

SAMOA WOMEN SHAPING DEVELOPMENT PROGRAM

Support for the Government of Samoa's Gender Objectives (under the Community Development Sector Plan 2016-2020)

PHASE 1: 2015-2020

March 2015

Investment Design Summary Title: Samoan Women Shaping Development

Executive Agency: Ministry of Finance

Proposed Key Implementing Partners: Ministry of Women, Community and Social Development (MWCSD will coordinate with a range of government and non-government partners including the Samoa Bureau of Statistics (SBS).

UNDP will implement a linked program to prepare women to stand in the 2016 elections.

Proposed start date and timeframe: March 2015 – 5 years

Proposed funding allocation: A\$3.8 million

CONTENTS

ACRONYMS	iii
EXECUTIVE SUMMARY	iv
1. INTRODUCTION	1
2. PROGRAM DESCRIPTION AND RATIONALE FOR SUPPORT	3
2.1 Theory of Change	3
2.2 Objective, approaches and outcomes.....	4
2.3 Rationale	7
3. PARTNERSHIP PRINCIPLES	12
4. IMPLEMENTATION ARRANGEMENTS	13
4.1 Modalities.....	13
4.2 Phased Approach	14
4.3 Management and governance	16
4.4 Indicative Budget.....	19
5. MONITORING, EVALUATION AND LEARNING.....	22
6. SUSTAINABILITY AND CROSS-CUTTING ISSUES.....	28
7. RISK ASSESSMENT AND MANAGEMENT.....	29

ATTACHMENTS (see separate documents)

A	Summary of Country Plan
B	Summary Budget and Implementation Plan from March 2015-June 2016
C	Position Description: Program Management Specialist
D	Draft TORs for SCGD
E	Summary of Increasing Political Participation of Women in Samoa Project
F	Monitoring, Evaluation and Learning Framework
G	Risk Management Matrix
H	Definitions of gender terms used in this Program

ACRONYMS

CDSSC	Community Development Sector Steering Committee
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CIS	Central Information System
CSSP	Civil Society Support Program
DFA	Direct Funding Agreement
DFAT	Department of Foreign Affairs and Trade
GBV	Gender-based violence
KRA	Key Result Area
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MOF	Ministry of Finance
MOH	Ministry of Health
MWCSD	Ministry of Women, Community and Social Development
NGO	Non-Government Organisation
NUS	National University of Samoa
OCLA	Office of the Clerk of the Legislative Assembly
PFM	Public (Sector) Financial Management
SBS	Samoa Bureau of Statistics
SCGD	Sub-Committee on Gender and Development
SDS	Strategy for the Development of Samoa
SPC	Secretariat of the Pacific Community
SPSP	Samoa Parliamentary Support Program
SUNGO	Samoa Umbrella of Non-governmental Organisations
TOC	Theory of Change
UNDP	United Nations Development Program
USP	University of the South Pacific

EXECUTIVE SUMMARY

The Governments of Australia and Samoa have agreed to cooperate on a Program under the regional Australian Government initiative entitled Pacific Women Shaping Pacific Development (*Pacific Women*). This Program will be undertaken within Samoa's bilateral aid program to Samoa.

The **objective** of Australian support for Phase 1 of the Samoa Program from 2015-2020 is 'to improve gender equality in Samoa'. This objective is consistent with the Government of Samoa's Community Development Sector Implementation Framework.

Expected outcomes to which the Program will contribute in Samoa are:

- Increased women's economic empowerment
- Increased participation of women in public life and decision making
- Reduced incidence of gender based violence.

Enabling outcomes are:

- Increased institutional and technical capacity in gender analysis across Samoan government, civil society and private sector organisations
- Increased knowledge and learning on gender equality across Samoan government, civil society and private sector organisations

The two enabling outcomes are included in the Program to maximise the **quality** of implementation of activities and the likelihood of achieving the first three anticipated Program outcomes. The first (Enabling Outcome 4) will focus on contributing to the capacity of key institutional and community stakeholders in gender analysis and program management in this sector. The second (Enabling Outcome 5) will support awareness-raising, communications, advocacy, research and data collection. These activities will underpin the refinement of effective policies and programs and communication of successes within Samoa and at the Pacific regional level. In particular, advocacy and communications activities will contribute to incentives for women and men to support long-term attitudinal and systemic change. External expertise contracted in by DFAT directly through the Pacific Women Shaping Development Suva hub, and through the South Pacific Commission (SPC), will also contribute to these outcomes.

The Ministry of Women, Community and Social Development (MWCSD) is responsible for the coordination of national gender policies and programs. Australian support will be channelled to the Ministry for this Program. The Program design reflects internationally agreed aid effectiveness principles and practices, particularly the importance of maximising local ownership and leadership of change processes and the need for flexibility to respond to detailed planning, emerging issues, lessons learned during implementation and changes in the operating context. The application of these principles during implementation will contribute to the sustainability of Program benefits.

The **rationale** for this Program is based on a theory of change developed by those involved in the design process. The theory is based on expectations that if a coherent combination of formal and informal, individual, social and institutional opportunities for change are provided and promoted across Samoa, then gender equality objectives can be advanced at several levels (community, civil society, public and private sector organisations). These processes need to be sensitive, culturally-informed, strategic and consistent, but yet continue to push boundaries, in order to build on evolving political and social change.

The theory also reflects the belief that strengthening the implementation of national gender programs at community level, combined with a focus on economic empowerment will act as 'a springboard' for associated change in areas of leadership and gender based violence. The theory recognises that this Program in itself is not sufficient to bring about national-level sustainable changes and thus will work in parallel and support other efforts, such as those being undertaken in law and justice.

The MWCSO will work through its ongoing partnerships with a range of civil society and non-government organisations (NGOs) including private sector, other government agencies and development partners including international and regional agencies. To complement this program, DFAT will provide direct support to UNDP for a separate program which aims to increase women's participation in politics in the lead-up to the 2016 election.

The **approach to implementation** includes an emphasis on iterative programming to build on lessons learned. This means that funding will be provided on the basis of agreed Annual Plans, which reflect lessons learned, monitoring findings and emerging activities/partnerships. Emphasis will be given to ensuring that outcomes are able to be achieved through selected activities which are consistent with the overall goal and outcomes and meet quality standards.

A **phased approach** will be used, to establish sound management and coordination arrangements from the outset. A nine (9) month **Inception Phase** from March to December 2015 will include recruitment of specialist personnel, detailed activity planning, establish governance and procedures, program management and coordination/communication systems. Effective partnerships will also be built. DFAT will directly contract additional technical advice as required to assist with establishing these systems, including a procurement advisor and monitoring and evaluation advisor. During this 9 month period the theory of change, monitoring and evaluation and risk management plans will be refined and the implementation plan for the first 15 months adjusted as required. This is particularly important because there has not been a prior donor-funded Program in this sector of this size undertaken by the MWCSO and funded by Australia. Indicative activities, processes and budget information for the first 15 months are detailed in this Design Document (to align with financial years). See Attachment B.

To complement current staffing resources, Program funding will be provided for an additional Program Management Specialist to work within MWCSO for a period of 3 years. The role of the Program Management Specialist will be to provide practical coordination, management and reporting inputs as well as technical advice related to gender activities. It

is envisaged that the position will be considered for inclusion in the national budget after the three year period. See position description at Attachment C.

Strategic governance of the Program will be undertaken by an existing inter-Ministry Steering Committee, known as the Community Development Sector Steering Committee (CDSSC). More regular guidance and support for the Program will be provided by a Sub-Committee on Gender and Development (SCGD) with management-level agency representation. This Sub-Committee will provide Program-specific quality assurance, advice on the implementation of principles and approaches, review progress through analysis of six-monthly reports and Annual Plans.

DFAT will provide partnership support to the MWCSO as well as contribute to policy analysis, as part of the broader PWSPD. DFAT will also ensure gender mainstreaming occurs within Australia's broader aid program. To assist with this DFAT will be supported by a part time consultant gender advisor, to be recruited directly by DFAT with the assistance of the Suva Hub of Pacific Women Shaping Development, to work across all investments but with a particular focus on quality assuring the outputs of this program.

The **budget** allocation for Phase 1 of this Program is A\$3.8 million over five years, commencing March 2015 and concluding 31 January 2020. Pending reviews, it is expected a Phase 2 will be designed and planned prior to the completion of this Phase.

Monitoring and evaluation (M&E) of the Program will complement the M&E Framework for the Community Development Sector which will be developed for the 2016-2020 Community Sector Development Plan. M&E systems will be developed in order to identify and understand:

- progress that is being achieved in improving gender equality in Samoa
- intangible aspects of attitudes and norms through the voices of women and men
- social inclusion issues, through disaggregating data by social groups

A combination of Annual Program Review Workshops with delivery partners and Public Forums to consult with key stakeholders, will help ensure that activities remain grounded in women's realities. These M&E approaches will provide information for the knowledge management strategy that will be incorporated into MWCSO systems. These will comprise: a data collection system to accrue M&E information and support analysis and reporting; systematic analytical reporting to the Government, DFAT and other stakeholders; and development and dissemination of research, publications and public information.

The **sustainability** of the Program's benefits is enhanced by the fact that support is provided for implementing existing priorities in relevant national Sector Plan and the Gender Policy. Both of these will be updated in the first year of this program. The Program therefore has the opportunity to closely align with the Samoan Government's vision for achieving gender equality. The Program will contribute to MWCSO capacity by providing experience for officials in donor-funded program management as well as access to other specialist resources. The program will enable the MWCSO to implement the gender objectives under the Community Development Sector Plan 2016-2020, to scale up existing partnerships and

initiatives, assess the effectiveness of different interventions and to make sound decisions on most effective programs and initiatives in forward years. Sustainability will be further enhanced by attention to cross-cutting and social inclusion issues including enhancing the lives of people with disabilities, protecting and assuring the rights of children (as articulated in DFAT's child protection policy), and disaster and climate change risk.

A Program of this nature is relatively high-risk in that it addresses sensitive issues in new ways. The Governments of Australia and Samoa will need to remain flexible and minimise risk-averse responses while ensuring accountability based on shared commitment to the high level outcomes. DFAT Post and MWCSD will monitor implementation through consultation and reporting to ensure that **risk management** remains robust.

1. INTRODUCTION

The *Pacific Women Shaping Pacific Development* initiative was announced by the Australian Government at the Pacific Island Leaders' Forum meeting in August 2012. It commits up to A\$320 million over 10 years for the 14 Pacific Islands Forum members. The Initiative aims to improve opportunities for the political, economic and social advancement of Pacific women. It does this by focusing on seven interconnected Key Result Areas (KRAs):

1. Enhanced knowledge and evidence to inform policy and practice
2. Strengthened women's groups and coalitions
3. Positive changes in social norms, values, practices and attitudes towards gender equality and women's agency
4. Improved women's leadership and decision making opportunities
5. Increased economic opportunities for women
6. Reduced violence against women and expanded support services
7. Improved gender outcomes in education and health

In Samoa approximately A\$9.3 million will be invested to support women's empowerment over the remaining eight (8) years of this initiative. This design details Australian support under Phase 1 of the Samoa Gender Program for 2015-2020 to be channelled through the MWCSD. Complementing this program is A\$500,000 support to UNDP for women's participation in the upcoming election.

The design follows analytical and scoping work in July-August 2013 by a six-person team¹ that identified several key outcome areas and approaches for potential support. The process involved:

- **review of documentation** on the challenges and responses to gender inequality in Samoa complemented by a range of Government legislation, plans and reports on the context and action taken in recent years;
- analysis of previous program experience supporting gender equality in Samoa and identification and application of **lessons learned**; and
- **extensive consultations** with a broad range of stakeholders including village communities, civil society organisations, NGOs, private sector, media, Government agencies, the judiciary, Cabinet Ministers, the Samoan Prime Minister, DFAT and other development partners. Discussants included, inter alia, rural and urban women, men, young people, women with disabilities, eminent Samoan leaders, and church representatives in the capital, Apia, as well as in Savaii (representing stakeholders from across rural areas).

¹ The team comprised representatives from the Ministry of Women Community and Social Development (MWCSD) (ACEO), DFAT (Post and Canberra), two experienced national consultants (with specific NGO and public/private sector background), and a design consultant (Team Leader).

Through this scoping mission it was identified that the majority for the program would be channelled through the MWCSO to support implementation of Samoa's own plans and priorities in the key outcome areas of increasing women's economic empowerment; advancing gender equality in decision making and political governance and reducing violence against women.

During this scoping mission there was consistent feedback on the historical and cultural impact of the Church on women and men at all levels in Samoa with the recommendation that further research be carried out on the role of the church in improving gender equality.

Since this scoping mission it has been decided not to prioritise some of the recommendations such as reviewing the national policy on sport from a gender perspective and undertaking a study on the role of the Church. The first was linked to the Australian Sports Outreach Partnership which has now been completed. Further work relating to the role of the church could be considered as part of future Annual Planning processes if priorities change. The Church, along with the private and community sector will be represented on the overarching governance Steering Committee for the program.

The rationale to provide the majority of the funding directly to the MWCSO was based on principles under the Samoa Australian Partnership Development and reflected consideration of: alignment to national policies and programs; value for money; ability to impact on the lives of women directly through established programs at community and village levels; appropriate management capacity; sound networks with NGOs; acceptance and reputation with national stakeholders and maximising opportunities for the harmonisation of programs of other development partners.

See Attachment A for more on the Country Plan.

Government of Samoa under the Strategy for the Development of Samoa (SDS)²

The design aligns with the Government's National Policy for Women of Samoa (2010-2015), relevant components of the Law and Justice Sector Plan 2012-2016 (particularly in relation to gender-based violence), as well as the MWCSO Community Development Sector Program. While many of these documents are due for revision during the implementation of this Program, the high level outcomes and priorities related to women will likely to remain.

