throughout the project. There is no gender component in the project in relation to these workers. Nor is there any identification that a key component of the capacity building needs to be about gender, and genuine consultation and participation. We asked Solomon Islanders with experience of contracting community groups for maintenance or recruiting women into government Ministries how they would approach this. We were advised "simply list all the things to be done and then distribute a list of tasks –and insist they were to be shared equally between men and women". Additionally, target a number of jobs specifically for women; "put it in – then women won't have to fight for it. If task lists are made and you increase the number of tasks it makes it possible for more women to have a job. If you reduce opportunities – you reduce women's opportunities".

3.110   All documents we read suggest that the people of Makira province have been talked at and told what was going to happen, as opposed to being workshopped towards outcomes that they desired through investment in forms of infrastructure expenditure focused on their priorities and modes of transport that would save them time.

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[53] Unpublished paper: Strategy for Australian engagement in the Solomon Islands Transport sector: para 9

3.111   Another very experienced Solomon Islands analyst was highly critical of the Transport Planning approach:

What a ridiculous idea. This is not a transport strategy. They call it a roading strategy but the common roads are the road to the river, the road to the gardens, the road to market, and the road to school. Why can't there be a focus here? This is where to save the majority of people the majority of time. Even on Malaita with a road, people still walk on the path they made and maintain over the hills, because they can't afford to use all the money they get for produce on the cost of a ride home.

It's not just women but men and boys and girls who need these common roads or footpaths. Make them so you can push a wheelbarrow on them. Make boardwalks over the mud-filled areas behind most medium and large villages so women's and children's feet don't become infected with the worms they can pick up. Make pedestrian bridges so that people are more mobile and save time.

3.112   Good practice in rural planning is about the connectivity of different modes of transport, it is not about leaving the subsistence modes out of the mix. What consultation has been carried out with communities for example, shows that they place a higher priority on the construction of safe river crossings than on road reconstruction.54 The words used here are of enormous importance: the community said they wanted 'safe river crossings', which might or might not involve bridges, and may or may not need roading.

3.113   The National Transport Plan proposed that the Ministry of Infrastructure develop annual rolling work programs for rehabilitation, maintenance and new or upgraded transport infrastructure works covering wharves, jetties, airports and airstrips and roads, suggesting recurrent costs ranging from SI$17 million in 2007 to SI$38 million in 2011 and rehabilitation costs ranging from SI$30 – SI$60 million between 2007 – 2011. The plan assumes that donor supported programs including the Post Conflict Emergency Rehabilitation Project, Community Sector Program Roads, Solomon Islands Road improvement (Sector) Project (SIRIP) and EU/ADB-funded works on wharves will be the major sources of rehabilitation funding. The sheer size of the budgets forecast to be spent in this sector over the next ten years brings the absence of the

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54 Solomon Islands Rpad improvement (Sector) project. Feasibility study, Waunuiri-Kirakira and Kira kira – Warihito Makira Province. Economic Assessment, April 2008 report no. 8

gender cornerstone in effective development planning into immediate focus, and provides core questions about aid effectiveness and gender for both donors and the partner, including accountability by NZAID and AusAID to the tax payers, Parliaments and Government Audit Offices of Australia and New Zealand for this project.

3.114   A document analysis shows that this Makira province sub-project has retreated to two subject areas every time the word 'gender' appears. One is to mention the labour-based equipment supported employment plans, and the other is in developing a preventative policy around HIV/AIDS and work camps and the knowledge that roads operate as an HIV/AIDS vector. The donors and project staff are unlikely to be aware of the proposal to be included in the Solomon Island Law Commission Discussion document to be released in late November 2008, which suggests that the senior in-country employees and/or management of companies with road camps, logging camps and similar establishments, will be personally liable for crimes committed by workers, such as showing pornography to children, underage sex with children, rape, violence against women and children, and similar offenses. While legal obligations are to be embedded in tender and contracting documents in the tender and contracting processes, the forestry experience on Makira has been that they made no difference to the outcomes for women and girls in these respects.

3.115   One of the high costs of harmonisation is usually that diversity is lost, but diversity including foot traffic, canoes and bicycles has already been lost. A picture of transport in the Solomon Islands with these modes included opens the opportunity for gender to be included. It appears that as capacity is built there will be moves towards harmonisation, or a SWAP led by ADB, which could have great impacts and opportunities for social change. These can be a comprehensive disaster – and we have decades of roading disasters under the guise of development, or it can be seen as an opportunity to stop NOW – and go back to the beginning to actively pursue both best development practice with communities, and the incorporation of gender policies of all partners, with active responses to all international legal human rights commitments.

3.116 Papua New Guinea has a generalised and quite widespread HIV epidemic. Its estimated prevalence is the highest in the Pacific and its speed of spread is the highest in both the Pacific and Asia.

3.117 The mark of a generalised HIV epidemic is that infection rates are as high or higher in women as in men. In PNG, sixty per cent of known cases of HIV infection, both cumulative and new, are in women[55]. It is not known whether the rate of infection in women is a statistical artefact created by decisions taken about HIV surveillance systems and testing policies but, whatever the statistic, the reality is that many women are infected.

3.118 Another mark of a generalised epidemic is that it is geographically dispersed around the dense networks of the lives of men and women. It is concentrated in the households along these pathways. Families are a site of rapid HIV transmission engulfing parents and children alike. Families and individuals throughout the length and breadth of PNG have been touched by this epidemic.

3.119 Generalised epidemics are not evenly distributed. They cluster where money changes hands, where alcohol is drunk, where sexual networks are dense, amongst the educated and wealthy and amongst those for whom surviving and coping is a constant struggle.

3.120 Such clustering is mainly an urban phenomenon but may also occur in rural towns and in villages. Just as certain villages around Lake Kopiago, a remote area in Southern Highlands Province, are more seriously affected than others: "HIV is full up over there", so too are some settlements rather than others in Port Moresby and other large cities: "Nine Mile is full up"[56].

3.121 Social practices, norms and values can create conditions of rapid spread, particularly where these have solidified into cultures of rape, violence and intoxication. These are intensified by situations of extreme poverty, of inadequate access to education and by severely limited employment opportunities.

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[55] The 2007 Estimation Report on the HIV Epidemic in PNG, Government of PNG, August 2007:29.

[56] Reid, E. *Interrogating a Statistic: The HIV prevalence rate in Papua New Guinea*:14. www.anu.edu/grc.

3.122   Women with children, who are left without support, through divorce, desertion, the neglect of families, or in other ways, may find that their survival strategies place them within epidemic spaces. There are many such women struggling in these spaces in PNG. Informal sex work to make ends meet is now customary in PNG. A recent survey found that two in five older women exchanged sex for gifts or cash. It also found that two in three women aged 15 to 24 were involved in transactional sex.[57] Research carried out by the PNG Law Reform Commission between 1982 and 1986 indicated that on average two thirds of all women had suffered partner violence. There is reason to believe that this figure has not lessened[58].

3.123   PNG is a society which accepts and condones excessive drinking or multiple sexual partners or violence in men. There are exceptionally high rates of alcohol abuse in PNG.[59] It is estimated that about half the sexually active men have multiple sexual partners. Studies indicate that most married men have extramarital partners at some stage in a marriage.[60]

3.124   Certain sexual practices, anal sex and brutal sex in particular, make it more likely that the virus will pass from one person to another in an act of unprotected penetrative intercourse. In one study conducted by the Institute of Medical Research in 1993, 55 per cent of women interviewed said that they had been forced into sex against their will.[61]

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[57] Hunter, S. 'Families and Children Affected by HIV/AIDS and Other Vulnerable Children in PNG – A National Situational Analysis'. UNICEF PNG. Draft of 2005. p. 23 Quoted in Papua New Guinea: *Violence against Women: Not Inevitable, Never Acceptable*! Amnesty International. September 2006:18.

[58] Quoted in Papua New Guinea: *Violence against Women: Not Inevitable. Never Acceptable!* Amnesty International. September 2006:5.

[59] Strategic Directions for Human Development in PNG. World Bank, Asian Development Bank, AusAID,World Bank Publications. 2007:93.

[60] Ibid. p. 89-90. See also Trevor Cullen. HIV/AIDS in Papua New Guinea: A Reality Check. Pacific Journalism Review 12, (1). 2006:156.

[61] Quoted in Papua New Guinea: *Violence against Women: Not Inevitable. Never Acceptable*! Amnesty International. September 2006:6.

3.125   Save the Children works for a world that respects and values each child, a world that listens to children and learns from them and a world where all children have hopes and opportunities. Save the Children started working in PNG over 30 years ago and since then has assisted tens of thousands of children and their families in realizing their rights.

3.126   Save the Children in PNG (SCiPNG) began to discuss the possibility of working with women who work in sex work, and their clients, in 2002[62]. At that time, earlier work with these women was in abeyance as no NGO, national or international, or other agencies were prepared to carry it forward. SCiPNG had little organisational experience in working with the particular groups that the Poro Sapot Project (PSP) was to do HIV prevention work with: women working as sex workers, men who have sex with other men, the clients of sex workers, and those that determine access to the trade. However, it had experience in applying the Principles of rights and values, of sensitivity to power and gender, and of participatory and empowering approaches to its work with children and their parents. It had this commitment, experience and sensitivity to bring to HIV work[63].

3.127   In August 2003, Carol Jenkins prepared for UNFPA a review of lessons learned from sex worker projects in Asia, the Pacific and Senegal, including the PNG Institute of Medical Research (IMR) project that she had been instrumental in designing and implementing[64]. From this document, PSP drew the values that were to become the core of its HIV work, the 3Rs: Recognition, Respect and Reliance.

3.128   The meaning of the 3Rs was described as:

*"**Recognise** the sex worker for what she is – a worker in an economic endeavour, whether legal or illegal is immaterial; she is a woman working for her living. This implies there is never any*

[62] Save the Children in Papua New Guinea. (2005) *Project design document. Poro Sapot Project (PSP). Phase 1: July 2003 – December 2006,*. Port Moresby:1

[63] PSP Design document. op.cit:19-20.

[64] Jenkins, C. (2003) *Guidelines for Partnering: Scaling-up to Implement Comprehensive Sex Worker HIV/AIDS Interventions in the Asia-Pacific Region.* Prepared for UNFPA

pressure put on her to get out of sex work, although services may be developed that allow her to save her earnings, invest them in some way, and leave the trade if that is her desire.

Respect *means that the sex worker is treated just as any other person, in an egalitarian manner and is not discriminated against at all. She eats with the NGO workers, the same food, travels on the same conveyances, etc. All members of the NGO have to be made to adhere to this, even drivers and janitors.*

Reliance *means that the NGO workers rely on the sex workers' knowledge and experience regarding the sex trade. After all, few NGO workers would have the personal experience to match that of the sex workers ... The factors that create barriers to improved overall safety, including safer sex, and their solutions, have to be identified by sex workers."[65]*

3.129 PSP recognised the importance of these Principles for a values-based and people-centred approach to its HIV work and the importance of applying them to its work with men as well as its work with women. Rights based Principles underlying this approach included those of the dignity of every human being, of equity and non-discrimination, and the right of every human being to claim his or her right to participation and empowerment. Berry et al[66] proposed as the goal of a human rights based approach to HIV that all people have the *power, skills, knowledge and resources* to protect themselves from HIV infection.   PSP added 'support': mutual support with the groups, the support of the gatekeepers, solidarity between the women and men in the project, and the support of families and communities.

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[65] Ibid. p.35.

[66] Berry, J., Childe, M. & Theis, J., 2004 'Rights-Based Approaches to HIV/AIDS', in Theis, J. *Promoting rights-based approaches: experiences and ideas from Asia and the Pacific.* Save the Children Sweden. Quoted in the May 2005 PSP Project design document, op.cit., pp.18-19.

THE PORO SAPOT PROJECT (PSP)

3.130   Poro Sapot is one of the largest sexual and reproductive health interventions by a civil society organisation in PNG. It works in four cities in three provinces: Goroka and Kainantu in Eastern Highlands Province, Lae in Morobe Province and Port Moresby in the National Capital District (NCD). In each city, it works in a number of specific sites chosen on the basis of a clustering of sex work or male to male sexual activity and where PSP has contacts in the area.

3.131   Peer educators have been trained in each city, over sixty men and one hundred and forty women. These volunteers advocate for and promote the human rights of those with whom it works as well as protective sexual behaviour and technologies. They are supported by a Police Liaison Officer in each city, responsible for working with the gatekeepers.

3.132   PSP makes initial contact with several thousand sex workers every quarter and several hundred men who have sex with men. It is probably the countries largest NGO distributor of female condoms, water-based lubricants and male condoms. In early 2008, about 36,000 female condoms were distributed, nearly 200,000 packets of lubricant and over a million male condoms[67]. Once a site has been selected and the peer outreach work initiated, the network of people that control and influence sex work in that particular area are identified and work with them started.

3.133   PSP conducts and commissions research studies, reviews and evaluations. It collects extensive data for its monitoring and evaluation system. This research and data collection and analysis helps it to become sensitive to the location-specific dynamics of its various sites.

3.134   Recently, PSP has also started to work with the communities in which people live and work, using similar reflective and learning processes.   The aim is to help communities reflect on the cultural practices, norms and values from which fear, stigma, abuse and discrimination arise but which are also the driving forces of the HIV epidemic.

3.135   Through this approach, known as Community Conversations, communities learn how to talk about difficult issues and how to change in ways that they have identified. In so doing, social norms and cultural practices that drive the epidemic can be addressed.

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[67] Herschey, C. *Reflections on Poro Sapot: One model of care for men's sexual and reproductive health. 11 June 2008. Paper prepared for an AusAID sponsored video conference on Men's Health and Sexuality:* 2.

THE PORO SAPOT PROJECT AND AID EFFECTIVENESS

3.136 The draft Papua New Guinea National HIV Prevention Strategy (2008-2013) states that the HIV prevention approaches adopted to date have "failed to make significant inroads to reversing the rising transmission of HIV in PNG".[68] Further, it argues: "Prevention interventions tend to largely follow a "franchise model" from international organisations that are largely prescriptive in how behaviours and identities are liked, defined and targeted.[69]

3.137 PSP is an exception. It is also one of the most successful HIV interventions in PNG. The recent AusAID Review of PSP concluded:

The Poro Sapot Project is reaching large numbers of FSW [women in sex work] and MSM [men who have sex with other men] through an effective peer outreach and support model. It is evident that this target population is increasingly practicing safe sex and demonstrates a willingness to access sexual health services for STI checks and HIV testing with the support of PSP workers. Significant progress is being made by PSP in addressing stigma and discrimination amongst police, gatekeepers and service providers. FSW and MSM are receiving care and support through the drop-in centre [in Port Moresby].[70]

3.138 The effectiveness of PSP has been measured mainly in terms of input and output measures: people reached, technologies and information disseminated, people trained, police and gatekeepers sensitised, access to clinical services, and similar.[71] On the basis of these results, PSP has received high praise.

3.139 However, measures such as these do not fully capture the quality of its work, nor its impact in terms of the personal and interpersonal transformations it assists. They do not enable us to

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[68] Papua New Guinea National AIDS Council (2008) *Papua New Guinea National HIV Prevention Strategy (2008-2013): Expanding and Scaling up the Response:*13.

[69] Ibid:19.

[70] Review of Poro Sapot Project, July 2008. AusAID:31

[71] Ibid:5-6.

determine whether it is the way PSP works, or the activities that they undertake, or both, that makes it so effective.

3.140   The draft Papua New Guinea National HIV Prevention Strategy (2008-2013) argues: "Prevention programs need to consider more effective strategies for engaging with men and women in a more comprehensive and meaningful way that has relevance to their reality".[72]

3.141   What is striking about the work of PSP is their ability to motivate people in situations where sexual intimidation, rape and violence are commonplace to want to protect themselves, and others, from HIV infection, as well as to protect themselves from abuse and exploitation, and from all forms of indignity.

EMBODYING AND IMPLEMENTING VALUES AND RIGHTS

3.142   Save the Children in PNG and PSP began with a commitment to developing a values and human rights based approach to their HIV work and to work out how to move from the statement to the realisation of its values and human rights commitments in its HIV work.   Two   transformative practices have significantly contributed to the organisation's embodiment of these Principles:

- a commitment to reflecting and learning spaces and processes, and
- the visual and discursive centrality of the 3Rs: Recognise, Respect and Reliance.

REFLECTING AND LEARNING SPACES AND PROCESSES

3.143   The annual staff retreat in March 2005 well illustrates this practice. By then, staff were recognising that one of the strengths of PSP was that it was a 'values driven' organisation and that this was about the everyday things of the organisation: 'modelling better ways of doing little things in the office e.g. listening, sensitivity, not gossiping etc.' and thinking about 'how we use

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[72] Op. cit. p. 19.

words, like the label "MSM" [73]. Many of the dreams of how they would like PSP to look at the end of the following twelve months, the prelude to the annual participatory planning exercise, were about how the work was to be done rather than on new activities.

3.144 Outcomes such as these might be assessed as achievement benchmarks, as indeed they are. The commitment, however, is to a continual deepening and enriching of understanding, motivation and practice. *Values* became a theme of the retreat[74]. A session was held on the relationship between personal and organisational values. In this session, the talkative become the listeners and the quiet ones the talkers. The feedback from this session was in terms of enhanced team bonding and trust.

3.145 This was followed by a session on the values of SCiPNG, in which one of the things noted was that it was a 'learning organisation where staff members are able to contribute their own ideas and can make changes to the organisation'. For staff this meant that SCiPNG is an organisation that is 'about who we are as individuals'.

3.146 The link between SCiPNG values and HIV work was discussed in four ways: HIV and gender norms; confidentiality and HIV/AIDS; peer outreach and HIV/AIDS; and working with marginalised groups particularly vulnerable to HIV infection. For each topic the questions posed were: How does this issue affect our work? and How can we make sure that our values are reflected in how we respond to the issue? Challenging though these topics and questions are, staff participated actively and were willing to reflect on their own behaviours and attitudes. It is the encouraging and strengthening of personal reflective practice, that is, the ability to reflect on one's behaviours, beliefs and practices and their impact on others that can lead to significant personal transformation.

3.147 The valuing of learning spaces and processes allows fragilities, failures, and uncertainties to emerge. In these safe spaces people tell stories of the difficulty of consistently practicing safe sex, in situations of abuse, when drinking and drug taking is part of the social foreplay, if the

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[73] Poro Sapot (2005) *Report of the Save the Children in PNG Poro Sapot Project Staff Retreat 2005, Motupore Island, 9-13 March 2005*:10-11.

[74] Ibid. p.14 and Annex 4.

other person objects, if money is needed or desired. They often do not tell such stories to researchers or reviewers[75]. These spaces and processes for reflection and learning are used in every aspect of PSP's work. They not only deepen understanding and enrich and render more effective PSP's work, they also encourage and allow space for the unexpected, the innovative, the emerging. They allow space for non-linear logics.

THE VISUAL AND DISCURSIVE CENTRALITY OF THE 3RS

3.148   In meeting rooms and elsewhere in each of the PSP offices there is a visual depiction of the 3Rs. Brief explanations are always given for each value. When asked about the way PSP works, volunteers and staff alike refer to the 3Rs. The report of the PSP annual retreat in 2008 states: 'Values help us make decisions' and, referring specifically to the 3Rs: 'Anything we do in PSP will in one way or another come under these values'[76].

3.149   Through the practice of reflecting and learning, PSP has taken a set of Principles found to be of value elsewhere and made them relevant to the local 'structures, power dynamics and gender dynamics'[77] of its work sites. It has been a process of internalising and coming to own the 3Rs as a lived practice. When asked how they would describe PSP's results, one replied: "I now have a sense of who I am in the world".

3.150   As espoused values, they have become embodied, lived. When asked how working with PSP had changed their sense of who they are in the world, one peer educator answered intensely: "Now I know I have a right to be who I am. I have a right to my sexuality. I have a right not to be abused. And I have a right to be respected." Another said: "Now I am **determined** to remain

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[75] Maibani-Michie G., Yeka W., Prybylski d. & Colby D., *Evaluation of the Poro Sapot Project : Baseline and End of Project (EOP) Studies : An HIV Prevention Program among MSM in Port Moresby and FSW in Goroka and Port Moresby*, PNG Institute of Medical Research and Family Health International, Asia & Pacific Department, November 2007. See also *Review of Poro Sapot Project,* AusAID Port Moresby, July 2008.

[76] Poro Sapot Project. (2008) *Report of the NDC Retreat 2008*:12

[77] Ibid. p.15.

uninfected." PSP has created an environment in which it is acceptable and praiseworthy to talk about personal transformations.

3.151   The original decision to shape their work around the 3Rs was strengthened by the association of a staff member with the Melanesian NGO Centre for Leadership, an off-shoot of the National Volunteer Service. The emphasis on values and culture in leadership has strengthened PSP's understanding and practice of a values driven approach to its work.

3.152   A number of PSP staff and volunteers started their work in the Transex project. They identify this personal transformation aspect of PSP's approach and work as different and special, as innovative. One peer educator explained: 'When I finished school, I became a sex worker. The IMR project [Transex] taught me about sex work and safer sex. But since starting work with PSP, I have changed a lot inside. I am a different person. My behaviours and attitudes have changed. I have fewer sexual partners. I have stopped drinking too much. I insist on condoms. I have regular check ups. I feel stronger as a woman and able to change my life.'

STARTING WITH ONESELF

3.153   All staff and others interacting with the women and men of the project are continually challenged and supported to examine their own attitudes, to gender and power, to sexuality, sexual orientation and sexual practices, to sex work and sex workers, to difference, including differences in origin, education, status and class. Being motivated by pity, sympathy or charity is acknowledged as disempowering and disrespectful.

3.154   Gender training provided by a local contractor is available to all staff. About 70 per cent have participated. One man reported: 'I used to take my partner for granted. Gender training showed me that there were so many things that I needed to work on. For example, I had never given my bank card to my partner. It has helped develop my relationship. Now I appreciate my partner as an equal contributor to what we do and think.'

INCLUSIVE PRACTICES

3.155   All staff, including administrative and clerical staff, cleaning staff, security staff, and others, take part in staff meetings and retreats, are listened to, and are actively encouraged to speak their

minds in their own way. Career pathways are created for the women and men the project works with in the organisation, including peer education for staff as well as career advancement opportunities within the organisation. This brings more perspectives into the work, it helps change the environment in which people work, and it also strengthens solidarity and makes people more equal.

3.156   The equal employment opportunities policy is lived. Women and men who have sex with other men are recruited, promoted and placed in leadership positions. Women are in non-traditional roles: drivers, security guards, finance and management.   Here organisational leadership is critical. As one senior manager said: 'Gender must be a part of everything that we do. People must work and gather in an environment that understands that social change starts with personal transformation'.

SENSITISATION OF THE PEOPLE WHO CONTROL / INFLUENCE SEX WORK, AND THE POLICE

3.157   The emphasis is on respect for and protection of the dignity of those involved in sex work and in peer education. The aim is to create safe and protective environments in which social and commercial interactions can take place in peace and the profits of the bars and clubs are increased. The furnishing of HIV information and supplies is something that is requested by the bar and club owners as a result.

3.158   Sensitisation workshops are provided for the organisations that provide services for the women and men that the project works with, including clinic staff, counsellors and medical officers, and for the police. Very effective work has been done with the police in each city the project works in and in each of its sites.

PEER EDUCATORS

3.159   Peer outreach is a deep commitment in PSP. Learning to take responsibility for and gaining the capacity to do the work can take time for the peers and PSP devotes considerable resources to achieve this. Monthly meetings are held. Data sheets are filled in. Uniforms are provided to build self esteem as well as to mark the boundaries between outreach work and sex work. Referring to the peer educators as outreach volunteers respects the principle of confidentiality.

3.160   The peer educators' capacity building and mentoring program is tailored to strengthening their sense of themselves as human beings and to ensure the knowledge and interpersonal skills needed as HIV peer educators. Strong bonds of friendship, mentoring, solidarity and support have grown between the women and the men volunteers, even though cross-gender friendships are not customary. A bridging peer's program has been developed where volunteer workers reach out to their isolated and hidden peers, especially the many often very young women involved in sex work.

CLINICAL SERVICES

3.161   PSP operates a sexual and reproductive health clinic in Port Moresby for those with whom it works. This may be unique of its kind in the Pacific. It is also an important HIV strategy. Sexual and reproductive health is in itself an HIV prevention strategy as well as creating opportunities for further HIV work.

3.162   Health services for the socially marginalised need to recognise the conditions of work and the lifestyles of their users in order for their needs to be adequately met. This requires intensive sensitisation and values work with clinic staff and other service providers. Where treatment cannot be provided in the clinic, and in cities where there is no dedicated clinic, volunteers accompany people to other services in order to minimise discrimination or neglect.

SAFE SPACES

3.163   PSP has striven to create safe spaces in its clinics, drop-in centres, meetings, front of house, and other interactive spaces. These spaces are safe from abuse, free from manipulative and demeaning practices, and rich with mutual respect. They are spaces where the 3Rs apply to all in them; staff, volunteers and others.

3.164   This vision and understanding of the role of these spaces is not always acknowledged, perhaps at times not valued by those unused to sanctuary. Manipulative, drunken and abusive behaviours can occur. Staff training is given on how to handle and defuse such situations.

3.165   The commitment to being a values-based organisation brings an obligation to address abusive and discriminatory behaviour in the project. When the wife of a staff member turned up with

accusations of domestic violence against her husband, these were taken seriously and investigated transparently. Two male staff members have been dismissed for sexual abuse and harassment. Others, women and men, have been asked to leave as a result of physical violence, drunkenness and similar behaviours.

LANGUAGE

3.166   PSP struggles to develop and use a respectful and appropriate vocabulary and discourse. Most terms in use in PNG for men who have sex with other men, for women in sex work and for people living with HIV are judgmental and derogatory. The phrase 'men who have sex with men' and its associated acronym was imposed by a donor. Even when used as a description of persons with a particular behaviour, rather than an ascription of identity, it is obfuscating in a culture where the sexual practices of the men may include sex with women as well as men, regular and transient sex, the sale and purchase of sex with both women and men, and non-commercial sex[78].

3.167   A language of respect and wit is developing. Many of the women, those abandoned or divorced by their husbands and left to care for children, refer to themselves as 'problem mothers', mothers with problems. 'Sista girl' has been adopted by some of the men in the project; others have invented words to capture their sense of self.

ORGANISATIONAL LEADERSHIP

3.168   Practices and commitments work best under the guidance and mentoring of values driven, gender sensitive leadership within an organisation. Implementing and managing them is, however, a challenge. Strengthening the understanding, commitment to and practice of them in all staff and all volunteers demands a high level of managerial skills, on-going training and mentoring,

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[78] Maibani-Michie G., Yeka W., Prybylski D. and Colby D. *Baseline Research for Poro Sapot Project: A Program for Prevention of HIV/AIDS among MSM in Port Moresby and FSW IN Goroka and Port Moresby,* PNG Institutie of Medical Research and Family Health International, Asia & Pacific Department, September 2005.

abilities to resolve the inevitable tensions and confrontations around them, and agreement on procedures and approaches to sanctioning when transgressed.

THE PRINCIPLES OF THE *PARIS* DECLARATION AND PORO SAPOT PROJECT

OWNERSHIP

3.169   The *Paris* Declaration, the Accra Agenda for Action and the Kavieng Declaration on Aid Effectiveness[79] recognise that national ownership is ownership by the nation, that is, ownership by different levels of government, by civil society organisations (CSOs), by communities and their organisations, and by the private sector.

3.170   *Accra* calls for a deepened engagement with civil society organisations as independent development actors in their own right. It states: 'We share an interest in ensuring that civil society organisation contributions to development reach their full potential'.[80] The Kavieng Declaration commits both the government of PNG and its development partners to working closely with NGOs and faith based organisations (FBOs).[81]

3.171   Engendered ownership involves ensuring that all development actors, all facets of the development processes, are gender inclusive and gender effective and that the capacity to exercise ownership of actors/stakeholders beyond the centre is strengthened.

3.172   The Poro Sapot Project is a 'gender responsive "driver of change"'[82] which privileges the silenced voices of 'problem mothers', 'sista girls" and others from the borderlands of the society.

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[79] Kavieng Declaration on Aid Effectiveness: A Joint Commitment of Principles and Actions between the Government of PNG and Development Partners, 15 February 2008, Ownership section.

[80] Op. cit. para. 20.

[81] Op cit. para. 3.

[82] DAC Network on Gender Equality. (2007) Draft Statement of Collective Intent on Gender Equality and Aid Effectiveness. Draft of December 13 2007, para. 6.

It has created a capacity for ownership amongst the marginalised in the PNG context, both women and men, a strong sense of ownership of the project and of personal and social change.

3.173   This contextualised ownership, or ownership from within, has been achieved in settings where both sex between men and sex work are against the law. This illegality creates practices of abuse, including blackmail and the threat of blackmail, gang rapes, police abuse, gang bashings, and more, and these abusive practices flourish in the absence of legal sanctions and protections.

3.174   A stronger national respect for the rights of the marginalised and stronger ownership of initiatives such as PSP could have led to action to bring the law into a more supportive rather than a conflictual role, to create an enabling environment to maximise this contribution to the nation's development[83].

3.175   These are socially fraught issues. There is a diversity of views on sex work and on the role of the law with respect to it. Spaces for local and national discussions and debates on what needs to be changed to improve people's lives and on how to bring about such changes need to be created. PSP has joined in partnership with Dame Carol Kidu, the Minister of Family and Community Development, her department and others to stimulate these discussions.

ALIGNMENT

3.176   A commitment to partnerships for development which harness the energy, skills and experience of all development actors[84] means that partnership activities will fall outside of as well as within the public sector.

3.177   PSP is managed within civil society. A commitment to strengthening and using developing country systems to the maximum extent possible[85] is thus a commitment to also strengthening and using the systems of civil society organisation development actors.

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[83] Acra, op. cit., para. 20.c.

[84] Accra, op.cit., para. 16.

[85] Accra, op.cit., para 15.

3.178   The work of PSP is aligned with the provision of the Constitution of PNG which respects the rights of women and guarantees them equality within the law as well as social and economic equality. It aligns with PNG's international commitments under CEDAW, under international human rights law, and under other international instruments that relate to gender. It also aligns with the Papua New Guinea National HIV and AIDS Strategic Plan 2006-2010, the National Gender Policy and Plan on HIV and AIDS 2006-2010 and with gendered national policies on development.