Australia's experience in supporting the MWCSO on the disability program is that the design needs to build in flexibility, strengthen awareness and capacity of agencies who may benefit from grants under the program; ensure there is realistic capacity to manage the program both in DFAT and the Ministry and to put priority on building collaborative relationships between government, civil society and private sector. The risk management matrix addresses these issues.

See Attachment G for more on the Risk Management Matrix

² Around 70 percent of Australian ODA is delivered through Partner Government Systems based on Samoa's track record of public sector and public financial management reform, aid effectiveness principles and mutual accountability.

2. PROGRAM DESCRIPTION AND RATIONALE FOR SUPPORT

2.1 Theory of Change

A theory of change (TOC) is a graphical summary of a Program which represents general agreement at its commencement about the expected layers of outcomes and the links between activities and such outcomes. The theory of change for this Program is provided below as Figure 1. The theory reflects shared understanding and analysis of challenges and opportunities for improving gender equality within the context of Samoan society and culture, as well as key national, regional and international processes and actors influencing change. The TOC recognises a context of:

- deep seated, entrenched and multi-faceted nature of gender inequality
- central importance of Pacific women and men, as individuals, groups and coalitions, driving change
- potential for Australia and other external partners to play a catalytic role in supporting Pacific women and men to create positive changes towards gender equality

Changes in gender equality require changes to ‘the rules of the game’ at different and interconnecting levels. This encompasses formal ‘rules’ such as policies, laws, budgets, etc. as well as values, attitudes and beliefs across all aspects of community and economic life. It requires attention to the interaction between personal, institutional and societal levels of understanding or ‘knowing’.

The theory of change recognises recent changes to the Australian Government’s Aid Policy. The focus is now on promoting prosperity, reducing poverty and enhancing stability in order to achieve two development outcomes: strengthening the private sector and enabling human development. The Aid Policy pays particular attention to support for the empowering of women to participate in the economy.

The Program design recognises that for change to be sustainable, it needs to be driven by national processes and networks. This perspective takes into account the significance of the Samoan culture - Fa’asamoa - the invisible resin that keeps Samoan society intact and its governing systems functional. Regardless of modernisation influences, the strength of the Fa’asamoa remains through the extended family, headed by a Matai or chief (male or female) who is appointed by family consensus. The Fa’asamoa also provides for the distinct and different roles of men, women and children in the Samoan society. This stratification of Samoan society provides both significant strengths and challenges in relationship to gender equality within Samoa.

Gender inequality persists throughout the Pacific Islands region. In different ways in diverse contexts, inequality limits economic growth, human development and efforts aimed at poverty reduction. Globally and regionally, rates of domestic violence are alarming: approximately two in three women in some Pacific Island countries experience physical

and/or sexual abuse by their intimate partner. Thus, gender equality is critical to development and a key objective in all aid programming.

The Australian Government is strongly committed to addressing gender inequality issues by prioritising and promoting gender equality objectives in the Indo-Pacific region. The Government has set a target whereby at least 80 per cent of investments will effectively address gender issues in their implementation, building on the existing level of just over 70 per cent. The Aid Policy highlights and invests strongly in enhancing the three areas addressed by this Program: women's economic empowerment; women's voice in decision-making, leadership and peace-building; and ending violence against women and girls.

2.2 Objective, approaches and outcomes

Australia will contribute funding and partnership support for the Program over five years (March 2015 to 31 January 2020). The Program will facilitate the implementation of priority community-based and related activities which are included in the Samoan Government's Community Development Sector Program 2016-2020 in the area of gender equality.

The goal of the Samoa Gender Program is:

- Improve gender equality in Samoa

High Level objectives are

- Increased women's economic empowerment
- Increased participation of women in public life and decision making
- Reduced incidence of gender based violence

Enabling outcomes are:

- Increased institutional and technical capacity in gender analysis across Samoan government, civil society and private sector organisations
- Increased knowledge and learning on gender equality across Samoan government, civil society and private sector organisations

The following broad **approaches** will apply to all work undertaken within this Program:

- Inclusion of efforts to improve knowledge (including research), data and capacity (including policy development and M&E) to support good policies, program delivery and communication of successes
- Innovative, gradual and consistent awareness-raising on gender equality issues
- Use of communications, networking and advocacy strategies at all levels to provide incentives for women and men to support long-term attitudinal and systemic change
- Strengthening of existing structures and systems to support gender equality, identify champions and to build on what is already working
- Consistency with processes developed under the Samoa-Australia Partnership for Development and any future partnership documents which replace this

Intermediate outcomes related to each high level outcome are listed in Figure 1 below.

Indicative activities under each of the three high level outcomes and two enabling outcomes

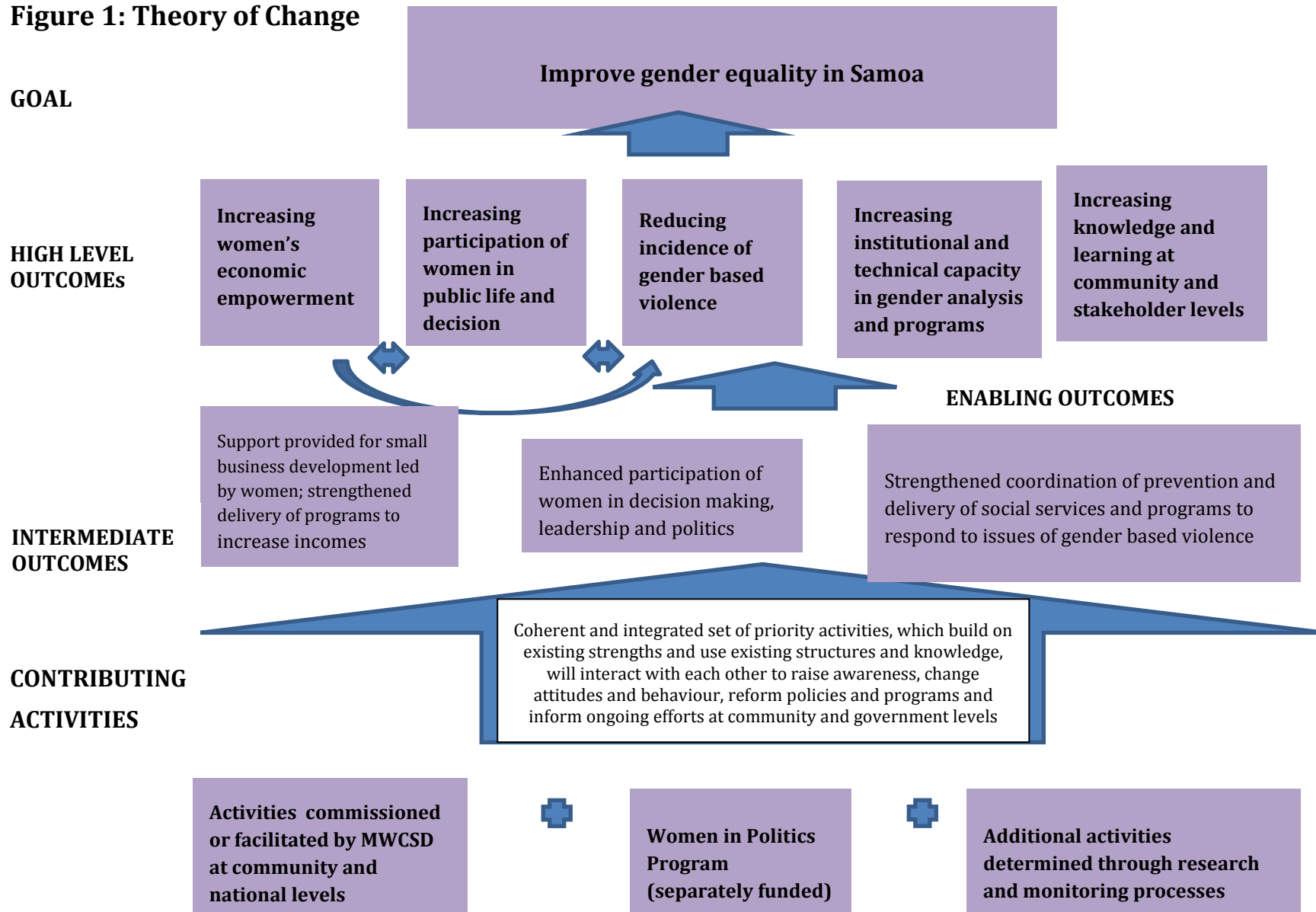
for the first 15 months of the Program are included in Attachment B, along with indicative budget allocations for this period and each subsequent year.

After the first 15 month period, activities will be detailed in Annual Plans which will be informed by an Annual Review Process. Details will be developed collaboratively, through participatory planning processes led by MWCSO with relevant stakeholders. Each Annual Plan will be subject to approval by the existing Community Sector Steering Committee (including DFAT representation), which has strategic oversight of this Program alongside all other activities in the sector. The Sub-Committee on Gender Development will provide a more direct role in overseeing the establishment and implementation of Program processes and systems.

A theory of change is provided in Figure 1 below. This theory summarises the layers of outcomes and the links between the respective layers. Assumptions underpinning the theory include:

- A series of facilitated and well-founded conversations and initiatives across communities in Samoa, over a five year period, will contribute to more positive beliefs at individual and community levels about gender roles and equality.
- A mix of targeted and culturally relevant activities at community and institutional levels will contribute to increased capacity in processes which promote gender equality.
- Women and girls will benefit from targeted income generation activities and support in decision-making.
- The benefits of income generation activities and support in decision-making will contribute, alongside a range of the factors, such as changed attitudes, service provision, enactment of relevant legislation etc., to reduced gender based violence, although in some cases improved women's economic empowerment can increase violence towards women in some contexts.
- A whole of Government of Samoa approach (including developing a collective plan of action which includes enactment of legislation, policy development and service delivery) will help to reduce gender-based violence.

Figure 1: Theory of Change



2.3 Rationale

The **overall rationale** for this Program is based on three sources, which are described further below:

- Criteria provided by the *Pacific Women Delivery Strategy* (see 2.3.1 below)
- The Samoa Australia Partnership for Development (see 2.3.2 below)
- Government of Samoa's existing policies and priority plans (see 2.3.3 below)

Specific reasons for the Program objective, expected high level outcomes and Program-wide approaches include:

The overall objective of improving gender equality in Samoa was selected because it is consistent with Samoa's own gender plans and policies.

High level expected outcomes

Specifically, each of the outcomes is justified below:

Outcome 1: Increasing women's economic empowerment

Economic empowerment is the key platform for driving change in women's participation in political, social and cultural spheres. The literature and in-country consultations revealed that women in the informal economy in Samoa face barriers such as a limited supply of financial services, stringent lending conditions of existing financial services (particularly high interest rates) and low levels of financial literacy. There is a need to develop opportunities for women in the technical, vocational, education and training sector as a pathway between the informal and formal economies.

The Pacific Financial Inclusion Programme, a joint UNDP and UNCDF regional programme with significant funding from the Government of Australia is expected to commence in Samoa in 2015. The programme includes a demand side survey for financial services and work on financial education. While PFIP is not exclusively a gender equality program, it does have a target of reaching 50% of women, and a strong track record in improving financial literacy and inclusion. The program will build on analysis, learning and experience that have been generated through PFIP.

This program will assist women to build their skills, foster networks and obtain credit they require to increase their economic empowerment. This will be achieved through further analysis of the barriers women face in increasing their economic empowerment and activities such as:

- Supporting women entrepreneurs to start or to improve businesses;
- Providing training to rural women on sustainable income generating activities;
- Reviewing and expanding as required loan schemes for women;
- Developing strategies to improve private sector investment in economic opportunities for women.

Key stakeholders which the Ministry will work with under this objective include the Samoa Small Business Enterprise Centre (SBEC), Women in Business (WIBDI), South Pacific Business Development Inc. (SPBD) and the Pacific Financial Inclusion Programme (PFIP).

Outcome 2: Increasing participation of women in public life and decision making

Increasing women's participation in decision-making will promote women's local and national leadership roles. In the Samoan cultural context, enhancing women's leadership roles at village and community level is the basis for stronger participation at all levels. This outcome aims to build the confidence and skills of women to participate in national and local decision making processes. Activities will include:

- Leadership and regional capacity building for gender advocates and mentoring programs for young women/ girls in school;
- Support women and youth parliaments;
- Support to extend existing efforts which use 'transformational leadership development' and 'community conversations' methodology (by UNDP and other Samoan stakeholders) at these levels.

At the national level, the Government has introduced a 10 percent quota of Parliamentary seats for women in the lead up to the 2016 election which is a significant achievement and a strong symbol of change in women's participation at all levels in Samoa. DFAT is contracting UNDP separately on this to complement the work of MWCSO and to deliver specific agreed outputs.

Key partners in this objective include the Office of the Clerk of the Legislative Assembly (OCLA), Ministry of Education Sports and Culture (MESC), and Women in Leadership, National University of Samoa and the United Nations Development Programme.

Outcome 3: Reducing the incidence of gender-based violence

Gender based violence is a concern to all community and Government organisations in Samoa and is a limiting factor on the choices available for women and girls and on their participation in economic and leadership roles. Gender-based violence needs to be reduced for women to be able to maximise their economic activity and participate in decision-making and leadership roles. A 2000 survey by Government, SPC and UNFPA (using WHO methodology) showed that 41% of women surveyed had experienced physical violence at the hands of an intimate partner while 20% had experienced sexual violence in their lifetime. A recent achievement has been the passing of the Family Safety legislation in March 2013 and the establishment of the Family Violence Court. Consultations highlighted that significant capacity development and training for police officers, members of the judiciary, and other court law enforcers is required to implement and enforce the new legislation. There is also a need for appropriate counselling and support services, along with attitudinal and behaviour change strategies.

This outcome aims to increase awareness and the capacity of communities to address gender based violence. It will achieve this by supporting the 2nd Family Safety Prevalence and Impact Study on Women and to disseminate findings. The last study was in 2000 and mapped the extent of emotional and physical violence against women. A follow up study will provide updated information on the situation in Samoa and assist in determining which

interventions has been most helpful over the past ten years. Other activities are likely to include:

- A national multimedia campaign on the elimination of violence and abuse taking into account findings from the survey;
- Community engagement and awareness programs; and
- Rehabilitation programs for victims and perpetrators of gender based violence including working with men's advocacy groups.

Key partners under this objective include law and justice sector such as the police and the Ministry of Justice and Courts Administration, Samoa Law Reform Commission and civil society groups such as Samoa Victim Support Group (SVSG)

Two enabling outcomes are expected to increase capacity in gender policies and practices as well as develop a sound body of evidence about what works well in Samoa to increase gender equality as follows:

Outcome 4: Capacity Development

Capacity-strengthening activities are included in recognition of MWCSO's responsibility across the whole of the Samoan public sector for gender policy. This is in line with the objective of the Samoa Strategy for Development 2012-2016 which lists under Priority Area II, Community Development (8.2), to mainstream gender and disability in policy development. The Ministry has not previously implemented Australian Government funded programs in this sector. Activities recognise that all stakeholders will benefit from opportunities to strengthen MWCSO's capacity to address gender inequality and include support for 1) policy development - assisting MWCSO to strengthen its whole-of-government role, complementing the anticipated mainstreaming work of the Secretariat of the Pacific Community (SPC) - to provide gender-specific policy analysis and program development based on the Ministry's experience of challenges and opportunities from community-based programs.³ And 2) Provision of funding for a Program Management Specialist position within MWCSO to support effective coordination and implementation of this Program as well as provide technical advice. A draft Duty Statement is at [Attachment C](#).

Skills training programs for MWCSO staff and other stakeholders on gender mainstreaming/analysis/ monitoring and research are critical for increasing institutional capacity to undertake policy development and programming in this sector, including across all public, private and civil society organisations. Reviews are planned of the existing National Policy for Women and the Community Development Sector Plan, with new policies to be developed, so increased capacity in gender issues will potentially influence policies and practises over many sectors and years. Dedicated specialist resources in gender and program management will strengthen the capacity of MWCSO in this sector.

Outcome 5: Knowledge and learning

Research and data collection activities are included in recognition of the importance of reflection and learning about what works well and why. Under this objective MWCSO will

³ The 2014 Government/SPC Gender Stocktake is to be finalised.

consider and detail research priorities which will inform and support program implementation. Awareness-raising, communications and advocacy activities are included because of the shared belief that changing attitudes and increased understanding across the community, leaders and all sectors are critical to increasing gender equality. Responsive budgeting activities are included across the public sector in recognition of the fact that a whole of Government approach to gender equality is required. Technical support to the Government of Samoa, through the Samoa Law Reform Commission, and the MWCSO will be provided to prepare the CEDAW compliance review report and period reports. Use of local institutions such as NUS to undertake further research and analysis on gender issues will be encouraged.

2.3.1 Pacific Women criteria

Criteria were developed by the regional *Pacific Women* Initiative to apply to all country programs. They include the following requirements which have been applied to this Program:

- Alignment with national policies/programs to ensure Samoa maximises ownership
- Recognition of existing capacity to make a difference for the lives of women through availability of implementation partners and supporting programs
- Identification a consensus on priorities from analysis and consultations
- Support for strong national interest and community demand in response to the extent of need

Alignment of the Samoa Program outcomes align with the key result areas (KRAs) of the *Pacific Women* Initiative, as summarised in Table 1 below.

Table 1: Samoa Program alignment with *Pacific Women Initiative* Key Results Areas

Pacific Women KRAs	Activities within MWCSD Community Sector Plan	Capacity Development processes including research and technical advice
Enhanced knowledge and evidence to inform policy and practice		●
Strengthened women's groups	●	
Positive changes in social norms, values, practices and attitudes towards gender equality and women's agency	●	●
Improved women's leadership and decision making opportunities	●	●
Increased economic opportunities for women	●	●
Reduced violence against women and expanded support services	●	●

2.3.2 Samoa Australia Partnership for Development

The Samoa Australia Partnership for Development is the over-arching agreement between the Governments of Australia and Samoa in relation to the development cooperation program. It provides details of agreed sector priorities, joint decision-making processes and reporting, as well as cross-cutting issues. All development cooperation programs undertaken by the Australian Government comply with this Partnership agreement and reflect agreed policies, particularly related to gender equality.

2.3.3 Government of Samoa's existing policies and priority plans

The Government of Samoa is currently reviewing its Community Development Sector Program 2010-2015 which includes gender objectives which were added in during this time period. A new Community Development Sector Plan is being developed for the period 2016-2020, with a monitoring and evaluation plan. This provides an opportunity to directly align future annual plans to this agreed plan. The new plan is likely to be influenced by the implementation plan developed for the Community Development Sector Program which outlines a series of activities designed to enhance gender equality.

3. PARTNERSHIP PRINCIPLES

The partnership between MWCSO and DFAT to coordinate and implement the Samoa Gender Program is consistent with the broader Partnership for Development between the Governments of Australia and Samoa. This partnership emphasises mutual respect and accountability to achieve improved development outcomes.

The partnership for the Samoa Gender Program is guided by the following principles:

- DFAT and MWCSO personnel will work collaboratively to deliver quality development outcomes with a focus on flexibility to maximise relevance;
- The Government of Samoa will maximise leadership and ownership of the Program, consistent with its own priorities described in Strategy for the Development of Samoa, National Policy for Women of Samoa, the Community Development Sector Plan and MWCSO Strategic Plan 2013 -2017;
- A focus on sustainable and equitable development that meets the needs of communities;
- Effective and efficient use of Program resources;
- Fairness, transparency, openness, accountability and mutual trust in all dealings;
- Commitment to joint monitoring and evaluation (M&E) within an agreed performance assessment framework;
- Pace of implementation appropriate and responsive to the absorptive capacity of Samoan partners;
- Alignment to the Paris Declaration and Accra Action Agenda partnership commitments.

In its management and coordination role, MWCSO will also work in close collaboration with a range of other Government agencies, NGOs, private sector and international agency delivery partners

4. IMPLEMENTATION ARRANGEMENTS

4.1 Modalities

Program activities will be funded through a mix of three modalities as follows:

1. *Partner Government Systems*

Funding for the program will be provided from the Government of Australia to the Samoan Ministry of Finance (MOF) Trust Fund for the majority of this Program's work. The funds will be then made available for MWCSO to coordinate all and implement most Program activities (Table 2 identifies detailed responsibilities for MWCSO, alongside other stakeholders).

Specific arrangements are detailed in the Direct Funding Agreement (DFA) signed between the Government of Samoa and the Government of Australia.

Assessments of the Financial Management Systems and Procurement Processes of MWCSO were commissioned by DFAT in June 2013 (as part of the design process for a separate Disability Program implemented by MWCSO). The reviews confirmed MWCSO as a reliable partner, participating in broader public financial management and procurement reforms with ongoing systems improvements. The Public Financial Management assessment recommended that residual risks of channelling DFAT's funds through the GOS and MWCSO systems would be acceptable if recommended risk management measures are implemented. Since this assessment an update to the Assessment of National Systems has confirmed that the MWCSO has a procurement plan in place for 2014/15; and that they have approval by the Public Service Commission to recruit an internal auditor who is now in place. PFM risks are outlined in the risk management matrix. MWCSO's own M&E framework is aligned to the Performance Budget Framework of MOF to evaluate progress against budget allocations and performance requirements.

2. *Additional technical support*

To enable the MWCSO to implement the wide range of activities to the standards and in the timeframe expected, additional personnel resources are required beyond the current staff capacity. One additional position will be funded from this Program for up to three years, with the officer to be recruited by the Government of Samoa using its existing Tender Board system. This is undertaken within a shared expectation that the position would be included in the Ministry's budget in Years 4 and 5. Additional technical support may also be provided through this mechanism for priorities which are mutually agreed and consistent with the Program's goal and outcomes⁴. The Program Management Specialist will be supported by the Gender Programs and Training Unit of the Division for Women.

These approaches are consistent with the Samoa Australia Partnership, support DFAT's Investment Design Quality Standards, and reflect consideration of the range of key design concepts. These design concepts include value for money, ability to impact on the lives of women directly through established programs at community and village levels, appropriate

⁴ For example, it may be appropriate for Australian funding to be provided for specialist support for the updating of sector plans, if requested.

management capacity, sound relationship networks with NGOs, acceptance and reputation with national stakeholders, and maximising opportunities for the harmonisation of programs of other development partners.

An indicative Program Implementation Plan for the first 15 months is at Attachment B. This will be refined and finalised during the Inception Phase of the program.

4.2 Phased Approach

Given the five (5) year duration of the Program, the importance of establishing sound partnership relationships and management arrangements as well as the fact that the Ministry has not previously completed the direct implementation of a large-scale Australian-funded Program, a phased approach to implementation is appropriate. During a nine (9) - month Inception Phase, mobilisation of resources and detailed planning will take place, as well as implementation of early activities, including those listed in Attachment B.

Each year, an Annual Planning process will provide an opportunity for reflection on progress, both in terms of tasks undertaken and the ways in which the Program is being supported through the partnership (see below). The Annual Planning process will also provide the opportunity for revision of plans at the activity level, to ensure each plan is well-targeted, relevant, feasible given available resources and cost-effective. After the nine (9) month Inception Phase, these Annual Plans will be used as the major planning and approval mechanism for the remaining Phase of programming.

4.2.1 Inception Phase

A nine month Inception Phase will include:

- Recruitment and briefing of a Program Management Specialist, to work with the ACEO Division for Women and other team members within MWCSO – MWCSO with input from DFAT;
- Establishment of overall systems for Program management and coordination functions, including M&E and reporting – MWCSO with input from DFAT and Suva Hub;
- Build capacity and skills in M&E for lead Ministry and sector partners – MWCSO with assistance from the soon to be recruited regional Pacific Women Shaping Development M&E advisor;
- Training support for procurement and contract services to MWCSO and delivery partners – MWCSO with assistance from procurement and PFM specialists sourced by DFAT directly.
- Operationalisation of systems and processes for governance, contracting/procurement, data collection and knowledge management, M&E and reporting (with particular emphasis on the development of gender indicators and reporting on gender equality at national level - MWCSO with assistance from Pacific Women Shaping Development M&E advisor and gender advisor, establishment of participatory processes for the development of Annual Work Plans for each financial year with the first due in April 2016 to cover July 2016 - June 2017;
- Finalisation of draft budget for first fifteen months, noting that priority activities can occur immediately pending approval of the broader budget - MWCSO;

- Commissioning and delivery of training programs for MWCSO on M&E and gender policy development and mainstreaming across Government, developed and facilitated by specialists from the National University of Samoa (NUS), University of the South Pacific, and other potential partners (linked to potential SPC support)⁵ – MWCSO;
- Consideration and recruitment of additional short term personnel who may be required to mobilise the program – MWCSO.

Implementation of early activities is listed in Attachment B. This plan and budget for the first 15 months will be finalised within the Inception Phase. Those activities which will need to be contracted immediately and delivered within the first nine (9) months include those which will build an evidence base for the ongoing program, build networks and put in place the policy frameworks which this activity will sit within. These include:

- Conduct 2nd Family Safety Prevalence and Impact Study on Women
- Input into the review of the Community Development Sector Plan and development of the next plan for 2016-2020.
- Review National Policy for Women and contribute to other policy/ strategy revisions if requested.
- Undertake consultations and draft the CEDAW Compliance Review report (first six months) and CEDAW Periodic reports.
- Women's Entrepreneurship Exhibition and Exchange Conference.

Further activities to be contracted during the Inception Phase can be identified and agreed between MOF, MWCSO and DFAT in writing during these nine months to ensure flexibility to meet emerging needs.

4.2.2 Subsequent Phases

As part of the overall partnership between Australia and Samoan Governments, program monitoring should include specific attention to the quality of the partnership between the two parties. This could be in the form of addition of some questions to the agenda of joint meetings or a facilitated review, depending on agreements reached between the two Governments. This focus of attention will complement the monitoring of program content, since it is well known that the quality of cooperation has a significant impact on the quality of results. The first review would ideally take place towards the end of the Inception Phase, within the agreed cycle of meetings. The focus of this conversation will be on ways to resolve any identified issues and responsibilities for future adjustments. Suggested questions for internal discussion and documentation include:

1. What has happened in terms of the relationship between the Governments of Australia and Samoa since the commencement of this Program?
2. What has worked well in the partnership related to this Program?
3. How would each party rate the following aspects of the Program:
 - a. The degree of mutual trust
 - b. The degree of mutual respect

⁵ Refer: *Government/SPC Gender Stocktake*, April 2014 (when finalised)

- c. The degree of quality (honest, constructive, respectful) communications
4. What can be done to continue to strengthen the quality of the partnership in order to maximise the quality of the Program's implementation and the likelihood that results will be achieved?

At the end of the Inception Phase, it is envisaged that all Program Management systems will be approved and operational, and that the cycle of planning, approval, implementation, monitoring and reporting will be underway. If there are any issues associated with these aspects of the Program, negotiated agreements will be appropriate to determine appropriate next steps.