3.179   The organisational cultures of Save the Children in PNG and PSP are gender permeated. PSP draws on local gender expertise and gender sensitive expertise in implementing its policy that all staff receives gender training. It builds country capacity and knowledge of national, regional and international gender and human rights commitments[86].

3.180   There is a need to strengthen the processes through which the gender and human rights learnings of PSP can be transferred to other actors inside the sector, to other sectors, and beyond, including to the donor community[87]. One modality for achieving this end might be a jointly undertaken participatory gender audit, joint in the sense of all donors participating equitably with PSP and other stakeholders.

HARMONISATION

3.181   The principle of harmonised, transparent and collectively effective donor action is conceived as a defragmentation measure[88] to improve aid complementarity and reduce duplication and cost. It applies as much to projects and programs as to the overall aid architecture, to civil society initiatives as well as to the public sector.

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[86] DAC Network on Gender Equality, op.cit. para. 7.

[87] DAC Network on Gender Equality. (2008) *Making the Linkages. Issues Brief 1*:4.

[88] *Paris*, op.cit., para.33, Accra, op.cit., para.17.

3.182 Since its start, PSP has been supported by a diversity of donors and donor initiatives: AusAID[89], Family Health International (FHI), UNICEF, NZAID, Save the Children Australia and Save the Children New Zealand. This funding has not been pooled, jointly programmed or coordinated. PSP has been asked to produce separate project documents (FHI) and has had to agree separate deliverables. Each donor has different reporting cycles and requirements. This is an ineffective use of PSP's developmental resources of people and time.

3.183 The mechanism for harmonising and rendering effective this aid, in the absence of a common donor platform or joint action, has been PSP itself; weaving and connecting the delivery outputs into a cohesive program.

3.184 Another modality chosen for the implementation of the harmonisation principle is program-based approaches[90]. The principle is often interpreted as a commitment to transition from small interventions to larger programs. This is often rationalised by an understanding of aid effectiveness and efficiency in terms of aid delivery mechanisms: budgetary allocations and systems for financial management, procurement, audit, and results measurement.

3.185 However, aid effectiveness could equally be understood in terms of its social outcomes and impacts, its social and distributive effectiveness. PSP can be seen as one such transformational space. The gendered practice of development has shown that small interventions may significantly positively change women's, and men's, lives and well-being. The Accra Agenda for Action does not exclude or disallow small interventions. To this extent, approaches such as that of PSP are not disallowed by the *Paris* process. However, nor does *Accra* speak out in favour of small interventions. In complex systems, such as gender, small 'butterfly' initiatives may have significant outcomes and impact[91]. This could become a site of contestation with the transition to program-based approaches.

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[89] Initially the National HIV/AIDS Support Programme (NHASP) and then Sanap Wantaim.

[90] Accra, op.cit., para.15d.

[91] Eyben, R. *Power, Mutual Accountability and Responsibility in the Practice of International Aid: a Relational Approach.* Institute of Development Studies Working Paper 305. University of Sussex Brighton. May 2008:25.

3.186   It is important that gender effective modalities and processes be found, that is, modalities and processes that also change women's lives for the better, and that, in the transition to program-based approaches, the insights gained from past implementing modalities and processes not be lost or rendered invisible. One challenge that the development community could take up is the development of modalities for better putting into practice the learnings from small gender effective interventions amongst other agencies.

MANAGING FOR RESULTS

3.187   The modality chosen to implement the principle of managing for development results seeks to secure as outcomes of aid partnerships a limited set of agreed, time-bound and measurable results. To this extent, it assumes that the outcomes of aid partnerships and aid initiatives arise from linear, cause-effect relationship and so can be predicted. However not all aid situations can be managed in this way.

3.188   As a modality, managing for results favours the measurable over the imponderable, the more easily measurable over the complexly measurable, and the available over the as yet to be measured.

3.189   PSP provides an important example of the unpredictable and unrecognised. The women with whom PSP works are provided with female condoms as a means of protection from HIV, one which is under their control and requires little or no negotiation with clients or partners. The condoms are keenly sought after and willingly used to help keep themselves uninfected and alive. Data is kept on numbers of female condoms distributed to whom and on problems in the supply chain.   It does not capture however an unforeseen resourceful and relevant use that women are making of them.

3.190   Word of their value has passed around and now women who travel from the Highlands to Lae or Madang to sell their produce insert these condoms before setting out. The journey is known to be dangerous for women. Vehicles are often stopped and the women on them raped as well as robbed. Never before and not elsewhere have women had some protective agency over the feared outcome of HIV infection from rape.   A story was told of a gang of men in the act of raping the women when one man recoiled in horror saying that one of the women had this terrible infection growing inside her and no-one should go near her. He had mistaken the extruding rim of the female condom for a fungal-like infection and she was spared being raped.

3.191   Where value is placed on empowerment or agency or self respect or trust as developmental outcomes, objectively verifiable indicators of progress may not be appropriate. PSP illustrates this well. PSP reports against a quantitative framework imposed by one of its major donors. It captures and disseminates data on, for example, condom and lubricant distribution, reported condom usage, the distribution of national HIV materials, numbers of sites and of people reached, and numbers of outreach volunteers.

3.192   Such a reporting framework is drawn from an input-to-output linear logic. The assumption underlying the reporting framework, for which evidence is lacking, is that achieving such results constitutes sustained HIV-protective behaviour and/or the improvement of people's well being.

3.193   On all these indicators, PSP is achieving impressive results. What makes the project so successful, however, lies beyond or beneath these measures. It lies in the strong personal and collective commitment to protection and the sense of agency that it creates. It is *how* PSP goes about its work that creates these outcomes. In particular it is the centrality to its work of the two core transformative practices: the reflecting and learning spaces and the three Rs: recognition, respect and reliance.

3.194   It is this praxis that needs to be recorded, tracked and reported on. PSP is attempting to do this. It encourages its volunteers to record stories and incidents as well as input and output data on their data sheets. It is using methods such as the Most Significant Change Methodology to capture stories of personal, attitudinal and organisational change from the perspectives of those most involved.   However these measures have limitations. Developing a monitoring and evaluating system that can capture and analyse anecdotes and stories on data entry has proved difficult and the process time consuming.   Yet the richness of the data is lost otherwise. There are similar limitations with Most Significant Change data.

3.195   Yet modalities for implementing the principle of managing for results will need to be able to capture the processes of holistic development practice, to capture values and affects, if results such as those of PSP are to be recorded and valued.

3.196   The mutual accountability principle aims to redistribute power so that countries, donors and other development partners become more accountable to each other and to their constituencies[92]. This would make more genuine partnerships possible, partnerships based on shared recognition of interdependence.

3.197   Power is exercised through the non-verbal as much as the verbal. It is felt as well as experienced. It silences as well as privileging. Mutual responsibility for effective aid requires the development of a sensitivity to the workings of power as a precondition to its redistribution.

3.198   Partnerships with CSOs need to be particularly sensitive to its workings. Many CSOs have experienced the imposition of power whilst they themselves are committed to working with *power with* others rather than *power over* others.

3.199   The reports of the annual staff retreats of PSP[93] identify difficult power relationships with donors as the downs of their year or looking after donor requirements, especially reporting requirements, as problematic. Language has been proscribed by one of its donors: the use of the verbs "empower' or 'organise' in reporting, for example. Language has been imposed: the use of phrases which ill fit PNG contexts, such as 'men who have sex with men', or 'commercial sex worker', for example. Programs have been imposed without discussion or agreement, as a condition of funding. This is not a shared recognition of interdependence, much less a journeying together.

3.200   Mutual accountability needs mutually respectful and responsible relationships. Meetings, missions, visits, the provisioning of meetings, reviews, mutual learning all absorb scare resources of time, people and funds. They can be an expression of the workings of power over others when they are not mutually beneficial and jointly arranged. PSP has sought to find ways of ensuring that such interactions arise from genuine partnerships.

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[92] *Paris*, op.cit., paras 47-50. Accra, op.cit., para.24

[93] 2005 and 2008, for example.

3.201 The Kavieng Declaration raises these issues in a spirit of mutual accountability. Attached to the Declaration is a Protocol for Mounting Development Partner Missions to PNG[94] which sets out the shared Principles and operating guidelines to ensure more effective conduct of such missions. It also establishes in its targets to 2012 an annual ceiling on the number of development partner missions to PNG[95].

3.202 The HIV and AIDS Program of Save the Children, which includes PSP, have developed a set of Principles and procedures for the partnerships it wishes to develop with others[96]. They apply to all partnerships that HAP undertakes but apply particularly to partnerships involving international consultants, advisors or organisations. The Principles speak about open communication and transparency among partners, respect for the integrity of each other's work and the need to strive for a developmental approach.

3.203 These Principles and procedures, as do those of the *Paris* Declaration and its implementing instruments, aim to ensure that the program's commitments to its beneficiaries and partners can be carried out in respectful spaces and processes and that the effectiveness of its work can be furthered through such partnerships.

A GENDERED LENS

3.204 Gender determines what is expected, allowed and valued in women, and men, in a given context, society or culture[97]. Gender is socially constructed, reinforced by social norms and cultural practices. Gender is hierarchical and changeable.

3.205 Gender can be viewed in three aspects: firstly, in terms of the way that masculinity and femininity are constructed, enforced, and contested, secondly, in the nature of the relationships

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[94] Op.cit., Annex III

[95] Op.cit., Annex I: Targets and Indicators for 2012, para.8

[96] Learning Points for Strengthening Partnerships. Draft of 6 September 2007.

[97] NZAID. (2007) Achieving Gender Equality and Women's Empowerment:23.

between women and men, and in particular, in the ways in which power is exercised and abused within such relationships, and, thirdly, in terms of the cultural practices and social norms that inscribe and reinforce gendered norms and values.

3.206   To what extent has PSP supported and enabled its own staff and those with whom it works to confront, question and contest the various gendered dimensions of their lives and the lives of their families and communities?   In this questioning of gender norms, of the social attributes, opportunities and roles associated with being female and male[98], they are challenging and changing the ways that they, as women and men, their femininity and masculinity, and their sexual identities, have been socially constructed. Further, women and men engaged in PSP have gained a sense of the workings of power in their lives and relationships, a relational understanding of gender[99].   They have stronger insights into the way power and violence can reinforce systems of oppression and exploitation.   They are more capable of holding to account those responsible for enacting violence.   They are learning to use power constructively.

3.207   Since working with Poro Sapot, they have also begun to challenge some of the cultural practices and social norms that construct and reinforce gender, and which spread the HIV epidemic.   Many of the women touched by the project now give their husbands condoms before they travel and ask them to protect their families.   This is uncommon in the PNG context.   Other new and emerging practices include parents talking to their children about sexuality and safety and spouses talking with each other.   They also include managing alcohol and reducing the number of concurrent sexual partners.

3.208   From these empowering engendered processes, PSP staff and those they work with have gained the motivation and determination to protect themselves and others from HIV, to ensure that their children can become resilient in similar ways, and to live lives of greater dignity where they are respected for themselves, and to contribute to the well-being of their nations.

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[98] Ibid:23.

[99] Ibid:23.

3.209   Achieving development effectiveness through values-based and engendered practices and spaces is complex and demanding on an organisation and its leaders. The results however justify the effort.

3.210   The choice of Poro Sapot was a conscious choice, made in the knowledge that it was a small project but one which it was felt would be interesting to consider in terms of better understanding how to address gender in the Melanesian context, an area of few past successes and even fewer lasting successes.

3.211   The anthropological literature has long told us that gendered relations in Melanesian society in general and in PNG in particular are deeply culturally inscribed and include the use of abusive power. One profound impact of this inscription is that PNG is the *only* country in the world where life expectancy for women is less than for men.

3.212   At the bottom of the social, economic and cultural pile are women who are widowed, divorced, single mothers, and/or refugees from lives of violence. Most women who work as sex workers fall into these categories. Additionally, the more that men are feminine or feminised in their identity, including transgenders, the more they too are similarly treated.

3.213   These are the people that Poro Sapot works with. They work with them in ways that consciously set out to transform their gendered lives for it is their belief that only in this way can the program strengthen each person's ability to survive the HIV epidemic.

3.214   Neither HIV programs nor programs for women in PNG have had significant success to date. Save the Children in PNG has orientated its organisation, management and service delivery of PSP by embodying and reflecting values and rights which embrace gender in its many experiences; that is as man, woman, transgender, 'sista girls' and other identities. This "gender responsive driver of change" approach is at the heart of PSP and permeates all its activities. PSP makes it safe for all people engaged in the project, at any level, to learn about their own values and personal power and to explore and advance these experiences safely.

3.215   The outcome is that many of the outreach workers, who themselves are currently, or have previously been engaged in sex work, are *absolutely determined* to stay safe from HIV, to reduce their sexual partners, to seek alternative income sources, to reduce their alcohol / drug intake, to promote education to their children, and to share their new knowledge and understanding with others. Similarly, many other staff have been confronted about their experiences and perceptions of sexuality within their own lives and that of their family, and they too have altered their outlook

and behaviour through being more accepting and understanding, and though sharing their newfound values-based knowledge with significant others.

3.216   Mutual accountability is strong in this project as gender permeates the project; points of view from all people engaged in the project are privileged; there is mutually reflective practice in regular staff meetings, as well as at the whole-of-organisation annual retreat; other successful personal changes and stories are 'captured' through the 'Most Significant Change Methodology'; there is strong evidence of shared values amongst staff within an environment largely built upon mutual trust which is role-modeled throughout the organisation.

3.217   PSP human rights-based values and its HIV prevention purpose reaches beyond the outreach workers' 'immediate' working situation, and positively affects their families. It is also sought by other families in their villages. Its success is mushrooming, as is the demand for female and male condoms and associated safe sex products, and other personal protection techniques.

3.218   There is a lot of critical learning from the PSP project; its success is largely achieved though respectful relationships and safe processes which enable power *sharing* to occur amongst all who are engaged in the project. This holistic approach is stunning and the feeling of family inside the buildings and between the staff is palpable: it is part of the secret of their success. As noted earlier, it is the centrality to its work of the two core transformative practices: the reflecting and learning spaces and the three Rs: recognition, respect and reliance, which are another aspect of its success.

3.219   It is results such as these that create the possibility of sustained change, in the behaviours, practices and values that challenge the spread of the HIV epidemic and in the lives of those it touches.

PACIFIC REGIONAL POLICING INITIATIVE (PRPI)

3.220 The New Zealand and Australian Prime Ministers announced the Pacific Regional Policing Initiative (PRPI) to the 14 Pacific Island Forum Island Countries[100] (FIC) in 2003. The rationale for this initiative was regional security, especially as the timing of the project's scoping and initiation coincided with significant Pacific unrest. "Safety and security, and the reduction of conflict" were flagged as being the primary outcomes for PRPI[101]. A scoping mission (by an Australian-based team) about Pacific regional policing needs and priorities went into five of the 14 Forum Island Countries (FIC) in 2002. It confirmed that a regional policing project could make a "significant contribution ... to political, social, and economic stability throughout the region and verified wide-ranging stakeholder support for such an initiative"[102]. The scoping mission team noted the "common, consistent and high priority issues"[103] facing Pacific-based Police forces, namely;

- executive leadership and management
- ethics, independence and professionalism
- financial appropriations and budget management
- strategic directions
- community engagement and perceptions
- training delivery capacity and infrastructure
- forensic capability
- Police administration, appointments, promotion systems and legislation
- capacity to deal with 'new' crimes such as electronic crime, fraud, and trafficking
- policing and young people
- political support

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[100] The 14 FIC are: Cook Islands; Federated States of Micronesia; Fiji; Kiribati; Marshall Islands; Nauru; Niue; Palau; Papua New Guinea; Samoa; Solomon Islands; Tonga; Tuvalu; and Vanuatu.