Annual Plans, endorsed by the Sub-Committee on Gender and Development (SCGD) and the Community Development Sector Steering Committee (CDSSC) (see Section 4.3.1 below) will be developed and used as the key working documents for implementation after the Inception Phase. The Annual Review Process of the Community Development Sector Plan, which takes place in November, each year will inform M&E and the Annual Planning Process.

4.3 Management and governance

4.3.1 Governance

The strategic governance of this Program will be undertaken by the Community Development Sector Steering Committee (CDSSC), an existing high level body of representatives from relevant Government Ministries, civil society organisations, churches and development partners (including DFAT). This Committee will provide high level strategic advice on the direction of the Program within the broader Community Development policy context. It will also approve Annual Plans subject to a 'No Objection' from DFAT. The Secretariat role for the CDSSC is undertaken by the MWCSO's Community Development Sector Unit. The Committee is chaired by an independent chair.

A Sub-Committee on Gender and Development (SCGD) reports to the above Steering Committee. This Sub-Committee comprises management-level representation from MWCSO, DFAT, Samoa Umbrella for NGOs (SUNGO), Ministry of Finance (MOF), Ministry of Education, Sport and Culture (MESC), Ministry of Health (MOH), private sector organisations, the Community Sector Support Program (CSSP), and UNDP. The role of this Sub-Committee is to coordinate gender policy and programming across Government and with relevant development partners.

While this new Program is being established, the SCGD will initially meet quarterly and on a needs basis based on the Chair's advice. It will:

- Provide guidance and direction on implementation of gender programming in Samoa;
- Promote dialogue and coordination across the implementing agencies and development partners;
- Provide quality assurance on Program implementation;
- Review Program approaches and progress;
- Review six-monthly reports and endorse Annual Plans;

- Forward recommendations to the CDSSC for endorsement.

The SCGD will be responsible for ensuring implementation of the Program meets quality standards and remains relevant as lessons are learned about effectiveness. It will specifically ensure Program planning and implementation approaches are participatory, jointly agreed and clearly articulated, reporting to the CDSSC.⁶ Attachment D provides additional TORs to account for SCGD's expanded role in relation to this Program.

It is anticipated that the MWCSO, MOF and DFAT representatives will form a small working group to meet regularly to discuss and finalise program details on a needs basis.

4.3.2 Coordination and Management

Consistent with high level agreements between the Governments of Australia and Samoa, this Program will be coordinated overall by MWCSO. All but a small number of activities will be directly implemented either by MWCSO or through sub-contracting or partnership arrangements organised by MWCSO with appropriate partners, either NGOs, private sector or other development partners.

Broad **roles and responsibilities** are as follows:

MOF – will be responsible for funding management and acquittals of the Program Trust Fund established under the Direct Funding Agreement; and support and encourage whole-of-Government gender-based budgeting.

MWCSO – will manage and coordinate specific implementation functions of Program activities, with associated M&E and reporting. As well as activities to be implemented by the Ministry itself, and through sub-contracted arrangements, the Ministry will also be responsible for coordinating activities to be undertaken by other Government of Samoa Ministries or offices. The Ministry will provide secretariat support for the meetings of the SCGD as well as provide detailed information to the SCGD and respond to SCGD guidance and advice. At meetings of the CDSSC (for which the Ministry will also provide secretariat support), the Ministry will both provide policy advice to sector agencies in relation to longer term policy change, as well as report on progress and development of the Program to DFAT and other development partners. Funded support will strengthen the Ministry's ability to undertake these roles, as well as expand whole-of-government gender policy analysis and program development.

DFAT Post – will provide supportive Partnership contributions; will prepare specific Program-level reporting for internal purposes; will contribute policy analysis and advice to help MWCSO and other stakeholders to support systemic and attitudinal change as it develops; will provide support for broader bilateral program gender mainstreaming; and will liaise with the regional *Pacific Women* Support Unit in reporting against higher-level Pacific Women initiative objectives/outcomes. Annual plans and reports will have to be endorsed by DFAT through a 'No Objection' letter addressed to the CDSSC before they are submitted to the CDSSC for their consideration.

⁶ This model replicates agreed arrangements under the Australian-funded Disability Program.

Pacific Women Support Unit – will assist Post and implementing partners with data analysis for monitoring and evaluation purposes; will provide ongoing guidance for policy and program development when requested; will be responsible for regional M&E processes; and will prepare reports on progress, gaps and applying lessons to support long-term change at all levels. The Pacific Women Support Unit will also assist DFAT in recruiting a gender advisor to DFAT’s Apia Post.

These arrangements are summarised in Table 2 below:

Table 2: Gender Program Governance and Management Responsibilities

Agency/Body	Responsibility	Reporting/ Meeting Frequency
Ministry of Finance (MOF)	<ul style="list-style-type: none"> Manage Direct Funding Agreement between Governments of Samoa and Australia – including Trust Fund management and acquittals of six-monthly funding tranches and six monthly reporting. 	Six monthly reporting
MWCSD (allocate to specific person/ role)	<ul style="list-style-type: none"> Manage and coordinate Program implementation including recruiting Program Management Specialist position. Develop Annual Plans and facilitate review and finalisation processes. Produce six monthly reports. Meet formally with DFAT biannually (timed with submission of six-month reports and Annual Plans). Manage public dissemination materials and forums on gender policy and Program progress. Manage M&E of the Program overall. Support other implementing agencies with reporting and quality requirements related to the program. Provide MOF with regular acquittals as specified under the Direct Funding Agreement. Liaise with other development partners working on gender. Undertake contracting and procurement processes. Support whole-of-government and Australian aid program gender mainstreaming. Coordinate the CDSSC and Gender Subsector Committee. 	Annual planning, six monthly, monthly (to Steering Committees), and ad hoc reporting
Community Development Sector Steering Committee (CDSSC)	<ul style="list-style-type: none"> Oversee Program approaches and strategic development. Provide policy advice. Take high level policy decisions. Subject to ‘No Objection’ from DFAT, endorse consolidated Annual Plans and Progress Reports prior to submission to Cabinet, DFAT and MOF by MWCSD. 	Quarterly meetings
Sub-Committee for Gender and Development	<ul style="list-style-type: none"> Encourage, support and facilitate effective Program progress and multi-agency cooperation. Review new activities including financial allocations for endorsement by the CDSSC. 	Quarterly meetings (more often if

(SCGD)	<ul style="list-style-type: none"> Review reporting from other gender projects/programs for submission to the CDSSC. Discuss and review Program reporting for endorsement by the CDSSC. Consider Country Program M&E and Learning (MEL) and Risk Management issues and recommend solutions for consideration by CDSSC. 	required)
DFAT	<ul style="list-style-type: none"> Participate in recruitment processes by MWCSO of specialist personnel. Support Program management and coordination using partnership principles and approaches. Provide regular reports on other Australian funded bilateral and regional gender-specific programs. Provide advice and linkages to support Program plans and activities, as requested. Liaise with the regional Pacific Women Support Unit in reporting against regional-level objectives/outcomes. Will issue no objection letters to CDSSC to endorse the Annual Plans and reports. 	Participate in regular Steering Committee meetings
<i>Pacific Women Support Unit</i>	<ul style="list-style-type: none"> Provide guidance on policy and program development and M&E. Prepare reports on regional level progress and shared lessons to support long-term change at all levels. Provide support for review/dissemination workshops. Manage Phase 1 evaluation. Assist DFAT Apia Post to recruit a gender specialist for the Post and other expertise as required. Provide monitoring and evaluation support to the program through an M&E advisor. 	As required (depending on capacity); Phase 1 Evaluation

4.4 Indicative Budget

Key issues surrounding the development of the budget for this Program include:

- The critical importance of supporting change processes which reflect the priorities and pace of change in the Samoan political, social and cultural context
- The importance of iterative programming, particularly phasing implementation to ensure MWCSO has Program management and coordination processes and systems in place
- Accounting for the totality of Australian investment in gender equality in Samoa through inclusion of other bilateral and regional gender-specific programs
- Ensuring flexibility to enable responses to be made to emerging issues/priorities found in Annual Plans, M&E processes (including mid-term review) and Annual Reports
- Current limitations of human resources within MWCSO.

The budget for this Program is summarised in [Table 3](#) below and detailed in [Attachment B](#) (sheet 1) with details for the first 15 months included in the 2nd sheet of Attachment B.

Table 3: Indicative Summary Budget

Outcome	2014-15 (AUD) (6 months)	2015-16 (AUD)	2016-17 (AUD)	2017-18 (AUD)	2018-19 (AUD)	2019-20 (AUD) (6 months)	Total (AUD)	Contracted agency for funding flows
Component 1: Increasing women's economic empowerment								
Implementation of activities in National Gender Plan 2013-18	5,000	175,000	200,000	240,000	190,000	58,900	868,900	MWCSD (with sub- contractors)
Unallocated funds for other activities and capacity development processes, as agreed	10,000	80,000	50,000	50,000	30,000	20,000	240,000	
Total for Component 1	15,000	255,000	250,000	290,000	220,000	78,900	1,108,900	
Component 2: Increasing participation of women in public life and decision making								
Implementation of selected activities in Gender Plan	75,000	80,000	80,000	90,000	110,000		435,000	MWCSD (with sub- contractors)
Unallocated funds (as above)			13,300	30,000	20,000	20,000	83,300	MWCSD
Total for Component 2	175,000	300,000	263,300	120,000	130,000	20,000	1,008,300	
Component 3: Reducing the incidence of gender based violence								
Implementation of selected activities in Gender Plan	15,000	95,000	190,000	165,000	218,300		683,300	MWCSD (with sub- contractors)
Second Family Safety Survey – Violence Against Women	100,000	100,000					200,000	SBS, through MWCSD
Unallocated funds (as above)	8,000	55,000	40,000	40,000		10,000	153,000	
Total for Component 3	123,000	250,000	230,000	205,000	218,300	10,000	1,036,300	

4: Program Management and Reporting								
Program Management Specialist	25,000	50,000	60,000	30,000			165,000	MWCSD
Technical advice and other inputs for policy development		30,000	50,000	50,000	50,000	30,000	210,000	MWCSD (via national service providers)
Total for Component 4	25,000	80,000	110,000	80,000	50,000	30,000	375,000	
5: Knowledge and Learning								
Development of gender indicators, establishment and maintenance of database, monitoring, annual review and information forums, public information/advocacy materials	80,500	77,000	57,000	57,000	70,000	70,000	411,500	MWCSD
Research activities		30,000	50,000	50,000	30,000	10,000	170,000	
Unallocated funds(as above)	30,000	50,000	30,000	40,000	20,000	10,000	190,000	
Total for Component 5	110,500	157,000	147,000	147,000	120,000	90,000	771,500	
Total Allocations Per Year	348000	822,000	838000	842,000	745,300	208,900	3,800,000	

5. MONITORING, EVALUATION AND LEARNING

As noted above, the *Pacific Women* initiative is a regional commitment to support the advancement of women. The initiative includes its own monitoring, evaluation and learning (MEL) framework and processes at the regional level. At the national level, in line with agreements between the Governments of Australia and Samoa, MEL processes for the Samoa Gender Program are expected to be consistent with existing Government of Samoa systems while also generating information to meet Government of Australia's aid quality systems. In addition to contributing learning to regional level understanding, the approach for this Program is expected to:

- Generate information for contributing to policies and improvements to practice over time as well as influencing Samoan stakeholders, particularly advocates for gender equality
- Demonstrate accountability for outcomes and spending to communities and funders
- Facilitate deepening understanding about the link between activities and changes in gender inequality, in the form of stakeholder learning and reflection
- Generate information to inform the development of Phase II

The Samoan Government is developing its own MEL frameworks for national policies and programs such as the Community Development Sector Program. In the Community Development Sector case, targets and means of understanding change processes are clearly articulated in the Implementation Plan which includes those specific activities and objectives which have been included in this Program. Important principles in aid effectiveness and M&E practice are to avoid the creation of duplicate data collection and analysis processes and contribute to strengthening existing national systems. It will be important for all stakeholders to negotiate details of MEL implementation both before and once the MEL processes get underway. MEL processes described here reflect the need to minimise duplication of MEL efforts.

Table 4 includes examples of relevant objectives and related indicators which have been extracted from the Community Development Sector Program to illustrate the link between specified indicators and suitable methods. The approach to MEL for this Sector forms part of the Ministry's broader M&E Framework that is managed by an M&E Committee with cross-Divisional representation and is expected to build its coordination, advisory and advocacy functions. It aims to track progress against community development outcomes, not only at the Ministerial level, but also at sector and national levels. It uses unified procedures for data collection, analysis and reporting for evaluating impacts on and capturing the trends, concerns and experiences of individuals and groups.

Table 4

Relevant objectives from Community Sector Plan	Examples of Indicators	Relevant data collection/analysis methods
SO1.04 Enhanced participation of women at village level decision making and politics	At least 10% seats in Parliament are held by women Increased # of women and young people advocating for women leadership in the community Increased support for women's participation in political setting Increased awareness and understanding of the importance of women leadership Increased Ministry support for NGO partners, including resources and advice	Analysis of Parliamentary records Summarised reports and stories from community representatives Analysis of Minutes of SCGD meetings Analysis of Minutes of SCGD meetings Reports by MWCSD on partnerships with NGOs
SO2.01. Strengthen coordination and delivery of social services and programs for victims of violence	Increased village acceptance of penalty for perpetrators of violence against women and children Reduction in domestic violence offending # of villages consulted on community conversation # of Legislations reviewed Increased support programs for victims of GBV Increased availability of counselling, rehabilitation and reintegration services across villages	Reports of changes from community representatives Analysis of national police/crime statistics MWCSD records Minutes of SCGD meetings Records from service providers Records from service providers
SO2. 02. Strengthen delivery of national programs to increase income levels for families and communities.	Increased # of community based business established and operating profitably Increased # of women and youth engaged in community based program/business Increased village level subsistence production	National economic surveys National economic survey Village case studies

There are shared interests between Pacific Women and the Government of Samoa to generate information about the expected outcomes to which this Program will contribute, namely, evidence of increasing women's economic empowerment, increasing participation of women in public life and decision making, and reducing the incidence of gender based violence.