[101] AusAID, 2003. *Pacific Regional Policing Initiative Program Design Framework*, *September 2003*:38

[102] Regional Pacific Initiative Scoping Team, 2003. *Pacific Regional Policing Initiative Mission Assessment Report, June 2003:*16

[103] Ibid

- women and policing

3.221   Within this final category, the mission noted that in Pacific police forces, "women are rarely found in meaningful command and operational roles"[104]. The mission simultaneously debunked the "cultural reasons" argument which is often used to justify this situation by observing how women held senior management roles in other spheres of public life. The mission report instead gave emphasis to a particular 'police culture' being responsible for the gender bias. Interest was expressed during the five country tour of a regional network for women in policing being developed. The report concluded

Gender awareness components should be embodied in all planned RPI [Regional Policing Initiative] programs at operational, management and executive levels. The RPI design should consider mechanisms to support regional networks for women in policing, and share the lessons learned thru the SPCPC[105] [now PICP].

3.222   Today, PRPI is a $17 million regional initiative that works with police agencies across the Forum Island countries. It is coordinated by the Pacific Island Chiefs of Police Secretariat (the Secretariat), and implemented by Global Justice Solutions, an Australian-based company. The Secretariat operates within a charter to promote and foster the efficiency, effectiveness, capacity and integrity of all aspects of policing in Pacific Island countries. PRPI began in January 2004 and was largely designed by AusAID. The initial five-year dual funding commitment by AusAID and NZAID has been extended by the two donor countries and will see PRPI continuing beyond 2008. The Australian Federal Police had taken over from AusAID the carriage for policing for Australia and is developing a Pacific Policing Development Programme to commence from 1 January 2009.

3.223   There are six components which encapsulate the PRPI program[106]

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[104] Ibid:40

[105] Ibid:41

[106] From: www.pacific-rpi.com

Component 1 - Strategic Policing

Objective: To strengthen the capacity of individual FIC police agencies to identify and respond to community, national and regional priorities.

Component 2 - Executive Development Program

Objective: To enhance police leadership throughout the region by preparing future police leaders for supervisory, management and senior executive roles and enhancing the capacity of existing leaders.

Component 3 - Police Technical Skills

Objective: To enhance basic operational and investigative capacity, and establish a foundation upon which effective community-based policing and transnational crime management capacity can be built.

Component 4 - Training Capacity Development

Objective: To support the development of a competent and appropriately sized training delivery capacity in each jurisdiction within which the currency of trainers, training programs and their modes of delivery is maintained.

Component 5 - Forensic Technical Skills

Objective: To support development of appropriately sized basic forensic services that are able to meet the respective needs of each jurisdiction.

Component 6 - Program Management

Objective: To support the achievement of component objectives, accountability for the use of program resources, and coordination of program activities.

3.224   The strategic agenda of regional security accumulated significant political 'buy-in' across the Forum Island countries. However, there was insufficient consultation with operational Police leaders across the fourteen nations, even though the scoping mission suggested that it had been

careful to "confirm the commitment to and capacity for ownership of the program by national and regional Stakeholders"[107]. Therefore, the effectiveness of this political approach was somewhat muted as the Chiefs of Police 'inherited' the strategic leadership of PRPI with little background knowledge as to the genesis of the program, or of its intentionality regarding the technical, strategic and personnel capacity-building within each police force.

PRPI STAKEHOLDERS

Pacific Island Chiefs of Police (PICP) – 21 countries

Governing Body

↗

Women's Advisory Network (WAN) Advisory Body

⇓

PICP Secretariat

(NZ-based - advocacy, relational, informational and operational support)

↙   ↘

Pacific Regional Policing Initiative (PRPI) - Delivered in 14 countries by Global Justice Solutions company (currently excluding Fiji due to military coup) - Funded by AusAID (lead donor) & NZAID (co-donor)		Other capacity building projects e.g., Pacific Prevention of Domestic Violence Program (PPDVP)

Civilians
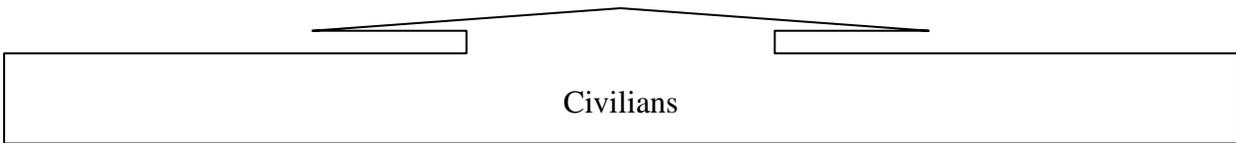
3.225   This diagram demonstrates that the Women's Advisory Network (WAN) has a constitutionally-specified "special relationship" to advise the PICP directly, thus enabling one WAN

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[107] Regional Pacific Initiative Scoping Team, 2003. *Pacific Regional Policing Initiative Mission Assessment Report, June 2003:*46

representative to contribute to PICP conferences and working groups. It does not include voting rights.

THE SITUATION FOR WOMEN AND POLICING

3.226   Women police are not a new phenomena in the Pacific, as Table 4 demonstrates.

Table 4: Year of First Woman Recruit[108]

Country	Date
Kiribati	1966
Samoa	1969
Fiji	1970
Tonga	1970
American Samoa	1970
Cook Islands	1971
Republic of Palau	1972
French Polynesia	1976

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[108] Women in Policing in the Pacific "Our Journey". Paper delivered by Lautoa Faletau, Assistant Police Commander, Tonga Police Force at Australasian Council of Women and Policing Conference 21 - 24 August, 2005, Darwin, Australia http://www.aic.gov.au/conferences/2005-policewomen/faletau.html

Solomon Islands	1976
Vanuatu	1977
Papua New Guinea	1977
Marshall islands	1978
Nauru	1979
Commonwealth of Northern Marianas	1980
Niue	1980
Federated States of Micronesia	1980
New Caledonia	1982
Tuvalu	1992

3.227   The actual *Project Design Framework* presupposed that:

Gender and equity issues will be mainstreamed through the program rather than being established as a separate component of discrete set of activities ... The Australian aid program recognises that sustainable development can only be achieved with the active participation of all members of the community. The program shall therefore include a clear strategy for the integration of gender issues across the program as well as specific activities within relevant components to promote the participation of women in leadership and decision making at all levels[109].

3.228   Within the monitoring and evaluation of the PRPI design framework, a secondary key result area is the promotion of gender equity[110]. The Gender Risks identified in the framework were "the likelihood of women not presenting themselves for inclusion in training or other activities and not seeking deployment in management and operational positions" (Ibid:39-40). The original design document concludes:

The sector is male dominated and while there is an acknowledgement by senior attitudes of those employed in the middle and lower levels across the FIC. Where linkages are made to community policing issues, there is a risk that women will not become involved because of lack of knowledge, incentives, resources or commitment.

3.229   Since the policing initiative started in 2003, there has been a measurable numerical increase in women police across the Pacific region in both operational and training roles. There are also accounts of some increase in senior leadership support for the part played by women police and in policies that explicitly target women. The Acting Superintendent Kalinda Blake of Nauru Police received the PICP Chairman's Award for Outstanding Service in 2007 for "her outstanding service through her involvement on the Pacific Regional Policing Initiative, Regional Training Team and the development of training opportunities within Nauru Police"111. Some police

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[109] AusAID, 2003: *Pacific Regional Policing Initiative: Program design framework*:28-30.

[110] AusAID, 2003, op cit:38

[111] Pacific Island Chiefs of Police (2007) *2007 Communiqué.* 33rd Annual Meeting of the South Pacific Chiefs of Police Conference.

commissioners and other senior officials are highly effective champions of gender equality, especially in their support of women in leadership positions.

3.230   But the regional policing initiative has also exposed some serious blocks to gender equality. 'Family expectations and cultural taboos often work against career aspirations for females, as well as a lack of confidence and adequate peer support networks'.[112]

3.231   There is no shortage of expertise in the Pacific in this subject area. Kasanita Seruvatu, the former Director of Training in the Fijian Police and now Training Advisor to the Samoa Police, has spearheaded initiatives in the two countries to create a stronger ethnic and gender balance and empower women to take up challenging roles in the police force over the last 10 years. She reported that:

Major obstacles are the deeply entrenched beliefs and stereotyped attitudes towards women in the workplace. Culture, socialisation processes and religion play a role in this. Pre-colonial taboos and norms of the Pacific cultures draw a clear demarcation line between dominant men and subordinate women. The colonial and Christian value systems later reinforced traditional gender roles. These traditional gender roles have lost importance but still continue to influence modern societies in the Pacific region[113].

3.232   Of her own experience in Fiji she wrote:

Appropriate measures were put in place in 2003 including the decision to widen the pool of recruits and to remove certain compulsory selection criteria concerning height, weight, age and chest size of the candidates that discriminated against ethnic Indians and Chinese. The same year, a policy was put into place that gave 35 per cent of places in the police to women and 65 per cent to men. The new human resources policies also promoted a more transparent and fair selection procedure, gave women front line operational roles, including elite units, established

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[112] Paulini Matavewa, Manager of AusAID's Law and Justice program in Suva
http://www.ausaid.gov.au/closeup/women_in_blue.cfm

[113] http://www.ilo.org/global/About_the_ILO/Media_and_public_information/Feature_stories/lang--en/WCMS_099054/index.htm

networks, and promoted zero tolerance of sexual harassment and positive media coverage of women in the police force (Ibid)..

3.233   She continued: "Joining the higher ranks of the Fiji Police Force is not easy due to the entrenched attitudes and beliefs regarding women in general in policing not only in Fiji but in the Pacific region as a whole. Prior to Commissioner Hughes' appointment into the Fiji Police, there was only one woman holding the rank of an Assistant Superintendent while the next highest ranking woman was a sergeant. There was no woman at the inspectorate level. It's a man's world.

3.234   In 2003, Commissioner Hughes appointed two women to significant operational positions. However, their work was made harder on the ground when they dealt with male counterparts who had deeply ingrained ideas about gender roles in society:

There is a patriarchal attitude towards women in the world of work and sometimes women are given token positions to pacify the strong advocates in women issues and to more or less 'keep their mouths shut'. Management should not only talk about gender equality but also follow up with action. Where policies exist in this area, managers should make sure that every attempt is made to facilitate the access of women police officers to upper management levels. They should 'walk the talk' instead of paying lip service. Women should be encouraged to take up front line operational duties and to move away from performing 'administrative duties'. Promotion opportunities and key positions vacancies should be advertised and everyone encouraged to apply and the selection to be done in a fair and transparent way. Women should stop being 'mute', be assertive in their communication with men and dare to question the decisions of superiors especially if it is a man" (Ibid).

3.235   In addition to such commentators, a regional Women in Policing Survey was conducted by Victoria University in 2007. While this survey has some major shortcomings (it is not a survey with great texture, and reports in numbers without capturing narrative) it should have offered Global Justice Solutions a series of concerning signals to be dealt with. For example, in the Solomon Islands females performed considerably more clerical and administrative duties and were dissatisfied with this. A majority of both male (75%) and female (90%) thought that women faced barriers to promotion. Gender discrimination had been experienced by 47% of women staff; 31% had problems in working relationships with male colleagues and 28% with male supervisors. A majority of women respondents (65%) thought that women should be targeted for promotion and for women's development programs (51%). This investment is probably a good idea, since a higher percentage of the women in the force (44%) thought they would still be in the job in 5

years time compared with 37% of the male respondents. Both males and females thought that males were favoured for training courses selection. Violent behaviour in the force was attributed to males, and there was no 'zero tolerance policy towards such behaviour.[114] And yet within this context, WAN received an international award for their work, as did individual members of the Network in 2005[115].

OUR FEEDBACK

3.236   The consultants were advised that 'governance has failed in this PRPI project'. We were told that processes for activities such as the midterm review was 'shocking', with no buy-in, no feedback, and that there was a real problem for the contractors, Global Justice Solutions, of distinguishing between governance and management. Global Justice Solutions-authored reports for meetings were, at times, received one day before travelling to it, thus not allowing any in-country consultative assessments of the material prior to formal Pacific-wide discussions. Donor partners commented that these reports frequently contained statements not backed by data and that there seemed to be no space for critical analysis of the program.

3.237   The fact that at the most recent meeting, Global Justice Solutions reports were received, and the Global Justice Solutions team were then asked without explanation, to leave, suggests a clear lack of communication and process between parties to this program. The program was also forced into an uneven delivery. Global Justice Solutions advised us that because the Australian Federal Police were 'in charge of' the policing program in Papua New Guinea and Solomon Islands that they had 'only 10% of the push there compared with the police units in other Pacific countries'.

3.238   Global Justice Solutions advised that they had no good interface with the Women's Advisory Network (WAN) of Pacific police forces. Since the Solomon Islands has the largest number of women officers compared with other countries, it is most regrettable that the PRPI project had

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[114] Pacific Islands Chiefs of Police: Women in Policing Survey. Solomon Islands Report. CACR Victoria University of Wellington June 2007

[115] Pacific Island Chiefs of Police (2005) *2005 Communiqué.* 33rd Annual Meeting of the South Pacific Chiefs of Police Conference.

limited 'push' there, as they might well have learned more about the issues for women in the police force. We were told by Global Justice Solutions that all gender strategies had been mainstreamed; however, the researchers found that this amounted to a documentation of male and female attendance numbers. There was no evidence that there was "a clear strategy for the integration of gender issues across the program as well as specific activities within relevant components to promote the participation of women in leadership and decision making at all levels"[116]. It was clear that 'women's matters' were left to women members. That Global Justice Solutions did not pursue a role in sustaining communication, in making space for these voices and for dealing with the messiness which a gender analysis brings to such a project, is very disappointing.

3.239   Police women advised us that there was little comprehension by Global Justice Solutions and by male police colleagues that there were issues about being a woman in the police force. These included the lack of suitable toilet facilities or private spaces to breastfeed in police stations (a number of these stations were built by donors). They included the issues of being harassed, assaulted, demeaned and threatened by male police officers. Global Justice Solutions advised that in five years they hadn't heard of such a case. We were in the field for three days and learned of a successful prosecution by a female officer of a male police colleague for assault.

3.240   The Policewomen had questions about policing and health and safety – for example encountering resistance from male superiors to having women officers in trousers as opposed to a skirt. Freedom of movement is especially important for police. We similarly noticed the very large difference between the small number of women police officers with their drivers' licenses and access to police vehicles, compared with the more comprehensive training available for policemen. Being able to get into a vehicle and move quickly is a front-line policing necessity and a safety issue currently unavailable to most policewomen.

3.241   The women also said that the training manuals were generic and did not include what was needed. Policies needed to be updated, of a higher standard and to be more appropriate from a gender perspective. They spoke of needing more women trainers, and more use to be made of

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[116] AusAID, 2003: *Pacific Regional Policing Initiative: Program design framework*:28-30.

ongoing training in the field for women. The Policewomen needed some trainers who were 'specialists who understand the people here'.