There is also shared understanding about the complexity of MEL approaches and processes, with years of experience of the challenges and costs associated with collecting and analysing meaningful data and drawing links between activities and results, particularly in the case of short-term projects. Nearly all agencies involved in development and changes processes can benefit from increased capacity for monitoring and evaluation. In the case of MWCSO, the expected benefits of training in data collection and analysis processes will assist officials to determine how best to portray community opinion and priorities as well as changes over time, and facilitate participatory evaluation and feedback techniques.

The MEL framework for this Program reflects the following principles:

- Providing opportunities for the influence of Samoan women in the M&E process;
- Ensuring the MEL processes are inclusive of Samoan women's diversity, including rural, urban, young and older women, and women with disability;
- Supporting growing national expertise in gender-specific M&E;
- Balancing collection, analysis and use of both statistical/quantitative and qualitative data.

M&E approaches for this Program include use of higher-level indicators (e.g. about women's income and reported cases of violence against women) as well community feedback processes to generate stories and deeper ways of 'knowing' about change processes. In the case of higher-level indicators which measure broader social, economic or cultural impacts, care will need to be taken in the analysis process to interrogate data. For example, there may be a reduction in women's income because of factors beyond the scope of the Program (such as a global financial crisis or loss of formal employment opportunities) or there may be an increase in reported cases of violence against women which results from growing awareness of the criminality involved.

The Samoan Government will ensure that gender disaggregated data is collected and supported by a Gender Checklist as a formal element of ongoing monitoring and a means of promoting gender mainstreaming. A Central Information System (CIS) will be developed by MWCSO to include a performance-tracking table, reporting schedule (quarterly, six-monthly and annual), a calendar of events, identification of partners/stakeholders, and an activity/indicator register.

The Ministry will manage a series of processes/events to identify and share emerging evidence of results during the five-year MWCSO Strategic Plan period. These will include annual reviews and a mid-term review. The intention of these events/processes is to provide opportunities for stakeholders to reflect on achievements to date, as well as collate, analyse and report on emerging changes across the community.

Within the context of the issues raised above, a draft comprehensive Samoa Gender Program MEL Framework has been prepared. See [Attachment F](#). This Framework includes key questions/indicators, baseline information, data sources and responsibilities.

In summary, the Framework covers two levels of enquiry:

1. M&E and learning within each of the key Outcome areas;
2. M&E and learning at the results level, relevant to the Program (and Samoan Policy objectives) as a whole.

Methodologies included in the Framework include:

- A balance between tools which monitor progress against plans and those which identify emerging evidence of results (in terms of contributions to expected outcomes);
- Use of tools to identify shifts in attitudes and norms, compared with the baselines included in the MEL Framework, including those tools which capture the voices of women (e.g. most significant change stories, outcome mapping of behaviour change, appreciative inquiry on what is working and what can be learned);
- Use and strengthening of existing formal processes under MWCSO's M&E Framework to help strengthen national Government systems;
- Recognition that various stakeholders may hold different frames of reference about change in relation to gender equality and thus about appropriate ways of understanding and measuring such change: negotiations and compromises will be required, since there are insufficient funds to undertake all possible types of M&E;
- Use of tools which integrate social inclusion issues (e.g. age, disability, urban/rural) through disaggregating data by social groups (this can be time-consuming but is essential to support well-targeted and effective change);
- Use of a variety of reporting formats to communicate effectively to different stakeholders (written reports, summaries of key data, visual, oral, etc.);
- Use of joint reflection events, in particular an Annual Review Meeting with delivery partners in conjunction with the Government's annual Community Development Sector review (to reflect on the results and reach of the Program and question assumptions around key themes);
- Mix of methods for communicating knowledge and learning derived during M&E processes within Samoa, including:
 - An annual forum to consult with key stakeholders and disseminate emerging M&E information (perhaps scheduled alongside an International Women's Day event).

In practical terms, the overall MWCSO system to support MEL will comprise three elements: a process for collecting and storing data; a process for joint analysis of data collected at different times and at different levels; a process for preparing and disseminating reports for diverse audiences. Details of each of these elements are provided below.

A MWCS D **database** will capture information on M&E questions and indicators which are listed in Attachment F. The data will need to be collected deliberately and systematically, not just by MWCS D but by other partners involved in implementation of activities. MWCS D will be responsible for collecting, collating others' data and storing all relevant data as well as making it available for stakeholders to analyse collaboratively, for example the Gender Sub-Sector Steering Committee and stakeholders attending the Annual Review meetings.

Sophisticated analysis of quantitative and qualitative data requires skills that cannot always been found in public sector or civil society organisations. Also, given the diversity of stakeholders involved in gender equality, it is not appropriate for the MWCS D to undertake all levels of analysis itself, but rather to facilitate joint analysis and 'sense-making' of data collected. Specialist support in this area is often valued by delivery organisations.

The intention is that reports will synthesise information generated among Program stakeholders to provide feedback on progress as well as any contributory or causal links between the Program and changes in gender equality. The basis of forming raw data (both quantitative and qualitative), information and collaborative analysis into coherent monitoring reports often also requires specialist skills. To enable MWCS D and other stakeholder to produce useful reports, particularly at the results end of the spectrum (as opposed to the progress against work-plans end of the spectrum), ongoing technical support is appropriate. The role of the Program Management Specialist and specialist training available through the *Pacific Women* initiative should be useful in this regard.

Table 4 below lists the reports expected within this Program:

In addition to official and stakeholder reports listed below, the Program will also commission a number of communications processes to inform the broader community in Samoa and other regional and international stakeholders. During the Inception Phase, detailed planning processes will identify priority research activities which will inform policy and program development over the remaining life of the Program. In addition, funds are available for the production of publications and public information/communications events to raise awareness and contribute to advocacy efforts on gender equality in Samoa more broadly. Each year, there will be an event organised for disseminating information about Program achievements and lessons learned relating to the development of women's economic, political and social advancement in Samoa. These events will highlight case studies on the situation of Samoan women and the changes that have come about. Opportunities will also be taken to ensure that Australian support has appropriate visibility within the Samoan context.

Table 4: Reporting Requirements

Detailed templates for reporting will be developed and agreed between MWCSO and DFAT during the inception phase by DFAT's gender advisor.

REPORT	DETAILS	TIMING	RESPONSIBILITY
Annual Plan	<ul style="list-style-type: none"> A forward work plan and budget estimates for ongoing activities for the coming year. What do we want to achieve, how and with whom next year? Are we addressing the following: <ul style="list-style-type: none"> Identification of beneficiaries (female/male) Ways to promote the capacities of women in the planning, implementation and evaluation of activities 	April each year starting from 2016	MWCSO for review by SCGD and endorsement by CDSSC
Six-monthly reports July- Dec Jan-June	<p>Update on progress over the past 6 months (including financial disbursements) in line with the Program's strategic framework; This will include significant issues requiring attention or decisions.</p> <p>Update on forward activity pipeline and budgets, covering:</p> <ul style="list-style-type: none"> What were key achievements and challenges? What information do we have about benefits for women? Are resources adequate (personnel, financial, time) to achieve activity Outputs and Outcomes? Does the work-plan need to be changed for the next 6 months? What are the most important messages for the community, Government and development partners? <p>To examine:</p> <ul style="list-style-type: none"> What are the major achievements and progress against plans to date? Is there emerging information about outcomes in relation to changes for women? How well are partnerships progressing and what can be done to strengthen them? What are we learning about gender issues in Samoa? Are management arrangements and capacity appropriate to identify opportunities to impact on broader systemic and attitudinal change in the medium to long term? 	From February 2016 to cover inception period. Then Feb and Sept each year to cover previous 6 months.	MWCSO for review by SCGD and endorsement by CDSSC
Exception reporting	Highlighting significant issues requiring attention or remedial action	As required	MWCSO
Independent Mid-Term Review	To test the relevance of Program activities to key stakeholders; evaluate performance against the expected Outcomes; identify lessons relating to efficiency and effectiveness from implementation; conduct case studies of selected activities to assess effectiveness and identify future directions; and evaluate the effectiveness and sustainability of institutional	Early 2018 (around Annual Review Workshop)	Independent specialists for approval by MWCSO, and endorsement by CDSSC

	arrangements.		
Final Phase 1 Report	Analysis of achievements/challenges over the duration of Phase I (including financial disbursements) in line with the Program's strategic framework; and analysis of preferred Phase II approaches (based on M&E and questions above).	By February 2020	MWCSD for review by SCGD and endorsement by CDSSC
Phase 1 Evaluation	To assess changes that have occurred against the Pacific Women initiative KRAs as a result of the country plan; the impact of these changes on the wellbeing, choices and futures of women; the opportunities for consolidating gains in Phase II; and gaps that need attention in Phase II.	By May 2019	Regional Pacific Women Hub for approval by MWCSD, review by SCGD and endorsement by CDSSC

6. SUSTAINABILITY AND CROSS-CUTTING ISSUES

A number of features of the design will contribute to the likelihood that benefits of this Program will be sustained after funding ceases. The major feature is the close alignment of the Program with the Government of Samoa's priorities as described in the Community Development Sector Plan. The opportunity for the Program to contribute to capacity-strengthening of the MWCSD will support this strong alignment. Another key feature is the emphasis in the MEL Framework on testing assumptions about the links between the activities to be undertaken and changes at outcome level, particularly related to changes in attitudes. Finally, the fact that the Program promotes an Annual Planning process, where subsequent years' work-plans can incorporate lessons learned and emerging issues, will maximise ongoing relevance and effectiveness and thus sustainability of benefits.

Sustainability will be further enhanced by attention to cross-cutting and social inclusion issues as an integrated development approach to enhancing gender equality. In particular, the Program will ensure that issues associated with enhancing the lives of people with disabilities (as highlighted in Australian and Samoan policy frameworks) and protecting and assuring the rights of children (as articulated in DFAT's 2013 Child Protection Policy) are incorporated and monitored through the MEL framework.

DFAT is providing support to the MWCSD in the area of disability and opportunities for synergies and cooperation between the two programs will be actively pursued to ensure that women with disabilities are fully included and benefit from both programs.

DFAT is also providing support to the Ministry of Women, Social and Community Development (MWSCD) Support through a child protection contract to:

- a) The consultant will assist MWCSD in developing an interagency network;
- b) The consultant will assist MWCSD and CSOs in developing child protection data collection templates;
- c) As requested by MWCSD the consultant will provide training and support on child protection practice – preventing and responding to child abuse;

- d) The consultant will assist MWSCD in reviewing and finalising their Child Protection Policy and Implementation Plan.

MWSCD will inform DFAT of any partner organisations working directly with children that are supported through the Program. DFAT will conduct a risk assessment of those organisations – assessing the organisation’s child protection policy and implementation processes.

Weather-related disaster and climate change risks are key challenges for Samoa’s economic and social development, so this Program will include a focus on women’s economic recovery and empowerment in the context of emergencies and climate change and disaster risk management (CCDRM).

While it is expected that the Program will have significant implications for improving gender equality in Samoa, the sustainability of Australian support is not likely to become evident for some time given the cultural values associated with current levels of gender inequality combined with the complexity and resources associated with bringing about significant changes in gender equality. Experience of Phase I of the Program, a period of five years, should inform the nature of longer-term support under the broader Pacific Women initiative. It is likely to also confirm the long-term systemic nature of the gender equality challenge. The possibility of achieving sustainable changes may be increased by efforts to inform key stakeholders about Program outputs and outcomes as well as lessons learned.

7. RISK ASSESSMENT AND MANAGEMENT

There are inherent risks associated with implementing a program of this nature, which aims to change deeply-held cultural values and perceptions about the respective roles of women and men in contemporary Samoan society. It will be important for management to be flexible and avoid risk-averse responses while also ensuring accountability. This may involve experimentation and potential failure in some instances.

Key risks for the Program and proposed management approaches are summarised at Attachment G. DFAT and MWSCD will monitor implementation through consultation and reporting with a view to ensuring that risk management remains robust.

Only one high level risk was identified during the Program design process:

- Insufficient analysis to focus on the drivers of change for gender equality in Samoa and test assumptions of the broad direction of Phase 1 of Program.

This risk is high because of the complexity of supporting work on fundamental cultural values in a context where values are quite different from those which dominate in donor countries. The Program design includes a number of research elements which will help address this risk, but the issues associated with either explicitly or surreptitiously changing deeply held values are complex and challenging. DFAT and MWSCD will need to ensure that the partnership is based on mutual respect, trust and strengths based approaches in order to maximise successful navigation of these issues.

ATTACHMENT A: SAMOA PWSPD COUNTRY PLAN SUMMARY

PHASE 1 – 2013-2018

1. BACKGROUND

A six-person scoping team⁷ has identified several key outcome areas and approaches for potential support for an initial five-year Phase I period within a 10-year strategy under the *Pacific Women Shaping Pacific Development* (PWSPD) Initiative's Samoa Country Plan.

A full **literature review of documentation** on the challenges and responses to gender inequality in Samoa was limited by time constraints. A range of internal Government legislation, plans and reports were made available, however, and provided information on the context and action taken in recent years. Overall impressions are that national data on women is predominantly statistical and concentrated in the areas of MDG indicators and CEDAW reporting. There is limited analytical documentation in terms of leadership and decision-making⁸, gender-based violence and community attitudes to women's advancement. There is some documentation on women's economic constraints and opportunities regarding access to and control of financial resources (IFC 2010, Women's World Banking 2013).

Similarly, there is limited analysis of previous program experience supporting gender equality in Samoa, or of the identification and application of **lessons learned**. A gender analysis of the Samoa Australia Partnership for Development's law and justice program (2011) and education program (2009), as well as internal Quality at Implementation reviews under AusAID's bilateral program, have identified the need to improve gender analysis overall and integrate gender-specific monitoring (including collection of basic sex disaggregated data). Some broad lessons are emerging at the regional level. A recent UN consultation on Women's Empowerment for a Culture of Peace and Non Violence in the Pacific (Fiji, June 2013), highlighted the key roles of: widespread and consistent awareness-raising; traditional and church leaders to challenge cultural norms; mechanisms to protect and empower women in the informal sector; and cultural events and sports to help break down cultural barriers. SPC has also analysed key regional findings with a focus on strengthening national women's machineries (NWM) through capacity development, producing and using sex disaggregated data, integrating gender equality into national policies and planning, and alignment of national legal frameworks.

Given the gaps in analytical information and lessons learned/applied on gender equality in Samoa the Country Plan is, therefore, largely informed by **extensive consultations** with a broad range of stakeholders. These include village communities, civil society organisations, NGOs, private sector, media, Government agencies, the judiciary, Cabinet Ministers, the Prime Minister, AusAID and other development partners. Discussants included, inter alia, rural and urban women, men, young people, women with disabilities, eminent Samoan leaders, and church representatives in the capital, Apia, as well as in Savaii (representing

⁷ The team comprised representatives from the Ministry of Women Community and Social Development (MWCSO) (ACEO), AusAID (Post and Canberra), two experienced national consultants (with specific NGO and public/private sector background), and a design consultant (Team Leader).

⁸ Apart from regional UN work on strengthening Pacific legislatures and a National University of Samoa (NUS) study underway on the village/women/politics nexus.

stakeholders from across rural areas). Individual and group discussions were guided by a semi-structured question list reflecting the theoretical framework underpinning the PWSPD Initiative.

The broad direction and specific proposed support under the Country Plan, as informed by the breadth and depth of the national consultations, were discussed at a scoping team **de-briefing** with Samoan and Australian Government representatives within the context of the Samoa Australia Partnership. The Partnership prioritises direct support to the policies, programs and systems of the Government of Samoa under the Strategy for the Development of Samoa (SDS).⁹ Key result areas of the PWSPD theoretical framework comprise essential components of the Government's National Policy for Women of Samoa (2010-2015), the Gender Program under the Community Development Sector Program 2013-2018, and the Law and Justice Sector Plan 2012-2016.

2. CONTEXT

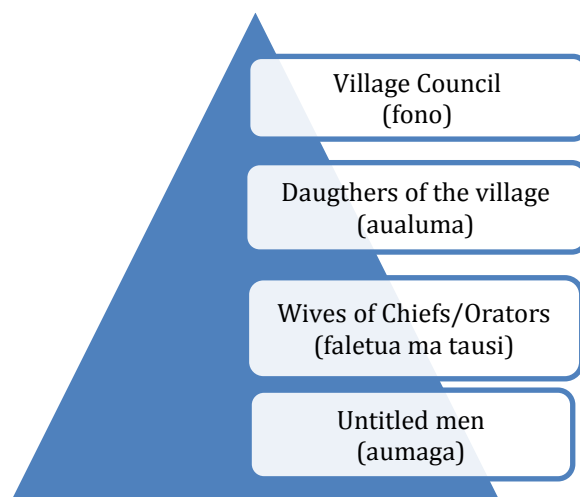
2.1 Samoan society and culture

Samoa culture - *fa'asamoa* - is the invisible resin that keeps Samoan society intact and its governing systems functional, a fact that sets it apart from many of its contemporary Pacific Island neighbours. In the context of the impacts of modernisation, the strength of the *fa'asamoa* is the extended family, headed by a *matai* or chief (male or female) appointed by family consensus. The *matai* plays a vital role in: providing leadership and protection for the family; maintaining family unity and prestige; caretaking family customary land; mediating disputes; and representing the family in the village council and the church domain. The *fa'asamoa* also provides for the distinct and different roles of men, women and children in society, including the role of village women's committees in providing advice to the village council (refer figure below). This stratification of Samoan society provides both significant strengths and challenges in relationship to gender equality (highlighted in [Section 2.2](#) below). Consultations stressed the need to strengthen built-in cultural practices that provide for *gender balance* by ensuring that gender equality programs and messages are promoted in the Samoan cultural context.

The entitlement of every Samoan to basic human rights has and continues to be a feature of Samoa's culture (and enshrined in the Constitution). While Samoa is party to key international human rights conventions, a key challenge is the domestication of these international instruments (including CEDAW) into national legislation. Work of the Law Reform Commission and newly-established Human Rights Commission ensures reflection of present day realities with the culture and traditions of Samoan society.

⁹ Around 70 percent of Australian ODA is delivered through Partner Government Systems based on Samoa's track record of public sector and public financial management reform, aid effectiveness principles and mutual accountability.

Village Governance



2.2 Challenges and opportunities

Within this social and cultural context, documentation and consultations highlighted positive developments in improving the status of women at all levels over the past decade. They also identified ongoing and significant structural and social/cultural (historical and evolving) barriers. Key issues surrounding gender inequality and recommended strategies for change – *as reflected predominantly by Samoan women and men* - are summarised below:

2.2.1 Women's economic empowerment

Rapid urbanisation and increased dependence on cash incomes, rather than subsistence production, has increased hardship in Samoa. Rising unemployment, especially among men and boys, can have negative impacts on women and girls. Women's role in economic activity is constrained by cultural expectations about their domestic and social role. Traditionally, agriculture and fishing were men's work, while women produced mats, baskets, thatch and other valuable products. Today, women and men both engage in produce marketing but women appear to predominate. Women are estimated to head over 40 percent of small businesses in Samoa. Three organisations provide financial/business assistance and training to women: Women in Business Development Inc, the Samoa Small Business Enterprise Centre, and South Pacific Business Development. Their focus is on business development skills and the provision of loan finance. The policy reform role of the Chamber of Commerce, representing private sector bodies, is reportedly weak. Women comprise 53 percent of the paid workforce. Of those in the higher income brackets, earning over ST\$15,000, women comprise 21 percent. Between 2000 and 2009, female wages increased by 121.1 percent compared to an increase of 86.2 percent for males. The Labour and Employment Relations Act 2013 provides mechanisms for maternity benefits similar to those of the public sector.

Challenges	Recommended strategies
<p><i>Financial</i></p> <ul style="list-style-type: none"> • Limited financial institutions and services therefore limited financial support (e.g. accessing the complicated and cumbersome Private Sector Support Fund co-ordinated by the Ministry of Commerce, Industry and Labour) • Weak financial literacy especially on basic business skills (e.g. book-keeping and saving) • Lack of awareness of available financial services • Stringent lending conditions of financial institutions relating to payment, group and individual guarantees and interest rates (e.g. South Pacific Business Development – 27% and Development Bank of Samoa – 18%) 	<ul style="list-style-type: none"> • Awareness raising of financial service providers • Extensive outreach program using all forms of media (radio, television, newspaper, internet and mobile phones) – including the importance of women in economic development • Effective communications by MWCSO as the one-stop-shop of information on assistance • Capacity building for women in areas of budgeting, cash flow management, savings and loan repayment, and innovative ideas • Simplifying financial institutions and services lending policies and loan application requirements and eligibility • Increased training for women in the informal sector by the MWCSO and sector partners (including accredited and vocational training linked to the Government's apprenticeship scheme and the Samoa Qualifications Authority) • Targeted training based on identified needs utilising local available resources • Training on internet marketing for handicraft and cottage industries
<p><i>Socio-economic</i></p> <ul style="list-style-type: none"> • Excessive dependency on remittances especially for those in the informal sector • Inadequate markets or access to overseas markets • Saving is difficult due to family, church and village obligations (<i>fa'alavelave</i>) • Women who are successful in accessing small micro-credit loans often use the money for pressing family needs • Business cannot survive because profit is invested in family maintenance • Limited opportunities for the majority of women to access formal loans because they do not own assets - other than customary land that cannot be used as collateral 	

2.2.2 Participation of women in public life and decision-making

Culturally and historically, women have a limited overt public or leadership role in Samoan society. The taboo in some villages disallowing them from holding *matai* titles, and the exclusion of women with *matai* titles from partaking in some village councils, are existing barriers. Where women have a choice to become *matais* and can participate in local governance mechanisms – often, not participating is also a matter of choice reflecting their priorities to children and families.¹⁰ Within the public service, there has been significant

¹⁰ According to the 2006 Census, women account for 20.6 percent of all *matais*. Consultations suggest that this is increasing.

increase in recent years in females holding top management positions. According to the Public Service Commission (PSC), of 38 Government Ministries and Corporations, including the PSC, eleven are headed by female Chief Executive Officers (CEOs). Of 128 Level 2 Assistant CEOs (ACEOs), 71 are women and 57 men. For the 12 Level 3 ACEO positions, 8 are women and 4 men. Most NGOs are headed by women and increasing numbers of women are holding responsible positions in the private sector. However, numbers of women on public and political bodies (such as statutory boards) is low - requiring awareness-raising, education and training and to provide incentives to enhance their participation. The recent Constitutional amendment to ensure a 10 percent quota for female Parliamentarians is a significant achievement and a strong symbol of change in women's participation at all levels in Samoa.

Challenges	Recommended strategies
<p><i>Socio-political</i></p> <ul style="list-style-type: none"> • Leadership at the village level - women often not knowledgeable in village governance practices and women <i>matais</i> do not necessarily participate in village council meetings • Socio-cultural perception about women's place (<i>pae ma le auli</i>), attending to children and family wellbeing • Biblical interpretations reinforce gender inequality - e.g. keeping women at home, controlling their sexuality and suppressing pursuit of independence and aspirations • Traditional covenant of protection of a brother for his sister (<i>feagaiga</i>) 	<ul style="list-style-type: none"> • An evolutionary and incremental approach to progress social change • Awareness raising for women and men on their natural rights • Awareness program for <i>matais</i> on the right of women to participate in all aspects of village life • Closer partnerships between the MWCSO, village councils and women's committees, as well as CSOs and NGOs • Development of village governance plans • Role of the church to advocate and defend the right of women for equality • Awareness campaign for rural women, particularly regarding the recent Constitutional amendment to attract more female Parliamentarians • Encouraging urban women working in the formal sector and at senior levels as active participants in village <i>fono</i> • Support the joint UNDP-UNWomen 'Increasing Political Participation of Women' project to ensure successful implementation of the constitutional amendment to ensure 10% women in parliament.
<p><i>Individual</i></p> <ul style="list-style-type: none"> • Women's individual choices largely put family and children first • Politics and decision-making positions often seen as too costly, time-consuming, and a 'game' suitable for men only 	

2.2.3 Gender-based violence

Sufficient research has been completed, both locally and internationally, to provide a disturbing picture of gender based violence in Samoa. A 2000 survey by Government, SPC and UNFPA (using WHO methodology) revealed that, of the 1,640 Samoan women surveyed, 41 percent had experienced physical violence at the hands of an intimate partner while 20 percent had experienced sexual violence in their lifetime.¹¹ Non-partner physical and sexual

¹¹ Data was collected and report completed in 2000 but only published in 2007.

violence figures were particularly revealing: 62 percent had been physically abused and 11 percent had suffered sexual abuse. The main perpetrators of physical abuse were female family members (63 percent), fathers (58 percent), and teachers (30 percent). Results showed that 86 percent of physically abused Samoan women did not seek support because they thought that such abuse is 'normal' or not serious enough to seek help. Rates of domestic violence and sexual abuse are particularly high in rural areas and low-income groups – with women experiencing abuse twice as likely to have poor physical and mental health. Although the 2000 study has provided some sound baseline data, the CEDAW Committee has called for more up-to-date information on the nature, causes and extent of domestic and sexual violence and review of the impact of actions taken by Government since the 2000 report.¹²

While traditional justice is an important deterrent, especially in rural Samoa, the law and justice sector (including Samoa Police through the Domestic Violence Unit, the Attorney General, the Ministry of Justice and Courts Administration, and the Ombudsman), have worked, to some extent, with the MWCSO and relevant NGOs to support victims of gender based violence.¹³ This includes through the legal justice system, providing support for counseling, training, shelter and refuge for victims, and rehabilitation programs for perpetrators of violence. In the urban area of Apia, most disputes go to court, a process that can be time-consuming, expensive and confrontational to women with predominantly male judges, magistrates and lawyers. The recent 2013 *Family Safety Act* (that falls under the broader Crimes Act 2013) now provides a more holistic approach to addressing gender based violence from prevention to treatment to rehabilitation (and includes Protection Orders through the Ministry of Police or the Courts). Village Representatives (nominated from the Village Councils and Village Women's Committees) under the MWCSO, now have a mandatory reporting role under the Act.¹⁴ The planned Family Health and Safety Study will provide fresh data to support its implementation and enforcement. The Act also provides scope to establish a Family Court. Significant capacity development and training is required for police officers, members of the judiciary, and other court law enforcers to respond effectively and quickly in domestic violence situations.

Challenges	Recommended strategies
<p><i>Socio-economic</i></p> <ul style="list-style-type: none"> • Reflection of modern family life and environment - influence of alcohol, drugs, social pressures, etc. • Insufficient finance for family expenses and other expectations • Financial dependency on employed partners and family and/or earnings/savings in joint accounts, assets • Inter-generational cycle of violence by both men and women 	<ul style="list-style-type: none"> • Changes in perspectives and attitudes – information, education and communications (IEC) at all levels - schools, villages, churches, private-public sector • Awareness programs on the rights of women under CEDAW covering both urban and rural areas • Adopting zero tolerance to violence

¹² The Bureau of Statistics is considering development/update of GBV statistics in 2014.