3.242   Police women suggested that they had no space to be heard; they had to wait for the 'gain favour' from a male superior officer before being admitted for consultations as opposed to being seen as experienced experts and professionals who had a lot to contribute. They said that women's committees in the different police forces around the Pacific were forced to meet in their spare time outside of work time, but, for example, the National Executive of the Police Association would always deem their Association meetings as 'work'. They recommended formal police women's committees with dedicated and direct access to Police Commissioners, and that the 'token woman' approach is not good enough. As illustrated above, women officers have specific gendered challenges in their work, and also a woman's perspective on all policing matters. It is too tough to expect one woman – the Women's Advisory Network representative - to have to address and champion these issues on her own all the time at every level – district, national or regional.

THE PRINCIPLES OF THE *PARIS* DECLARATION AND REGIONAL POLICING

OWNERSHIP

3.243   The project was politically imposed upon the Police Chiefs of the fourteen Forum Island countries, rather than being discussed and developed with them. However, the original *Program Design Framework* took account of this *Paris* Declaration Principle as it required PRPI to ensure that the Secretariat took a key leadership role, as PICP was seen as being "fundamental to the long-term success of the PRPI [and] must become the major driving force for police policy and strategy development throughout the region"[117]. Thus, partner countries were handed the lead by the two donors rather than countries instigating and promoting the concept. To be fair, a regional program of this scale is an enormous organisational undertaking to establish, and the strategic

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[117] AusAID, 2003, op cit:13

environment of policing in the Pacific at the inception of PRPI in 2004 was negligible, with only 3 countries of the 14 Forum Island countries operating to Strategic Plans[118]. By the end of 2007, all countries' police agencies were reported to have strategic plans in place. Importantly these have been developed using the results of community perception surveys. "As a consequence, community perceptions, needs and expectations are, in many cases for the first time, informing and driving the directions of Pacific Policing" (Ibid: 4).

3.244   The project's implementation has been largely driven by the Australian donor and by Global Justice Solutions, rather than by the partner countries. Policies relating to gender have been developed in many of the police agencies with Global Justice Solutions assistance. However, in 5 years of operation, it is unclear how Global Justice Solutions' implementation has meaningfully embedded this Ownership principle and facilitated gender and aid effectiveness. Women are largely absent from the program, being small in number as recipients of training and of other professional development opportunities. It is unclear how PRPI has permeated other ministries and levels of government; learnings do not appear to have been shared. Civil society is absent from the program as are in-country private sector operators.

3.245   Global Justice Solutions have largely ignored the gender and aid-based expectations and commitments within the original design framework and have not facilitated their progression in the program's in-country implementation. For example, as a mechanism to enact the Ownership principle, it had been envisaged that a Pan-Pacific Project Steering Committee be initiated to support PRPI[119]. This committee eventuated but was not sustained.

ALIGNMENT

3.246   Acknowledgement was made in the original PRPI *Program Design Framework* of the existing bilateral security arrangements between governments in the Pacific with a guiding principle being that the PRPI program "shall complement and not complicate the work of other police, law and

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[118] Global Justice Solutions, 2007a. *Pacific Regional Policing Initiative Annual Performance Internal Evaluation Report, July 2006-June 2007:*29

[119] AusAID, 2003:38

justice programs operating in the region. An effective coordination mechanism will be a fundamental aspect of the program"[120]. The existing Pacific-based and/or bilateral policing and security programs were:

- Samoa Police Institutional Strengthening Project (SPP)

- New Zealand Police support to Pacific Policing (including RAMSI and Niue)

- Australian Federal Police support to Pacific Policing (including RAMSI and Nauru)

- Australian Fiji Community Justice Program (AFCJP)

- Vanuatu Police Force Capacity Building Project (VPFCBP) and

- Papua New Guinea Law and Justice Sector Program (PNGLJSP)

3.247   As previously noted, WAN has a constitutionally-specified "special relationship" with the Secretariat, which gives them the right to sit on all Secretariat conferences and working groups, and includes speaking rights (though not voting rights) at these meetings. WAN's purpose is to "foster the contribution of women in policing and provide timely and effective advice to the Secretariat in relation to issues impacting on women in policing"[121]. WAN's three identified foci are:

- ethical behaviour and professionalism within the Police

- effective communication amongst regional law enforcement agencies, and

- The maximisation of policewomen's capacity in delivering effective policing122

3.248   In the concluding section of *Future Directions in Pacific Policing Strategy - Volume I* (pp.28-30), specific mention is made of how PICP now needs to focus upon:

- improving gender equality;

- alignment with existing regional and international priorities such as the gender, peace and security agenda within UNSCR;

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[120] Ibid:30

[121] Pacific Island Chiefs of Police Secretariat, 2006a. *PICP-WAN Project Proposal 2006-2009:*29.

[122] Pacific Island Chiefs of Police, n.d *Future Directions in Pacific Policing Strategy:*17

- more participation in policing by women's groups, activist groups and rights organisations, as being key implementation issues requiring ongoing analysis and attention; and

- Additional efforts in providing meaningful roles and promotional opportunities for Police women, including a more active engagement with PICP-WAN.

3.249   Thus Alignment Principles were acknowledged in the Design framework and other subsequent strategic documentation. Where alignment has failed has been at implementation; no evidence of systemic gender equality mainstreaming could be identified in this sector-wide program. For example, it is unclear what meaningful actions have been derived from WAN briefings for the Secretariat members to date, nor how the "more active engagement" by WAN with the Secretariat will be embraced. A strong *policy-based* alignment to gender empowerment exists: however, the 2006 WAN survey and our in-country research have revealed that these paper-based commitments have not equated with equitable exposure to career opportunities for women and men in Pacific police forces. This would signal an under-utilisation of skills and experience across the Pacific and through PRPI specifically. In 2007, there were approximately 11,500 police officers across 18 Pacific Island countries; of these officers, ten percent (10%) were women police officers[123]. This is a significantly sized female workforce who is being repeatedly short-changed by this program.

3.250   The beginnings of alignment can be found across Forum Island countries through their increasing usage of the PRPI Assessment and Development Centres (ADC). This is a merit-based personnel system whereby career pathways, recruitment, promotion, and broader capacity building can occur and which seems to be able to "moderate gender, cultural and other biases in selection and offers motivated and able police personnel career development opportunities that few have enjoyed in the past"[124]. Additionally, victim management protocols developed by PRPI are starting to be aligned by in-country Ministry's of Health in Samoa, Palau and the Cook Islands[125].

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[123] Matavewa, P, 2007. *Integrating gender equality into sector wide approaches to development cooperation: Peace and Justice*.

[124] Mid-Term Review Team, 2006. Mid-Term Review: Pacific Regional Policing Initiative. Final Report 16 October 2006:7

[125] Global Justice Solutions, 2007a:25.

Significant work is needed by Global Justice Solutions in noticing, utilising and strengthening the gendered experience in the fourteen Police forces they are working with.

HARMONISATION

3.251   Problematically, there is a mismatch between PRPI donors about gender equality and its relevance in this program's effective delivery. Since 2006, NZAID has funded Women's Advisory Network (WAN) through the Secretariat with AusAID continuing this funding for the 2008-09 year. However WAN's advice is not reflected or harmonised into the PRPI work. Concerns at PRPI's inability to respond adequately to gender issues throughout the project have also been expressed by donors through the 6-monthly report critiquing process. For example, NZAID has asked for the integration of CEDAW Principles into *Future Directions in Pacific Policing, Beyond 2010* - the paramount Pacific Policing strategic document. CEDAW has been signed by each of the participating PRPI countries (except Nauru, Tonga and Palau) – yet these international commitments are still absent in that leading strategic document.

3.252   The capacity for gender analysis and consequent action has not been facilitated by Global Justice Solutions. Issues such as training, promotion, working and employment conditions, and workplace safety (assaults by male officers as well as civilians upon women officers; assaults by civilians upon policemen) were clearly flagged in the 2006 WAN survey of nearly 800 female and male police personnel across the Pacific, and spoken of throughout our in-country missions. *Paris* states that donor partners must commit to public safety, and yet women, including many policewomen, are not safe from violence from male officers or from civilians in local police stations. This reality severely compromises the credibility of this program, especially as the contractors were unfamiliar with this reality for serving female officers. Effective governance is not present in this program, which is a cornerstone of harmonisation. Again, this is a failing of the program's implementation leaders – Global Justice Solutions – who have not demonstrated an understanding of gender in their service delivery. This shortfall was noted in the 2006 Mid-term Review:

PRPI has developed sound strategies to address gender and HIV issues. However much more is required to ensure the practical application of these strategies across all program deliverables and to ensure full integration with other regional initiatives. Collaboration between PICP

Secretariat and PRPI on human rights, gender equality and HIV/AIDS across all program deliverables needs to be strengthened[126].

3.253   Tellingly, the Mid-Term review staff themselves only sought the views from 39 women, from the 136 people (29%) in total consulted about the PRPI performance (Ibid: 28-31). As previously noted, there are other AusAID and NZAID-funded policing projects around the Pacific. In Samoa, it is known that the Pacific Prevention of Domestic Violence Program and Samoa Police Institutional Strengthening Project are harmonising well in their shared implementation, and to some degree with PRPI.

MANAGING FOR RESULTS

3.254   Global Justice Solutions has made policy commitments towards reducing gender inequalities which are reflected in their *Gender and Equity Strategy[127]*. The strategy's purpose is to "establish a PRPI management process which ensures that women and men, young people and vulnerable people across the participating FIC [Forum Island countries] benefit equally from the implementation of PRPI". The Secretariat, on paper, is committed to managing for results: "Gender friendly police services … have more likelihood of being more responsive to their communities"[128]. The Pacific Island Chiefs of Police reiterate this statement and wish to increase the proportion of women in the Police as a mechanism in which to enact this community responsiveness[129]. Additionally, Global Justice Solutions themselves have noted in their 2007 – 2008 Work Plan that "where women occupy leadership positions, corruption is reduced"[130].

3.255   Therefore, the policy and evidence is present to support greater numbers of women to enter and be retained in Police forces across the Pacific so as to benefit the countries' communities, and thus to begin to adjust for the significant gender imbalance in Pacific Police forces. Additionally,

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[126] Mid-Term Review Team, 2006:26

[127] Global Justice Solutions, 2007b. *Pacific Regional Policing Initiative Gender and Equity Strategy April 2007*

[128] Pacific Island Chiefs of Police, 2006b. *Women in Policing Survey. Summary Report 2006:*8.

[129] Pacific Island Chiefs of Police (n.d.).*Future Directions in Pacific Policing Strategy:*30

[130] Global Justice Solutions, 2007c. Pacific Regional Policing Initiative *2007/2008 Work Plan Executive Summary for Stakeholders – Draft. April 2007:*2

the documentation supporting effective management of human resources exists. However, there are no key people in PRPI who bring gender equality and women's empowerment to the forefront of the program's implementation. The Mid Term Review Team (2006) also noted this phenomenon:

PRPI has a sound approach to mainstreaming gender and equity issues across all aspects of the program… But there is a very long way to go before police agencies have the will and the capacity to ensure the safety and security of women in a custodial situation, in the family or in the general community and offer equal opportunities to male and female staff (pp:8-9).

3.256   The Women's Advisory Network (WAN) is a very encouraging initiative which women police officers had sought and received support for through NZAID. However WAN's capacity to affect positive change with Police decision makers since it was invited to attend the PICP annual meetings in 2004[131], change which was heavily substantiated from their comprehensive surveying of nearly 800 Pacific male and female policing staff in 2006, was not visible in the documentation available to the research team members, or in any in-country meetings. Affirmative change was not experienced or expressed in the daily working lives of Pacific policewomen. This was fundamentally exemplified through the attempts of the policewomen to meet as a group and to discuss their working experiences. The meetings were deemed by their male superiors to be an 'out-of-office-hours' appointment, which prohibited many policewomen from being present, as they needed to attend to their family and community responsibilities. This has seriously compromised the capacity of women police officers to learn, share and promote their professional issues and ideas amongst each other and has the overall effect of diminishing policing standards locally and in the Pacific.

MUTUAL ACCOUNTABILITY

3.257   Meaningful consultative practices are vital to establishing and maintaining trust. Consistent and reliable consultation practices are critical in formulating and securing a shared purpose between

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[131] Pacific Island Chiefs of Police (2004) *2004 Communiqué.* 33rd Annual Meeting of the South Pacific Chiefs of Police Conference.

all partners. The consultants heard stories of both bullying and silencing of partners in this context. Bullying or silencing are obstructive for mutual accountability and dramatically diminish any other gender and aid effectiveness gains.

3.258 It has been difficult to identify sex-disaggregated data across the PRPI project. Some numbers of women participants in training are available, for example, but not as a percentage of total participants. Community perceptions surveys of local policing undertaken in Samoa, Papua New Guinea, and the Solomon Islands were requested of PRPI, but were not received; it is therefore unknown as to whether these contained sex-disaggregated data. There is no evidence that the lead donor – AusAID, or their agent – Global Justice Solutions – are strengthening any Pacific countries' capacity to increase demand for gender responsive results, nor in strengthening the Police forces' capacity to collect and manage sex-disaggregated data and using it to influence policy changes. The 2006 WAN survey of nearly 800 male and female police officers and staff is sex-disaggregated and provides valuable insights into policing experiences and issues in the Pacific at this time. Indeed it is the ONLY comprehensive gendered data made available to the researchers about Pacific policing. And it is ignored. No linkage could be made between this valuable data and consequent policy changes in the program or beyond into other policy spheres of government in the Pacific.

A GENDERED LENS

3.259 This case study had well documented intentionality towards gender equality but did not deliver an effective program for policewomen as potential recipients. Repeated efforts by policewomen to communicate amongst themselves internally and externally with the exclusively male Policing decision makers across the Pacific were not enabled by the program staff nor especially by senior male members of the Police agencies. As noted previously, the Women's Advisory Network has a significant and constitutionally-sanctioned role in directly advising the Pacific Island Chiefs of Police about matters relating to ethical behaviour, effective communication, and the maximisation of policewomen's capacity to effectively police. This is a privileged and leading advisory role which could significantly advance policewomen's experience of ownership and engagement in their own workplaces, as well as advancing policing 'results' and outcomes. Instead, WAN's advice has not been reflected or harmonised into the Pacific Regional Policing Initiative. The policewomen felt stymied through their inability to physically meet in their own communities and countries.

3.260   Thus, any meaningful connection between PRPI staff and Pacific policewomen through the women's 'authorised' channel, the Women's Advisory Network, was not identified by these researchers. The consequent under-utilisation of male and female skills and experiences is detrimental to all Police forces engaged in this program across the Pacific. For NZAID and AusAID, WAN is the pivotal point of action and advancement for policewomen in the Pacific and their advice needs to be heard *and acted upon*.

3.261   As Kasanita Seruvatu, Training Advisor to the Samoa Police noted in October 2008:

A gender and ethnically balanced police force reinforces the principle that all law enforcement agencies should be representative of and responsive and accountable to the community it serves. It also reinforces the fact that a police force should recognize and reflect the identity and concerns of every section of the population. When a police force can show the visible presence of members of the minorities and women in prominent positions, it can be a clear indication of its acceptance in the population132.

3.262   The program's Gender and Equity Strategy (2007) opens with the assurance that "gender and equity are key underpinning concepts in AusAID's development assistance program"[133]. The peak global convention pertaining to gender – CEDAW – has been signed by most Forum countries (excluding Nauru, Palau and Tonga). The Convention states: "Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice"[134]. Yet the Convention is not present in *"Future Directions in Pacific Policing Strategy"* - the peak Pacific documentation authored by PICP, nor are any of CEDAW's thirty articles found in the originating PRPI documentation. This seriously minimises the program's capacity to make possible equality between women and men.