¹³ Key NGOs include the Samoa Victim Support Group (SVSG), *Mapusaga o Aiga (MOA)*, *Fiaola* Crisis Centre and *Fa'ataua le Ola*.

¹⁴ MWCSO supports Village Representatives (including gender focal points and village mayors) as liaison officers for Government programs and entry points into village governance systems – see 2.3.1 below.

<ul style="list-style-type: none"> • Lack of support services and counselling programs • Limited data on sex workers places them at particular risk 	<ul style="list-style-type: none"> • against women in legislation, policing, etc • Capacity building of law enforcers to implement Crimes Act 2013 and Family Safety Act 2013 • Establishment of the Family Court • Church and faith based organisations, especially, to pursue a more proactive stance on gender based violence (GBV) and appropriate counselling • Improved counselling and anger management services • Adequate and reliable baseline data and data disaggregation for development of relevant policies and programs • Stronger MWCSO collaboration with NGOs such as the Victims Support Group and the Men Against Violence Advocacy Group
<p><i>Individual</i></p> <ul style="list-style-type: none"> • Attitudes in accepting violence - pride and shame, fear of husband and family, fear of retaliation, security for children • Acceptance of cultural/religious values that man is the head of the house and has the right to beat his wife • Pressure from family, church to keep families intact at all costs • Fear of losing custody of children if woman leaves or seeks outside help • Lack of resources to seek legal assistance 	

2.3 Key processes and actors influencing change

2.3.1 National

The Government's National Policy for Women 2010-2015, the Gender Program within the broader Community Development Sector Program 2013-2018, and the Law and Justice Sector Plan 2012-2016 - form the policy and program platform for improving gender equality in Samoa. These aim to improve the quality of life for women and girls by providing them with information, relevant skills and knowledge in order to make informed decisions and choices to improve their quality of life. Policy, legislative and community-based approaches are underpinned by research, data and M&E. Government program delivery focuses on increasing awareness and capacity of communities to address: gender based violence, increasing participation of women in public life and decision making, sustainable economic development for women, and improved access to health services and information. The key challenges for Government in delivering these programs are limited whole-of-government gender mainstreaming across all sector policy planning, and significant resource and capacity constraints. For example, of the 14 professionals in the Division of Women only four have received short-term training on advanced gender concepts.

As Samoan society is based on the village, national community sector and gender programs operate at the village level in close cooperation with civil society and the private sector - at an individual organisational level and/or through the Samoa Umbrella of NGOs (SUNGO) that includes private sector organisations. In addition to service delivery (such as post-disaster support, birth registry, water and sanitation, etc.), community ownership and strengths-based approaches focus on empowering individuals and communities to manage and advocate for long-term attitudinal change by men and women within Samoa's cultural context. Government gender focal points (*Sui tamaitai o nuu*) in each village (although underpaid in relation to their male counterparts, village mayors), help coordinate the activities and policies of the Government and its NGO partners within the village context

(except for those living on freehold land in peri-urban Apia)¹⁵. Formal Government/NGO networks include the CEDAW Partnership Committee, comprising a wide range of civil society, NGO and private sector organisations that work with women and girls. Expansion of the Community Sector Coordination Unit within the MWCSO is currently underway in recognition of the need to strengthen partnerships and coalitions within and between MWCSO, civil society, NGOs and the private sector to enhance coordination and integration.

At the highest political level, the Prime Minister's advocacy for gender equality is demonstrated by his commitment to the Constitutional amendment for a 10 percent quota for females Parliamentarians, despite strong opposition. In discussions, he requested a focus in the Country Plan on the role of sport for women and girls as a tool for empowerment to support change in social attitudes for improving gender equality at multiple levels. High-level political commitment to gender equality is also reflected in Cabinet, notably through the Minister of Justice (who is a member of the Advisory Board of the PWSPD Initiative), and the Minister of WSCD who stated that: 'the future of Samoa lies in the hands of women'. The judiciary is also a strong advocate in ensuring appropriate processes and capacity to raise awareness on, and enforce, the new Family Safety Act 2013. Additionally, the Women in Leadership Advocacy Group (WINLA), consisting of women Parliamentarians and CEOs of Government agencies, is a key high-level network for supporting and improving sectoral approaches in gender. This level of political support for progressing gender equality in Samoa provides a strong foundation for progressing change within Government, civil society and communities.

2.3.2 External partners

Australian support through the Public Sector Improvement Facility, Private Sector Support Facility and Civil Society Support Program has provided assistance to various NGOs and private sector groups working with women. A range of other development partners (e.g. New Zealand, EU) and regional (SPC) and international banks and agencies (e.g. UN, IFC, ADB) support national gender equality efforts through a range of programs. These include, inter alia, supporting access by women to basic facilities, promoting women's participation at the village level, livelihoods programs, and capacity development for police. However, harmonisation and co-ordination of donor policy and program support to gender programs is extremely poor. The Government has requested that: (i) the One UN approach focus on women and youth employment; and (ii) all development partner support for gender equality is aligned through the MWCSO.

2.4 Theory of change

The theory of change underpinning the PWSPD Initiative is premised on:

- the deep seated, entrenched and multi-faceted nature of gender inequality in the Pacific;
- the central importance of Pacific women and men, as individuals, groups and coalitions, driving change; and

¹⁵ Consultations raised mixed views on whether women in these peri-urban areas 'fell between the cracks' in access to services, with some arguing that they were assisted by Apia-based NGOs and women's church fellowships.

- the potential for Australia and other external partners to play a catalytic role in supporting Pacific actors to create positive changes towards gender equality.

Changes in gender equality require changes to ‘the rules of the game’ at different and interconnecting levels. This encompasses formal ‘rules’ such as policies, laws, budgets, etc, and informal norms, attitudes and beliefs. It requires attention to personal as well societal levels, and the interaction between the two.

In the Samoan context, the Country Plan asserts that, with policy commitment and strategically implemented program investment to build the enabling environment and knowledge, skills and opportunities - women can make meaningful choices to fulfil their potential in contributing to Samoa’s development. The Plan recognises that for change to be sustainable, it needs to be driven by national processes and networks within Samoa’s defining cultural context (refer [Section 2.1](#) above). The role of the Country Plan is to help strengthen opportunities to advance gender equality at interconnecting formal/informal and individual/social levels through sensitive, strategic and consistent support to build on evolving political and social change.

On this basis, identification of potential areas for support under the Country Plan have been informed by supporting: Samoan men and women to find their own solutions to gender equality and empowerment; interventions in several interconnecting areas; and change that involves the informal dimensions of life associated with culture and beliefs through to formal structures and systems. Given the identified challenges, opportunities and key actors influencing change, and the desired objective of change, key areas identified as the pivotal focus for Australian support include: strengthening the implementation of national gender programs at community level; and focusing on economic empowerment as a springboard for associated change in areas of leadership and gender based violence.

It is not possible from limited initial analysis to be able to identify all the areas, processes and actors to support sustained change in gender equality in Samoa over the ten-year period of the Country Plan. The M&E approach will assist the implementers and managers of the Plan to better understand how change happens over time, who to work with to bring about that change, and help inform future programming.

3. OBJECTIVES, OUTCOMES AND APPROACHES

The Goal for promoting change initiatives under Phase I of the Country Plan is to: *strengthen meaningful choices of women to fulfil their potential in contributing to Samoa's development.*¹⁶

It is proposed that Australia will deliver Phase I support over five years (2013-2018) through the following broad **approaches**:

- Under the Samoa Australia Partnership for Development, primarily through the Government's Gender Program of the Community Development Sector Program 2013-2018.¹⁷
- Focusing on community-based support linked to the NGO sector and strengthening Government/NGO connections, including through gender focal points/liaison officers in all Village Women's Committees.
- Improving knowledge (including research), data and capacity (including for policy development and M&E) to support good policies and programs and communication of successes.
- Innovative and gradual awareness raising, communications, networking and advocacy at all levels to provide incentives for women and men to support long-term attitudinal and systemic change.

Key outcome areas include:

- Increasing women's economic empowerment
- Increasing participation of women in public life and decision making
- Reducing the incidence of gender based violence

Delivery of these outcomes will be characterised by:

- Community-based support
- Improving knowledge, data and capacity
- Innovative and gradual awareness raising, communications, networking and advocacy

¹⁶ This goal is consistent with the visions of the National Policy for Women of Samoa and the PWSPD Initiative.

¹⁷ The Gender Plan represents 12 months of extensive community and stakeholder consultations.

ATTACHMENT B: DRAFT IMPLEMENTATION PLAN

**ATTACHMENT C: SAMOA GENDER PROGRAM
PROGRAM MANAGEMENT SPECIALIST POSITION**

JOB DESCRIPTION AND SELECTION DOCUMENTATION

Job Description

The Samoa Gender Program is managed by the Ministry of Women, Community and Social Development (MWCSO). Implementation of activities under the Plan's three key Outcome areas (women's economic empowerment, strengthening women's role in public life and decision making, and reducing gender-based violence) will be undertaken through a mix of delivery partners including Government sectoral agencies, NGOs, private sector service providers, international organisations, etc.

A Program Management Specialist will be engaged initially for three years, from Program commencement. The Specialist will work collaboratively with the Division for Women on coordination, implementation and monitoring of activities funded by this Program. The role includes provision of basic technical advice on gender programming issues: where more specialist advice is required, the Program Management Specialist will assist MWCSO to develop TORs, recruit, brief and manage external technical advisors or other partnerships for this purpose.

The Division for Women (DFW) has major responsibilities for initiating and managing Program activities across a range of areas and these will be time-consuming and demanding. It is not expected that DFW personnel will initially have the level of experience to manage a multi-million dollar aid program, given the specialist skills required, particularly in terms of Program-wide planning, MEL and reporting processes. An experienced Program Management Specialist will support the CEO MWCSO (DFW) in management of the Samoa Gender Program with specific technical expertise in the area of developing and managing aid programs in the gender area.

Responsibilities

The responsibilities of the Program Management Specialist are to:

- Work with the Ministry of Women, Community and Social Development (MWCSO), specifically the CEO and the Division for Women (DFA), and other Government and NGO partners to support overall planning, implementation, monitoring and reporting on Phase 1 of the Samoa Gender Program - 2013-2019
- Develop and manage M&E, learning and review processes (particularly the facilitated participatory development of Annual Plans) to support ongoing development of the Samoa Gender Program so that the chances of all parties achieving the agreed Outcomes are maximised
- Support the establishment, use and strengthening of appropriate processes and systems (specifically the Monitoring & Evaluation system) to generate quality data/information for quality reporting, public awareness and advocacy activities
- Assist MWCSO to prepare quality reporting as required by the Governments of Samoa and Australia

- Contribute to the development and distribution of public information materials for the Samoa Gender Program.
- Provide basic technical and policy advice to the governments of Samoa and Australia and other partners on implementing, monitoring and integrating gender equality approaches in current and future programming in Samoa.
- Liaise with Program delivery partners and other stakeholders to ensure effective implementation of activities; timely transfer of funds and resources compliant with Government of Samoa procurement systems (in coordination with the Procurement Specialist); participatory monitoring processes; and quality reporting.
- Provide other support for MWCSO, Government sectoral agencies, NGOs and the Gender Focal Point in DFAT as required.

Selection Criteria

Individuals engaged in this role are expected to have:

1. At least five years' experience in aid program management in the social development sector (Essential)
2. Post-graduate qualifications in Program Management, Social Sciences or related fields (Essential)
3. Working experience in gender equality or related areas (Essential)
4. Sound knowledge of public sector policy development and program management approaches and systems (Essential)
5. High level experience of meeting contemporary donor standards in relation to Program level M&E and reporting (Essential)
6. High level cross cultural adaptability and communications skills (Essential)
7. High level analytical and written and spoken English communication skills (Essential)
8. Knowledge of national, regional and international policy frameworks on gender equality (Desirable)
9. Fluency in both English and Samoan (Desirable)

Eligibility/Other Requirements

- Required to obtain satisfactory police check and medical check
- Samoan citizen, residency or ability to obtain a work visa

ATTACHMENT D: STEERING COMMITTEE FOR GENDER AND DEVELOPMENT

ADDITIONAL TERMS OF REFERENCE FOR GOVERNANCE OF THE SAMOA GENDER PROGRAM

Background

The Governments of Australia and Samoa have agreed to enter into a five-year partnership for Phase 1 of the Samoa Gender Program (2015-2020) under the regional Pacific Women Initiative. Implementation of the Program will be managed and coordinated by the Ministry of Women, Community and Social Development (MWCSO).

The Community Development Sector Steering Committee (CDSSC) has high level responsibility for the Government of Samoa's Community Development Sector Implementation Framework. It will be responsible at the strategic level for ensuring coherence between the Samoa Gender Program and the overall Community Development Sector Implementation Framework.

An existing Sub Committee of the CDSSC, focused on gender issues is called the **Sub Committee for Gender and Development (SCGD)**. This Sub Committee will play more of a hands-on role in providing management and specialist advice to the Program. It will focus on supporting the MWCSO to establish the Program on a sound policy and management foundation; supporting the MWCSO's application of sound gender and management principles and approaches; ensuring coherence between the various parts of the Program and the broader Samoan context; providing practical advice to maximise relevance, efficiency and effectiveness; and reviewing progress reports prior to CDSSC for endorsement (before submission to Cabinet, DFAT and MOF by MWCSO).

The Sub Committee will refer Program-specific decisions to the CDSSC, which provides high-level oversight and technical support and advice for implementation of the.