3.263   Civil society and Pacific Island-based private companies are not engaged in this regional policing program; this is to the detriment of the program's potential to deliver more inclusive results or to

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[132] http://www.ilo.org/global/About_the_ILO/Media_and_public_information/Feature_stories/lang--en/WCMS_099054/index.htm

[133] Global Justice Solutions, 2007b. *Pacific Regional Policing Initiative Gender and Equity Strategy April 2007*

[134] http://un.org/womenwatch/daw/cedaw/

reflect a greater degree of accountability. Global Justice Solutions has advised that the country-based community perception survey results do inform a country's policing strategy. As the researchers could not source these surveys, nor in-country Police Strategic Plans, we have been unable to substantiate this claim, nor to see consequent community survey responses to the new climate of community-based strategic planning for Pacific policing. It would be exciting to see the demonstration of community ownership and accountability being grown through a community-based planning cycle such as this.

3.264   Useful results have been accomplished through the regional initiative's investment in embedding structures and training into the 14 countries' Police workforces. For example, the increasing usage of the PRPI Assessment and Development Centres as a mechanism to proactively encourage women into operational training and in the identification of leaders and managers within Police has seen nearly 90% policewomen who participate subsequently being recommended to enter the Pacific Policing Management or Executive Development Program[135]. However, this figure exists in isolation; it is unknown whether this 90% figure represents 5 women participants, or 55 women participants being recommended, and whether these women are a minority or majority grouping within the entire Pacific Policing Management or Executive Development Programs. Within the Regional Training Team, six of the 21 officers are women. The inclusion by this team of gender, equity and discrimination issues has been popularly received by training recipients, especially amongst younger officers (Ibid: 21). A critical factor in managing for results is reliable data on which to ask question and identify results. It is hard, without sex-disaggregated data, to therefore state whether these newly introduced structures and training are beneficial to all police officers in the Pacific who participate in the PRPI program.

3.265   The diverse PRPI stakeholders include the Commissioners of Police from across the Pacific; the private company contracted to deliver the program; governments in each of the participating 13 Forum Island countries; NZAID and AusAID; the police workforce of approximately 11,500 police officers (across 18 Pacific nations); and Secretariat staff; along with the 'secondary' stakeholders such as other policing and security program staff in the Pacific. Also, as policing is a

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[135] Global Justice Solutions, 2007a:18

public good, civilians have a high dependency on policing work being undertaken professionally, consistently and ethically.

3.266   The program's *Gender and Equity Policy* (2007) notes the following data collection aspirations:

In order to establish baseline data for later comparative purposes, the following data to be collected in relation to the Police agencies in each FIC will include, where possible:

- Number and percentage of police officers by rank and gender;
- Number of applicants for each promotional position: number of women, number of men;
- Distinction between roles carried out by women police officers and men police officers;
- Statement of appointment and selection procedures;
- Gender analysis of training programs for recruits and other levels;
- Data on retention rate for women police officers;
- Data on services provided by each FIC police agency in relation to G&E;
- Information on policies or programs which specifically aim to improve the safety and security of women, either in a custodial situation or in the general community; and,
- Information on policies in relation to major client groups and issues affecting women – eg procedures for managing complaints of domestic violence, who responds to domestic violence reports etc

Data requirements will be reviewed and updated to reflect emerging needs[136].

3.267   Unfortunately the research team was unable to source any of this information, and therefore cannot comment on the program's incorporation of men or women's policing results. Similarly, the degree of wider accountability, and the experiencing of 'real' results which are meaningful to each and all of the stakeholders cannot be easily gauged at this time. For example, in the absence of community perception surveys, it is hard to know if civilians feel safer in their homes and on their streets; it is harder to know if women and younger people are safer when in police custody; it is difficult to project whether more policemen are actively expressing greater tolerance and trust towards their women colleagues.

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[136] Global Justice Solutions, 2007b. *Pacific Regional Policing Initiative Gender and Equity Strategy April 2007*

3.268   Where the local community perceptions survey is providing a baseline foundation for a country's Police strategic planning, it would indeed indicate that mutually reflective practice is occurring, and would send a strong signal to local people that their police force is serious about their mutual accountability commitments. Following this grassroots-driven process to planning would be an outstanding success for the Pacific Regional Policing Initiative and for the Pacific Island Chiefs of Police on the global stage.

SECTION 4:- FINDINGS AND LESSONS

4.1   This Findings and Lessons section draws out the learnings from the case studies, the literature and aid agency briefings on the practical ways to strategically advance gender equality which can be applied across a range of aid modalities so as to improve development outcomes.

4.2   The four Pacific-based case studies, coupled with the literature and briefings, illustrate how attention to gender equality might improve *Paris* Declaration aid effectiveness commitments whilst delivering positive development outcomes. The findings also identify contemporary tensions, challenges or inconsistencies with promoting aid effectiveness commitments and advancing gender equality through development assistance.

LESSONS LEARNT REGARDING OWNERSHIP

4.3   Genuine feelings of ownership are more likely when all parties (government, donors, women and men, and civil society) are engaged in discussions from the start and throughout – in the visioning, design, implementation, monitoring and evaluation of programs.

4.4   Care must be taken at the outset to ensure that concepts are agreed – for example, gender, transport, civil society – and then are negotiated with particular attention to who has the power of definition. Being particular is to be preferred over generic descriptions in all documents, for example, the right to education, the right to political participation, the right to be free from violence.

4.5   Conflict and antagonism arise when civil society feels left out of deliberative processes. This perception has arisen with *Paris* and the Pacific rendering of the Paris Declaration.

4.6   Aid effectiveness is increased when voices which are not usually heard are listened to and learnt from. Women's voices must be equally listened to.

4.7   Ownership is developed as women and men engage in practical activities, for example, advocacy of people's right to be involved in national decision making, participation in public forums, lobbying government on issues of concern, etc.

4.8   Gender equity is always relative to the constructed contexts or relationships in which it is determined. The value of the relational approach used in this research was that is helped to capture the many ways stakeholders – especially NGOs - were acting as independent development actors. An aspect of this relational approach is the need to include women's narratives so as to record the strategies and systems women are using to influence social change. Importantly, positive, respectful and reciprocal relationships between all participating parties need to be built and sustained. This will enable all stakeholders have meaningful impact and influence upon coordinating donors.

LESSONS LEARNT REGARDING ALIGNMENT

4.9   A commitment to using developing country systems is a commitment to strengthening and using the systems of development partners *both within and beyond* government.

4.10   Mechanisms need to be found and strengthened to ensure that civil society organisations can be full and active partners in the development dialogue.

4.11   Core budget support and technical support for capacity building is an important mechanism for strengthening civil society. It can contribute towards sustainability and credibility and can enable NGOs to leverage other resources. However, it is critical to ensure that human rights and equity goals do not become marginalised or rendered invisible in this process.

4.12   Development actors need to be fully cognisant of, accountable to and aligned with the international legal commitments of all parties, including the gender policies adopted by donor and partner countries. Donors need to ensure that these rights and commitments are written into all private sector contracts. Donors also need to understand the dynamic nature of these commitments, and their review procedures.

4.13   The agency which has the national mandate for gender and CEDAW should be mentored, supported and guaranteed the technical expertise to become active partners in all development initiatives until such time as this expertise is established in other sectors and in donor agencies.

4.14   NGOs should and can take the lead in seeking program alignments.

4.15   Even where strong policy-based alignment to gender empowerment exists in program documentation, gender equity may not be facilitated or sustained by agency or project/program staff. Gender equity needs to be continuously profiled and sustained in programs.

4.16   Donors need to be continuously mindful of their accountabilities to government and civil society, that is, accountabilities to their parliaments, their Audit Offices and Human Rights bodies, and their citizens, to implement their published policies and to practice their commitments to international human rights instruments.

LESSONS LEARNT REGARDING HARMONISATION

4.17   *"Harmonisation amongst the powerful [donors] makes the powerful more so, at the expense of the weaker partners (recipient countries)"* [137]. The possibility for synchronicity of aid effectiveness and gender is dependent on personnel: the presence of a highly skilled person as a gender analyst – not just a gender specialist – in a senior role in any program enhances the possibility of this blend. No audit or short-cut is available. It depends entirely on the passionate commitment to rights-based approaches amongst key stakeholders.

4.18   Stakeholders need ready access to gender expertise, including competence in gender strategies. This expertise should be ongoing through the life of the project, and should be built if the capacity is not available. This responsibility should be held as a very senior position in-country and in the project team.

4.19   The Terms of Reference / Job Description of all project and program leaders should include responsibility for gender, and this should be a strategic priority and an annual matter of performance review for project and program leaders.

4.20   A Gender Community of Practice could be a forum to discuss and explore gender policy and practice lessons learnt, as well as accessing related knowledge and gaps in programs. It could also play a key role in identifying and working to achieve gendered outcomes, developing champions for gender equity and justice and serve as a locus for sharing learning about gender

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[137] Kane, 2008:3

and development. The country's Ministry for Women's Affairs must have a central role here not only for their expertise, but their strategic role in policy development.

4.21   The evidence base for privileging one modality over others or for demonstrating the relative effectiveness and impact of different modalities and instruments on the lives of women, and men, remains weak. The gendered practice of development has shown that small interventions may significantly and positively change women's, and men's, lives and well-being. The modality of program-based approaches[138] is often interpreted as a commitment to transition from small interventions to fewer, larger programs. However, aid effectiveness could equally be understood in terms of its social outcomes and impacts, its social and distributive effectiveness, attributes that are not directly related to program size.

4.22   There is considerable room for negotiation between human rights values and family / community / cultural values and ideals. People are moving between what are often seen to be two totally distinct poles and working to achieve human rights for families and communities.

LESSONS LEARNT REGARDING MANAGING FOR RESULTS

4.23   Continuous attention to gender effectiveness is required by donors in the monitoring and evaluation of a contract's delivery. Meaningful outcomes and results need to be identified and agreed between the various parties participating in the project. This includes outputs as well as exploring real empowerment-orientated outcomes with local men and women.

4.24   Providing spaces, time and options is critical so that women and men and agencies connected to the program can identity their own result areas, and pathways to achieving these.

4.25   Gender related activities and outputs need to be factored into programs from the outset and be backed by budgetary support. For example, the adoption of more transparent human resource management processes across organisations can yield positive results for men and women regarding their promotion, retention, training and employment opportunities.

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[138] Accra, op.cit., para.15d

4.26   Greater efforts are required by stakeholders to build and demonstrate positive working relationships, so that information and experiences 'from the field' can continuously inform service delivery.

4.27   Monitoring systems need to be able to capture 'unexpected' results, to document, analyse and follow the strategies women are using and the factors which have contributed to the positives and negatives of a program and build on the strategies that are working for women and communities.

4.28   Monitoring and Evaluation templates must reflect all justifications for the project, in particular every reference to gender, human rights, poverty, participation, and MDG relevant commitments. All project or program budgets must also ensure sufficient resources and time for this to be done.

4.29   No project or program should proceed to implementation on the basis of short cuts in fact-finding, in Rapid Rural Appraisal or in other similar field work. No implementation should begin until the monitoring and evaluation framework reflects community-desired outcomes arrived at through a genuine participatory process, in which gender voices are heard equally.

LESSONS LEARNT REGARDING MUTUAL ACCOUNTABILITY

4.30   There needs to be a clear understanding by all stakeholders that the participation of women is neither the same as nor does it ensure gender awareness. In certain situations, deliberate steps must be taken to ensure male voices, and transgender voices, are heard.

4.31   Mutual accountability needs mutually respectful and responsible relationships. Missions, visits, meetings, reviews, mutual learning all absorb scarce resources of time, people and funds. They can be an expression of the workings of power over others when they are not mutually beneficial and jointly arranged.

4.32   Rigorous accountability is vertical and horizontal. It presumes a healthy participatory approach of accountability to communities, just as it means engaging around unresolved issues between donors.

4.33   Multi lateral agencies act on behalf of donors and are partners in ensuring that the highest benchmarks of the stakeholder parties are the program's actual benchmarks. This must be reflected at all times throughout the project or program documents and practice and donors must insist this is done strategically, not just functionally.

4.34   The NZAID description of gender equity has been used in this report: *"different approaches may be needed to produce equitable outcomes by taking account of and addressing the differences between and amongst the lives of women, men, girls and boys and the diversity of different groups of women, girls, men and boys".[139]* The addendum to this statement is that the necessary step of 're-checking' the differences and needs of women, men, girls and boys needs to be inserted into this definition: *rechecking* that what was once applicable for pregnant women is still applicable; what was initially considered to be the best program for older men is still useful; what worked two years ago with young street women is still valid.

4.35   The *Paris* Declaration is a commitment to support partnerships for social change[140]. Gender is a movement for social change. It is complex and favours networks, relationships and process as conduits of change. Gender is transformative and dynamic. Given the gender equity definition used by these authors, *Paris* did not address gender in the context of full aid effectiveness. *Accra* added it on.

4.36   The key findings of this research are:

> Do the *Paris* Principles increase gender awareness in aid effectiveness? No.

> Does adopting a gender lens increase the likelihood of achieving the *Paris* Principles? Yes.

4.37   Four case studies of NZAID and AusAID-supported initiatives in the Pacific region were examined. The NGO Support Fund (NGOSF) highlights the compelling and different strategies NGOs are able to pursue once core budgeting is secure and how these activities respond to local context and opportunities. While only the Mapusaga o Aiga employs a direct gendered rights approach, the blend of human rights /community building strategies employed by Samoa

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[139] Achieving Gender Equality and Women's Empowerment. NZAID. May 2007. p.23.

[140] Eyben et al. 2007, op.cit., p.20.

Umbrella Group for NGOs and Women and Business Foundation also provide spaces for women and men to exercise their right to participate in national decision-making, realise the power of working together to achieve social change and, negotiate strategic partnerships to achieve their goals. Through these NGO programs, women's knowledge, skills and creativity in identifying sustainable solutions is impacting right across national economic, social and political policy making and bringing sustainability to these processes. The platform for reflection and the introduction of a more gendered rights program has been set as a small opening for the transgender voice.

4.38   Another case study has well documented intentionality towards gender equity – the Pacific Regional Policing Initiative – but did not deliver an effective program for policewomen as potential recipients. Repeated efforts by policewomen to communicate amongst themselves and with the exclusively male policing decision makers across the Pacific were not enabled by the program staff. The consequent under-utilisation of male and female skills and experiences was detrimental to all Police forces engaged in this program across the Pacific. We did not see the significant experiences and public voices of Pacific policewomen influencing data analyses, program delivery, or outcomes.

4.39   A further case study – Solomon Islands Roads Improvement (Sector) Project – does not have a focus upon gender equality and did not achieve aid or gender effectiveness outcomes, with the exception of the efforts made in the area of HIV education and programs. This project should be further investigated for significant best practice breaches of development effectiveness and gender policies and commitments, at all stages to date. A cost-benefit analysis should also be conducted by comparing gains to be made by focusing on pedestrian traffic infrastructure.

4.40   The case study which best reflects aid and gender effectiveness – Save the Children's Poro Sapot Project in Papua New Guinea (PSP) – embodies an organisational culture, human resources, vision and practices that are gender infused and values based. This way of working has resulted in those working with or in the Poro Sapot Project having a strong sense of who they are as women and as men, of their rights and responsibilities, and of agency.

4.41   The Principles of *Paris* do not commit the aid community to particular aid modalities[141], rather to particular outcomes and impacts. This is an important distinction for gender, where complex challenges and messiness necessitate a diversity of approaches and processes.

4.42   One key modality identified for the implementation of the Harmonisation Principle is the development of an agreed division of labour amongst donors[142]. This could be an effective rationalising modality to ensure that gender sensitivity and expertise is available across all sectoral working groups. In itself this would not be sufficient to achieve gendered outcomes. The likelihood of its successful practice will also depend on how strong the gender commitment is from partner countries and donors.

4.43   But even a mechanistic division of labour does not capture the insight of Hilary Benn as UK Secretary of State for International Development, that gender needs to be put "into the heart of" each donor agency's work[143]. This is a critical modality for gender sensitive harmonisation and alignment. It requires of donors that they look at themselves through gendered lenses, reflect on their own organisational culture, ponder their institutional practices, attitudes, competencies, procedures, processes, language, rules and norms and build their commitment and capacity to harmonise, align, measure and be responsible for gender.

4.44   Putting gender into the heart of an institution's work has proven to be a taxing task. Institutions with the following characteristics are more likely to be gender practicing institutions:

- where the overall goals and mission of the institution are values based and oriented towards equity and social justice
- where there are gender advocates inside the institution, especially where they are networked with each other
- where the institution is sensitive to the use of language

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[141] Rosalind Eyben et al. Gender Equality and Aid Effectiveness: Challenges and Opportunities for International Practice: Experiences from South East Asia. Report on a Workshop organised by DFID, UNIFEM and the World Bank. Bangkok, 2-3 April 2007., pp.17 & 19.

[142] *Paris*, op.cit., para.35, Accra, op.cit., para.17

[143] Hilary Benn. March 8th 2007. Quoted in Eybin et al. 2007, op.cit. p.18.

- where the search for pathways through social concerns is supported by social research and undertaken in listening mode
- where internal structures are task oriented rather than hierarchical
- where alliances with like-minded people within and external to the institution are encouraged.

4.45   Gender advocates inform and engender accountability mechanisms by reviewing and revising documents, providing inputs into policy and program development, engendering human resource procedures, strengthening staff gender sensitivity, commitment and competencies, re-interpreting gender in line with the institutions goals and lobbying for gendered budget allocations[144].

4.46   Gender analysis is an analysis of power and its particular contextual dynamic. Simplistic approaches to harmonisation can have unwanted, even deleterious, consequences, particularly as the evidence base for privileging one modality over others. The need to identify gendered power can mean a diversity of modalities and processes, and the assessment of their effectiveness in various contexts, is required. Demonstrating the relative effectiveness and impact of different modalities and instruments on the lives of women, and men, remains weak: it is mostly a theoretical imposition at this stage anywhere.

4.47   Thus for example, the adoption in country of a uniform approach to gender training as a harmonisation modality not only presupposes that there is evidence of the differing effectiveness of various approaches to gender training in a particular area, but presupposes that a uniform approach will be cost effective and that it will give the best results. Experience has shown that harmonisation in this area has had mixed results.

4.48   A mechanistic approach, based on linear logic, logical frameworks and expert technical assistance, can be applied in two types of situations. Firstly where there is no shared vision and no agreement on the sort of society that development aid could assist in creating. In such a situation, the pre-agreed results provide a basis for accountability.

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[144] Nuket Kardam. "Making Development Organsations Accountable: The Organizational, Political and Cognitive Contexts." In Ed. Anne Marie Goetz. Getting Institutions Right for Women in Development. Zed Books. London. 1997. pp.48-51.

4.49   The second situation is one in which there are mutually agreed and desired changes but of particular types. It can be applied when broad agreement exists as to what constitutes the problem to be addressed, how to address it, and what would constitute a successful outcome, and where the resources needed for its resolution are bounded[145]. One example given by the Chair of the DAC is of mosquito nets. In such situations, a limited set of agreed, time-bound and measurable results can be identified and negotiated. The determination and negotiation of the desired results of partnerships within the overall aid architecture may fall into this category. However not many development initiatives do.

4.50   Addressing women's lives cannot be so simply contained. There are many competing framings of the predicaments involved, a multitude of differing voices and perspectives, many of them muted or silenced in most spaces, clamouring to be heard. There is often little agreement on how to move forward, with whom, even on what would constitute a successful outcome. The women themselves are seldom asked at the onset what they would consider desirable outcomes. It is paradigmatically messy and complex. What results are negotiated, tracked and reported on are determined by the workings of power. The dominant voices and orthodoxies, past and present, determine whose results count. Consultation practices, when they happen, are frequently self-fulfilling of the adopted process.

4.51   The use of baseline studies against which progress can be measured is drawn from this linear logic. It predicates that what may later be of interest can be known in advance of an intervention. However, the greater the participation, the more the listening, the more the privileging of the silenced and the marginal, the less linear and predictable the change lines may be.

4.52   Thus the application of the managing for results modality in messy situations may work against participatory and inclusive processes. This places this modality for implementing the *Paris* Declaration in tension with the principle of mutual accountability which calls for a reinforcement of participatory approaches[146]. It may also fail to provide evidence that there may be pathways of change other than those foreshadowed to produce the anticipated results.

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[145] Eyben 2008, op.cit:27.

[146] *Paris*, op.cit. para.48.

4.53   To manage for gendered results requires, at a minimum, the disaggregation of data by the factors and forces which shape the lives of women, and men, in particular developmental contexts. This could include some or all of age, location, marital status, ethnicity, education, and other factors, but it invariably includes gender. To emphasise the importance of gender disaggregated data is not to reduce measurement of results to quantitative methods.

4.54   Is it possible to manage for results with non-linear logics, logics that can capture complexity, the serendipitous and the perverse? That development has and must have agreed outcomes and impact is not contested. What constitutes a result, who decides, when and how it is recognised and managed for may well be contestable.

4.55   Most development contexts are messy and complex and may not be able to be managed for results in the way foreseen by this modality. In some situations, agreement on what constitutes a beneficial result may be made be ex post facto. In others, methodologies that are capable of capturing the unforeseen or unforeseeable will be needed.

4.56   We also shared the fundamental concerns about the international aid system itself raised by Molly Kane[147]. What is at issue is the dynamic of power and access to justice, the issues which have been at the heart of feminist analysis throughout our lives. In 2008, Kane encapsulated the international women's networks' observations pertaining to the *Paris* Declaration, which this report's authors support. They are as follows[148]:

1. Ownership: Democratic ownership of national development programs should involve citizens, including women's organizations, in the formulation and delivery of policies and programs. It is not the international financial institutions, but the people who should be the beneficiaries of aid, the majority of whom are women, who should have the final say in development strategies.

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[147] Kane, M.(2008). *Gender, the Paris Declaration and Women's Emancipation"* Speaking notes for Molly Kane, Inter Pares to 'Does Aid Work? Can it Work Better? Crucial Questions on the Road to Accra and Doha North-South Institute Conference, June 17-18, Ottawa 2008.

[148] Ibid:2-3

2. **Alignment:** Given the concern about weak democratic ownership noted above, as more bi-lateral and multi-lateral funding is "aligned", the key question is aligned with what, and to what benefit? Women's movements around the world have contributed to and rely on United Nations processes to advance their agendas at home, especially the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action (BPFA) of the 1995 Fourth World Conference for Women for Development and Peace and Equality. Unlike the *Paris* Declaration, these processes and agreements include an explicit analysis of women's status and of poverty.

3. **Harmonization:** Commentaries about harmonization are similar to those regarding alignment in terms of general concerns about macro-economic conditionality and the reinforcement of more powerful players (the donors) in the aid relationship. Harmonization among the powerful makes the powerful more so, at the expense of the weaker partners (the recipient countries).

4. **Managing for results:** Improvement in management of resources and decision making for results can only happen if sex dis-aggregated data and gender analysis are integrated into monitoring, implementation and evaluation processes. Adherence to human rights Principles and to the legal obligations of donors and recipient governments should be used to measure the effectiveness of policies and programs. These obligations and standards should include the requirements of the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action, as well as MDG targets and indicators.

5. **Mutual Accountability:** In many countries women's rights organizations have significant challenges in securing accountability from their governments. There are limited opportunities for women's rights advocates to hold donor countries and the IFIs [International Financial Institutions] to account. While the new aid modalities (budget support, Sector Wide Approaches, PRSPs [Poverty Reduction Strategy Papers], Basket funding and Joint Assistance Strategies) come in the context of a scaling up of aid flows generally, they tend to result in a scaling down of specific funding for women's rights and gender equality, due to a lack of political will to ensure gender equality is one of the main pillars of development and due to the nature of the analysis of poverty underpinning those aid modalities (which also affects support for civil society and dissent more broadly).

4.57   These statements by Kane provide guidance and learning to aid agencies as to how aid effectiveness can strengthen gendered outcomes for all citizens.

4.58   **In summary**, the *Paris* Declaration "*is a welcome structural shift in power relations between aid giving and aid receiving governments with potential for genuine partnership as expressed through the Principles of ownership / alignment/ mutual accountability*."[149] The case studies show that effective aid means supporting locally-owned processes of change and prioritising the appropriate human and financial resources to make that happen. Government, donor and civil society collaboration in program design, implementation, monitoring and evaluation increases feelings of ownership, alignment and mutual accountability. The development agenda belongs to many beyond the partnership between government and donors.

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[149] Eyben et al. 2007, op.cit.,p.20.

5.1   These recommendations are made in the context of the research consultants' key finding that adopting a gender lens can increase the likelihood of achieving the *Paris* Declaration Principles.

5.2   Gender is a fundamental cornerstone of development, to be incorporated in all policies at all levels and in all stages. Thus, gender must be at the heart of NZAID and AusAID work. The synchronicity of aid effectiveness and gender is dependent upon the presence of highly skilled people as gender analysts in senior program and/or in-country roles. NZAID and AusAID must work towards facilitating these senior appointments across the Pacific *and* within all programs.

5.3   A commitment is made by NZAID and AusAID to hearing women's voices. Women's diverse voices are sought and heard throughout the planning, monitoring, evaluation and development processes. This should include explicit targeting of marginalised groups within 'women'. Men at all levels – donors, partners, and civil society – do not speak for, or on behalf, of women. *Ownership principle*

5.4   A commitment is made by NZAID and AusAID to hear civil society voices. Their diverse voices are sought and heard throughout the entire program engagement. This should include explicit targeting of marginalised groups within 'civil society'. Donors and partners cannot assume to speak for, or on behalf, of local communities. In some circumstances, deliberate steps need to be taken to ensure male and transgender voices are heard. *Ownership principle*

5.5   A commitment is made by NZAID to reiterate to desk officers that they each have an obligation to carry out New Zealand government human rights commitments in the field, particularly when those commitments are shared by partners and donors. The involvement of national mechanisms for gender equality such as Convention on the Rights of the Child (United Nations), Millennium Development Goals, and Beijing Platform for Action is integral. *Alignment principle*

5.6   A commitment is made by NZAID and AusAID to have 'red flag' procedures and policies in place that would address:

- How staff can safely bring to notice, at the Executive level, that a particular program or project fails all good development assistance Principles;
- When programs or projects fail to meet shared international legal human rights commitments;

- Significant failure in processes to engage civil society despite Terms of Reference to do this;

- Silencing staff who are told 'not to rock the boat'. *Managing for Results principle*

5.7 A commitment is made by NZAID and AusAID to adjust their monitoring and evaluation templates so that program-derived narratives are captured so as to reflect unintended and hidden program outcomes. This will enable more donor and project responsiveness within that program and with future programs. *Managing for Results principle*

5.8 So as to ensure contractual accountability, a commitment is made by NZAID and AusAID to ensure that desk officers plug any gaps between commitment and intention regarding gender and civil society in program documents where no energy, resources, capacity or commitment is being made by partners to deliver gendered outcomes. *Harmonisation and Managing for Results Principles*

5.9 Gender based instruments such as budgets, audits, and statistics which are gender-specific need to be used in program development, monitoring and evaluation. Building the capacity of local agencies to collect, analyse and distribute this data is also vital. *Mutual accountability and Managing for Results Principles*

5.10 A clarification made to the definition of Gender used by NZAID and AusAID in future practice which reflects how gendered power and relationships are dynamic and constantly in flux because of gender's shifting context.

5.11 A clarification made to the definition of Gender Equity used by NZAID in future practice to recognise that different approaches may be needed to produce equitable outcomes by taking account of, addressing *and rechecking* the differences between and amongst the lives of women and men, girls and boys and the diversity of different groups of women/girls and men/boys.

5.12 NZAID and AusAID are urged to investigate increasing their support for women's rights work by the creation of special funds such as the MDG3 fund of the Dutch Government, the fund created by the Norwegian Ministry of Foreign Affairs, the major contribution by the Spanish government to UNIFEM, and the major increases for women's human rights work by the Irish and Swedish governments, which have been their policy responses to the findings of their own investigations into the gendered outcomes of the MDG and *Paris* Principles development initiatives.

5.13   In light of the global economic recession, the provision of an analysis of new aid modalities, gender equity and women's poverty in relation to the pre-existing national macroeconomic policies in the Pacific needs to be undertaken by NZAID ad AusAID.

PACIFIC HUMAN RIGHTS COMMITMENTS

	ICESCR	ICCPR	CEDAW	CEDAW O/P	UNCRC
Australia	*10 December 1975*	*13 August 1980*	*28 July 1983*	*27 November 2007*	*17 December 1990*
Cook Islands			*1 October 1985 (via NZ)*		*6 June 1997*
Fiji			*28 August 1995*		*13 August 1993*
Kiribati			*17 April 2004*		*11 December 1995*
Marshall			*2 March 2006*		*4 October 1993*
Micronesia (Federated States of)			*1 September 2004*		*5 May 1993*
Nauru		*12 November 2001*			*27 July 1994*
New Zealand	*28 December 1978*	*28 December 1978*	*10 January 1985*	*7 September 2000*	*6 April 1993*
Niue			*1 October 1985*		*20 December 1995*
Palau					*4 August 1995*
Papua New Guinea	*21 July 2008*		*12 January 1995*		*2 March 1993*
Samoa		*15 February 2008*	*25 September 1992*		*29 November 1994*
Solomon Islands	*17 March 1982*		*6 May 2002*	*6 May 2002*	*10 April 1995*
Tonga					*6 November 1995*

Tuvalu		29 November 2007	**6 October 1999**		**22 September 1995**
Vanuatu			**8 September 1995**	17 May 2007	**7 July 1993**

Bold & italics   **Indicates the date of adherence: ratification, accession or succession.**

Italics   *Indicates the date of signature.*

EXAMPLES OF MUTUAL ACCOUNTABILITY MECHANISMS FROM CEDAW (CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN, 1979)

Article 2

(d) to refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation;

(e) To take all appropriate measures to eliminate discrimination against women by any person, organization or enterprise;

Article 5

(a)   To modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women;

Article 14

1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.

2. States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women that they participate in and benefit from rural development and, in particular, shall ensure to such women the right:

(a) To participate in the elaboration and implementation of development planning at all levels.

IN-COUNTRY PROGRAMS FOR SITE VISITS, AND BRIEFINGS' PROGRAMS

IN-COUNTRY PROGRAM: SOLOMON ISLANDS (ROADS)

For:- NZAID and AusAID, undertaken by Marilyn Waring and Nic Mason

2 – 5 SEPTEMBER 2008

Tuesday 2 September   Flight cancelled Brisbane – Honiara. Remained in Brisbane.

Wednesday 3 September Arrived in Honiara on rescheduled flight

1030–   **NZAID, AusAID and RAMSI key staff for initial briefing**

1130   *Venue: NZHC Conference Room*

1200   *Lunch*

1400 –   **SIRIP Transport Policy and Planning Unit**

1500   **Brian Deutrom, Ambrose Kirei**

          Community Development Specialist in SIRIP

          Venue: MID Conference Room.

1515 –   **John Strain, CSP Roads Team**

1630   **Venue: CSP Office**

Thursday 4 September

1015 –	**Philip Taisau**
11:45	Venue: RAMSI MoG, Lelei
1200	*Lunch*
1330 –	**Andrew Shepherd, James Hall, Michael Constable and Eric Lui**
1430	**RAMSI Development Program**
	Venue: RAMSI.
1445 -	**Audrey Baeanisia**
1630	**Manager of Women and Youth Division, HCC**
	Venue: Women & Youth Office, Multi-Purpose Hall
1900	**Junita Matanga, Chief Superintendant and Nester Coloni, Chairperson, Police Women's Network**
	Dinner: Mendana Capitana Restaurant

Friday 5 September

0900 – 1000	**Private Secretary Infrastructure** Venue: Minister's office
1100 –	**Ruth Liloqula, PS Cabinet**
	Venue: Cabinet Office

1200	*LUNCH*	
1330 – 1430	**Ethel Sigimanu, PS, Women Affairs** Venue: Women Affairs Office	*Did not eventuate as Ethel, Marilyn & Nic on same flight to NZ.*
1445 1630	**Michelle Maschmedt - Ministry audits & Robert Cohen - Provinces and Statutory Bodies/SOEs** **OAG Office** (Eric Muir will be out of the country therefore have nominated his Directors to attend instead). Venue: OAG's Office	

Completion

	Name	Organization

	Name	Organization
FRIDAY 15 AUGUST		
8.15	Kilali Alailima	Dev Programme Coordinator
9.00-9.45	Carolyn Bilko Helen Leslie	NZ High Commissioner NZAID Manager
9.45-11.00	Kilali Alailima Christine Saaga	Dev Programme Coordinator Post DPC SAF
11-.00-12.00	Alistair Wilkinson Helen Leslie Christine Saaga Kilali Alailima	ESCAP NZAID Manager Post DPC SAF Dev Programme Coordinator
12.00-2.30	**NGO meeting (Lunch)** Roina Vavatau Roni Fuiamaono Tavai Anaapu Katifa F Bryce Aruna Curry Lina Chang Dr Namulaulu Potoi Anita Reynolds Raymond Voigt	 CEO SUNGO NSF Project President, Komiti Tumama Komiti Tumama Acting CEO, FLO V/ P SVSG CEO SVSG YWCA, Officer Manager, (Aus Youth Ambassador) SUNGO President

	Salanieta Uesete-A Uili	MOA Admin Manager
	Faoliu Wendt	MOA Research and Counsellor
	Aise Malaga	MOA (A Admin Officer)
	Fuimaono R Me	WIBDI Senior Officer
	Vaiolele Tiai	SAF, Finance Officer
	Faatino Utumapu	NOLA Coordinator
	Louisa S	NOLA member
2.30-4.30	SUNGO Evelyn Taito (Admin) Roni Fuimaono (NSF) Katrina Take (Training)	Records Interviews

SATURDAY 16th AUGUST		
	Name	**Organization**
	Faoliu Wendt	MOA Family Violence Councilor And Research

MONDAY 18th AUGUST		
	Name	**Organization**
8.00-9.00	SUNGO Office John Cretney	Trainer, Independent Water Project
9.00-10.15	**MWSCD meeting** Luagalau Foisaga Etuati-Shon Kuinisilani Candice Apelu	CEO Ministry of Women, Social and Community Dev CEO Women's Dept Domestic Violence Project CEO Youth Department

	Sydney Faasau	Senior Officer, Talavou
	Lipine Peresitene	Program Youth Officer,
	Nanai Sovala Agaiava	Program Officer, Youth
	Owen Ah Ching	
10-15.12.30	**Australia High Comm** Meipo Ian Bignal	Counselor, AusAID
11.30-12.15	Frances Schuster	AusAID (PRIP project) Former board member of MOA
1.30-2.30	Louise Leauanae, Faatino Utumapu	NOLA CEO Assistant Coordinator
3.00-4.00	Ming Leung Wai	Attorney General
	Rebecca Wendt	Assistant Attorney General
4.15-5.00	Ruta Fiti Sinclair	UNITEC tutor, former Board Member FLO and now WIBF
TUESDAY 18th AUGUST		
	Name	**Organization**
7.30	Email café	
9.00-10.00	Vui Clarence Nelson	Did not show
10.00	Candice Apelu Sydney Faasau	MWA Training for Couples on Sexuality
10.15-10.45	Ken Moala	CEO Samoa Aids Foundation

11.00-12.30	Nuualofa Dr Potoi Tuitoga Poe Ualesi	CEO SVS SVS Case Officer
12.30-1.30	Lina Chang Mara Filiki-Lelilua	SVS Welfare Officer, SVS
1.30-2.15	Andy Felton,	Aust ISP Team Leader
2.30-2.45	Kasanita Seruvatu	Australia ISP
	Chief of Police	Delayed.
3.30-4.45	Hon Fiame Naomi	Minister of Women, Social and Community Development

WEDNESDAY 19TH AUGUST		
	Name	**Organization**
7.00-	Email café	
8.00-9.00	Dr Emma Kruse Vaai	PVC, National University Samoa, NGO SAWG
9.00-11.00	Faoliu Wendt Kalolo Sene	MOA Child Rts Officer, (SCNZ)
11.00-12.30	Roina Vavatau	SUNGO CEO
1.00	Kuiniselani	MWSCD data collection
1.30	Ofeira Runa Curry Apaula Tofinga	OLA Counsellor
3.30	Kasanita Seruvatu (ISP AusAID Police)	Collect Data from PRIP

	Inspector Sina Tafua Police Chief (n.a)	Human Resources

THURSDAY 21st AUGUST		
	Name	**Organization**
8.00	SUNGO	Reports etc.,
9.00	Adi Tafunai (CEO) Karen Mapusua	Women and Business (former CEO SUNGO)
10.00	Noumea Simi	Assistant Chief Executive Officer, Min of Finance *Involved in NGOSF since inception*
11.00	Youth Department Sydney Faasau (CEO)	National Policy and Plans
12.00	SVSG	Visit to the Safe House. Was being painted by crew from the NZ Navy ship
2.00	Maiava Toma	Ombudsman
2.30- 4.30	Debriefing discussion	Kilali Alailima (Dev Pr Coord) Christine Saaga (DPC SAF) Helen Leslie (NZAID Manager) joined the meeting briefly
COMPLETION		

	Name	Organization	Location
IN-COUNTRY VISIT: Papua New Guinea **HIV/AIDS** **For:- NZAID and AusAID** **By:- Elizabeth Reid and Nic Mason** **11-16 August 2008**			
SUNDAY 10TH AUGUST			
6.00-7.30	Christopher Herschey, Program Manager	Save the Children, Porot Sopot - briefing and orientation	Port Moresby
MONDAY 11TH AUGUST			
6.00-7.00	Fly Port Moresby - Lae	-	Port Moresby / Lae
9.00-9.45	Stephen Yoifa & Emma, Snr Project Managers	Porot Sopot – briefing and orientation	
9.45-12.00	Women Outreach HIV Prevention workers	Porot Sopot	
1-.00-3.00	Male Outreach HIV Prevention workers	Porot Sopot	
4.00-5.00	Stephen Yoifa & Emma, Snr Project Managers	Porot Sopot – reflections and clarifications	
6.30 – 8.00	Delvin, Porot Sopot Evaluator	Porot Sopot	

TUESDAY 12th AUGUST			
7.00-2.00	Drive Lae - Goroka	Hertz, ER and NM	Lae / Goroka
2.30-4.00	Susie Wahasoka, Snr Project Manager & 5 Female Outreach workers	Porot Sopot – briefing and orientation	
6.00-7.00	Jennifer, HIV/AIDS researcher	University	

WEDNESDAY 13TH AUGUST			
7.00-8.00	Sister Gaye Lennon & Bishop	Catholic Mission	Goroka
9.00-12.00	~ 20 Female outreach workers	Porot Sopot	
12.00-1.00	Parker, Male outreach worker	Porot Sopot	
1.00-4.30	~ 20 female outreach workers	Porot Sopot	
5.00-6.00	Agnus, Researcher, and Susie Wahasoka	University & Porot Sopot – reflections and clarifications	

THURSDAY 14th AUGUST			
10.00-2.00	Fly Goroka – Port Moresby (delayed)	-	Goroka / Port Moresby

2.30-4.00	Marilyn Kajo, Chief Executive & Gayle Tatsi-Mission	Office of Women 's Development; Gender Unit, Department of Community Development	
4.00	Sue Ryle, Gender Advisor	Australian High Commission	
6.00-8.30	Christopher Herschey	Save the Children, Porot Sopot Program Manager.	
FRIDAY 15TH AUGUST			
9.00-10.00	Lydia Seta, Snr Project Manager & Oslay, HIV Clinician	Porot Sopot	
10.00-12.00	~ 9 Male outreach workers	Porot Sopot	Port Moresby
1.00-2.00	Elsie, Gender Advisor	National AIDS Council	
2.00-3.00	Did not meet –staff unavailable	Department of National Planning & Monitoring	
3.00-4.00	Anne Malcolm – Did not meet, unavailable	AusAID	
COMPLETION			

Pacific Gender & Aid Effectiveness Contractor Team
Marilyn Waring, Nic Mason, Peggy Fairbairn-Dunlop, Elizabeth Reid
Wellington Schedule of Meetings: 22-24 July 2008

Tues 22 July

11am	Samantha Hung, SAEG Gender Advisor
2 – 3pm	Joint teleconference with Kate Nethercott, Acting Director- Gender Policy and Coordination Unit, AusAID
3 – 4pm	Ongoing discussion with Samantha Hung
4 – 5pm	Hans Diederichsen, Sarndra Hamilton, Development Program Manager & Team Leader - PNG + Marion Quinn, SAEG Health Advisor

Weds 23 July

10 - 11am	SAEG Evaluation Team – Penny Hawkins, Andrew Kibblewhite, Simon Williamson
1:30 – 2pm	Jackie Frizelle, Director - Strategy Advisory & Evaluation Group (SAEG)
2 – 3pm	Craig Hawke, Director – Pacific Group
3 – 4pm	Elena Procuta & Mike Seawright, Development Program Officer & Development Program Manager - Samoa
4 – 5pm	Ranmali Fernando, Development Program Manager – Pacific Regional

Thurs 24 July

9:30 – 10:30am	Kathryn Beckett, Development Program Manager – Solomon Islands
12 – 1pm	Caroline Newson, Development Program Officer – PNG

COMPLETION

TELECONFERENCE-BASED MEETINGS

1. A teleconference was held by the research group with Tessa Te Mata, Counsellor, NZAID, Papua New Guinea, on Friday 8 August 2008.

2. A teleconference was held by the research group with Paulini Matavewa, Program Manager, Law & Justice, AusAID, Australian High Commission, Fiji, on Friday 8 August 2008.

3. A teleconference was held by the research group with Doug McCaffery, Team Leader, and Jim Thompson, Training Capacity Adviser with Global Justice Solutions, Brisbane, on Tuesday 9 September 2008.

CONCEPTUAL FRAMEWORK QUESTIONS FOR CASE STUDIES

Ownership

- Ask parties what they understand this to mean? *Paris* says partner has to have 'broad consultative processes'
- *Paris* specifies 'participation of civil society and the private sector' – what is the evidence of this?
- What can we see as the 'highest' genuinely active point of ownership and leadership around gender in the donor and recipient teams in this program? What are the consequences of that? Is there early diagnosis at this point of which the muted voices are, and what the consequences of that might be?
- What redistribution of power to 'bottom up' or 'local priorities' or grass roots are in evidence to gain ownership at levels of implementation?
- Who attends, who speaks, who stays silent, and who comes and goes? Who plays with their blackberry? Who leaves their cell on? What does this say about the power dynamics in the 'ownership' process?
- In a top down analysis, where was the first meeting with indifference or resistance to gender issues?
- What is really working here?

Alignment

- Do any of our countries have Constitutions? In lieu of a constitution, what do parties align to? What Treaties have they ratified? What treaty inconsistencies exist which may hinder gender effectiveness? E.g., Solomon Islands has ratified the CEDAW Optional Protocol, as has NZ, Australia hasn't. Note also common soft international law alignments: Rio, Vienna, and Beijing. All (i.e. the three case study countries + NZ and Aust) are parties to all these.

- To what extent has the habit of leaving these shared international commitments out of the first drafts and in the preambles created the orthodoxy that these subjects are too 'sensitive' to put on the table right up front?

- What is really working here?

Harmonisation

- *Paris* states that partners are supposed to commit to 'effective governance, public safety, security and equitable access to basic social services for their citizens'. They also commit to: 'encourage broad participation of a range of national actors in setting development priorities'. Where is this reflected? Whose ideas count?

- What is the leadership structure and does it work? Does 'it' know anything at all about gender?

- Is management decentralized to the field, and if so, what then happens to 'gender'?

- What is really working here?

Managing for Results

- What is a 'result'?
- Is there too much concern with getting the mechanisms right? Does this mean that focus on control strangles questions about whether they are the appropriate mechanisms and the right controls? What happens when

there are changes in processes and connections and relationships and people turnover? (See Eyben Rosalind, 2008).

- To what extent was the first process of locating desired outcomes and then planning backwards from those outcomes utilised, as opposed to pursuing a focus on outputs towards pre-established objectives?
- To what extent is 'managing for results' a technical fix approach?
- Are these static goalposts in a dynamic process?
- How can this approach deal with the messy complexity of real life?

- In addition to asking 'are we on track', does the program ask 'are there other tracks?' Does this leave space for adaptation, innovation and experimentation?

- Is 'gender' measured just by practical needs as outputs, or does it stress gender strategy?

- How do the analyses incorporate men and masculinity, or is that taken for granted as the benchmark with 'gender' is seen as women (and others)?

- What is really working here?

Mutual Accountability

- *Paris* commits partner countries to 'Reinforce participatory approaches by systematically involving a broad range of development partners when formulating and assessing progress in implementing national development strategies'.

- Just how is it that one 'accounts' for gender in the silo approach of the practice of *Paris* accountability – ie that there are only the two partners – the recipient government and the donor? What about the rest of the country who are supposed to have ownership of this?

- Is there a process going on which is generating effects not attributable to either donor or recipient and are those being captured?

- What points of view are privileged here and which are left out?

- Is there evidence of shared values and visions and relations of mutual trust and influence?

- Is there any evidence at all of mutually reflective practice?

- The Pacific Forum Secretariat's adaptation of the *Paris Principles* has seen the deletion of every reference to civil society or people; what has been the effect of this?

- What is really working here?

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