Roles and responsibilities for the sub-committees of the CDSSC are to:

- i. Provide guidance and direction on overall implementation of relevant components
- ii. Monitor and follow up on progress of implementation of components on a regular basis and report to the CDSSC
- iii. Review and present to CDSSC quarterly progress reports on implementation of activities of components
- iv. Review annual work plans and budgets for approval of CDSSC
- v. Promote dialogue and coordination of activities across different sector agencies.

Membership of the SCGD includes:

- Ministry of Finance – Chair
- Ministry of Women Community Social Development
- Samoa Umbrella of Non-Government Organisation
- Government of Australia represented by DFAT
- Ministry of Education Sports and Culture

- United Nations
- Nuanua o le Alofa (NOLA)
- Civil Society Support Program
- Samoa Chamber of Commerce

In addition to the generic sub-sector committee roles, these Terms of Reference (TORs) provide specific roles and responsibilities for the SCGD in relation to its governance of the Samoa Gender Program.

Role of the SCGD

In relation to the Samoa Gender Program, the SCGD will:

- Provide strategic direction and quality assurance to the Program
- Review Program approaches, progress and strategic development
- Support Program progress and development at an operational level
- Approve six-month reports and Annual Plans
- Ensure quality of overall financial management
- Ensure Program monitoring and evaluation and learning (MEL) systems are appropriately resourced and applied, and that analysis is undertaken, used and disseminated
- Monitor the Program's risk framework
- Receive and review reports from other individual projects/programs (consolidated by the MWCSO Secretariat)
- Forward recommendations to the CDSSC for endorsement
- Provide guidance and direction on implementation of gender programming in Samoa and promote dialogue and coordination across sector agencies and development partners

Role of the MWCSO SCGD Secretariat

The SCGD will be serviced by the MWCSO Secretariat as follows:

- Support SCGD with coordination and biannual reporting requirements for CDSSC Cabinet, MOF and DFAT
- Liaise with MOF on funding management and acquittals under the Direct Funding Agreement with DFAT
- Support individual implementing agencies with reporting and quality requirements
- Provide policy analysis and advice in relation to the Theory of Change of the Program
- Liaise with other development partners working on gender
- Develop public information materials for the Program
- Support annual Program review and public dissemination forums

Timing of meetings

The SCGD currently meets quarterly, but for the first 6 months of the Program, it will meet more often. Two of the regular quarterly meetings, timed with submission of Program six-month and annual reports in February and August each year, will constitute formal DFAT consultations on the Program to meet DFAT governance requirements. Working groups may be formed from the SCGD to progress relevant work outside of these meetings as delegated by the Chair.

These TORs should be discussed (and modified as necessary) and approved by SCGD members at their first meeting in relation to the Samoa Gender Program.

ATTACHMENT E: INCREASING POLITICAL PARTICIPATION OF WOMEN IN SAMOA

PROJECT SUMMARY

In 2013, the Parliament passed a Constitutional Amendment that introduced a 10 per cent quota of women representatives into the national Legislative Assembly. The system proposes a "floating" five reserved seats for women. If less than 5 women are elected, the amendment is activated and five seats are added to the parliament. This is seen as a significant milestone in efforts to increase the participation of women in parliament. Given the importance of the party system in Samoa, it is hoped that the Constitutional Amendment will see more women nominated as party candidates. Currently, no parties in Samoa have provisions in support of women candidates.

The Government of Samoa Gender Program for Samoa 2013-2018¹⁸ is focused on four thematic areas: (i) Reduction of the incidence of violence against women and girls; (ii) Advancing gender equality in decision-making and political governance; (iii) Increasing Women's Economic Empowerment; and (iv) Improved women's access to health information and services. This project is an integral component of the UN Joint Gender Programming Framework for Samoa 2015-2018¹⁹ and addresses thematic area (ii). The Framework also responds to the Community Development Sector Programme²⁰ and the National Policy for Women²¹.

The IPPWS project builds on and seeks to help reinforce progress that has been made in a number of areas of gender equality and women's empowerment in Samoa. This progress which has been achieved through the commitment of the Government and with the support of civil society and the private sector includes the:

- 2013 Constitutional amendment that ensures a minimum quota of 5 women representatives (10%) in the Samoa Parliament
- Enactment in 2013 of the Labour and Employment Relations laws which prohibit workplace sexual harassment and discrimination
- Enactment in 2013 of the Family Violence Act.

UNDP and UN Women are committed to working in partnership with the many other development partners who are working with Samoa to promote good governance and women's leadership. The Office of the Prime Minister, the Ministry of Finance Aid Coordination Unit, and the Ministry of Women, Community and Social Development will be key partners as will be a range of NGOs in Samoa.

¹⁸ Ministry of Women, Community and Social Development, Gender Program for Samoa 2013-2018

¹⁹ The UN Joint Gender Programme Document 2015-2018 is currently in draft form awaiting finalisation and signing

²⁰ Government of Samoa, Community Development Sector Plan 2012-2016

²¹ Ministry of Women, Community and Social Development, National Policy for Women of Samoa 2010-2015

Output 1 – Outreach and education on increased political participation of women

UN Women will be the Participating UN Organisation (PUNO) that will implement the activities for this output and will work through civil society networks that are already actively engaged in community work. The Samoa Umbrella for Non- Government Organisations (SUNGO) has been identified as a suitable and appropriate partner for this Output and will be supported by UN Women through the provision of technical advice and capacity development initiatives.

This output will build on the First Women’s Parliamentary Programme held in October 2013 and seek to:

- 1) ensure that everyone in the community is aware that all Matai titled women have the right to contest elections; and
- 2) educate voters on the importance of supporting women candidates.

Output 2 – Working with political parties

The project will seek to engage with political parties in order to:

- provide information and analysis for all political parties on the constitutional amendment and the likely impact of such an amendment (refer candidates handbook);
- build the commitment of political parties to proactively seek to increase the membership within their parties of women;
- help strengthen the internal governance processes so that political parties actively identify and support women candidates, especially those in rural areas; and
- provide guidance to political parties so that they are able to engage more effectively on gender equality and women’s rights issues, with a view to integrating these issues into party manifestoes

The activities under this Output will be primarily the responsibility of UNDP and will require a highly specialised technical expert with experience in the area of political parties. An adviser will be recruited from outside Samoa to ensure that they have no allegiance to any political party in Samoa.

Output 3 – Capacity building for women candidates

UNDP and UN Women will draw on their global network to design and deliver women’s leadership and candidate training in the run up to the general elections in 2016. The content of the capacity building and training will include coverage of:

- Development issues facing Samoa as outlined in the Strategy for the Development of Samoa, 2012-2016; alignment with the MDG’s; the post-2015 development agenda and SDGs; and the SAMOA Pathway document or outcome of the 2014 Small Island Developing States Conference.
- Public speaking and debating skills.
- The importance of media and how to best manage their relationship with the media.
- Innovative ways to promote political campaigns and individual or party platforms.
- An overview of human rights and gender frameworks at international and regional levels.

Output 4 – Mentoring and support for MPs on Gender

The fourth Output of the project will be to provide mentoring and support to the newly elected female Members of Parliament following their election. While at the same time provide support and mentoring for all MP's on Gender issues. These activities would allow for issues such as gender responsive budgeting and the preparation of gender sensitive legislation to be covered along with more general aspects of the working of parliament and the role of the Speaker and Clerk's Office. Activities include:

- Research and information on key issues being raised by women MPs in other Pacific Island countries.
- Training for women MPs on parliamentary processes and procedures.
- Training and update for women on national development issues particularly if selected to special committees of parliament.
- Training for men and women MPs on gender responsive legislation drafting and reform, including on CEDAW and BPFA.
- Produce and distribute knowledge products on relevant topics (i.e. CEDAW reporting, VAW, GRB).
- Support directly or indirectly (through a national CSO) the establishment of a women's caucus.

Funding, Coordination and Management Arrangements

As agreed with the Government of Samoa, the donor, the Australian Department of Foreign Affairs and Trade (DFAT), and UN Women, the project will be directly implemented (DIM) by the UNDP under a Joint Programme, with UNDP and UN Women as a Participating Organization (PUNO), and all aspects of the project will comply with UNDP and UN Women Guidelines for DIM. Under the project UN Women will be primarily responsible for the implementation of activities for Output 1; meanwhile UNDP will be responsible for the implementation of the ones for Outputs 2, 3 and 4. As agreed with the government, the focal point for the project in the Government will be the Chief Executive Officer of the Ministry of Women, Community and Social Development.

Project Board: The Project Board is responsible for making consensual management decisions concerning project issues and risks, and will provide advice and guidance when required to the Joint Project Coordinator.

The composition of the Project Board is as follows:

- The **Executive:** UN Resident Coordinator and the ACEO Aid Coordination & Debt Management Unit, Ministry of Finance.
- The **Senior Supplier** role will be represented by five groups: CEO of the MWCSO as Government Focal Point; DFAT as provides financial resources /donor; UNDP as Participant UN Organisation (PUNO), provider of financial resources and responsible for project coordination and quality assurance (CA) and for fiduciary management of funds (AA); UNWomen as Participant UN Organization (PUNO) and provider of financial resources; and SUNGO
- The **Senior Beneficiary** on the Board will be carefully selected from a neutral NGO body such as the National Council of Women (SUNGO may also be considered)

Joint Project Coordinator: The Joint Project Coordinator has the authority to manage the project on a day-to-day basis on behalf of the PUNOs, within the constraints laid

down by the Board. The Joint Project Coordinator's prime responsibility is to ensure that the project produces the results specified in the project document and in the annual work plans, to the required standard of quality and within the specified constraints of time and cost.

A **Programme Advisory Group (PAG)** will be formed to give technical and contextual guidance and advice to the Project Board and Project Coordinator. The PAG will discuss and explore key contextual aspects related to the Samoan culture and way of life, including risks and innovative approaches to mitigate risks and to further build on structures and procedures already in place in the Samoan culture in relation to the activities in this project.

A **Joint Programme Working Group (JPWG)** that will include the UN Resident Coordinator and UNDP and UN Women agency senior staff in Samoa, and Suva-based technical advisors, will support the Joint Project Coordinator. The JPWG will meet quarterly and will be results driven, capturing and tracking results as they happen-including intermediate outcomes or results that demonstrate use of outputs.

Project Assurance: The UNDP MCO will provide project assurance through their Gender Advisor and the Monitoring and Evaluation Officer.

ATTACHMENT F: SAMOA PWSPD COUNTRY PLAN – PHASE I
MONITORING AND EVALUATION AND LEARNING FRAMEWORK

WHAT DO WE WANT TO KNOW? (Objective/Outcomes)	HOW WILL WE KNOW IT? (Performance Questions/Indicators/Output Indicators)	WHERE WILL THE INFORMATION COME FROM? (Data Sources*)	WHAT DO WE NEED TO KEEP CONSIDERING? (Checking assumptions and challenges/opportunities for change)
OBJECTIVE			
<p>Strengthened meaningful choices for women to fulfil their potential in contributing to Samoa's development</p> <p><i>Baseline:</i></p> <ul style="list-style-type: none"> Entrenched and multi-faceted nature of gender inequality in Samoa presents barriers for women, as individuals and groups, to contribute to national development. 	<p>Questions:</p> <ul style="list-style-type: none"> What is being learned about how change happens for women? Are traditional gender roles being challenged/transformed? 	<ul style="list-style-type: none"> Government/Country Plan reporting Annual Review Workshop with key stakeholders and Country Plan Dissemination Forum <p><i>Lead:</i> MWCSD <i>Partners:</i> Key stakeholders – see below</p>	<ul style="list-style-type: none"> Formal/informal political, social and cultural drivers of change are being addressed in the Samoan context Initial assumptions about what could be achieved are correct – if not what more can be done Community-based focus is strengthening linkages between Govt, NGOs and communities Women have not been harmed or their burden increased through Country Plan activities Key partners and change agents are the right groups and people to be working with – if not how partnerships can be expanded or changed
OUTCOMES			
<p>1. Increased women's economic empowerment</p> <p><i>Baseline:</i></p> <ul style="list-style-type: none"> Women's role in economic activity constrained by expectations about their domestic and social role Weak financial literacy 	<p><i>Question:</i></p> <ul style="list-style-type: none"> Has there been a change in awareness/perceptions of women's economic empowerment issues by key stakeholders? <p><i>Indicators:</i></p> <ul style="list-style-type: none"> Increase in services and opportunities provided for women in relation to livelihoods 	<ul style="list-style-type: none"> Case studies Community conversations Government/Country Plan reporting <p><i>Lead:</i> MWCSD <i>Partners:</i> MCIL, SUNGO, Samoa Small</p>	<ul style="list-style-type: none"> Different community groups are willing and able to be involved in training/workshops Appropriate resourcing for seed grants/micro-credit schemes for women and young female entrepreneurs

<ul style="list-style-type: none"> Limited opportunities/awareness for the majority of women to access formal loans Saving is difficult due to family, church and village obligations (<i>fa'alavelave</i>) 	<ul style="list-style-type: none"> % increase and quality of seed grants/micro-credit schemes supporting women entrepreneurs Increase in number of women participating in community level and national activities focused on entrepreneurship and livelihoods <p><i>Output indicator:</i></p> <ul style="list-style-type: none"> 80% of activities included in Annual Plan completed as planned 	<p>Business Enterprise Centre (SBEC), Women In Business Development Inc. (WIB), South Pacific Business Development Inc. (SPBD), DBS, SOC, SWCDO, Tagiilima Handicrafts,, SRC, ADRA, farmers association, SCC, SQA</p>	<ul style="list-style-type: none"> Appropriate incentives for private sector involvement in supporting economic activities for women
<p>2. Increased participation of women in public life and decision making</p> <p><i>Baseline:</i></p> <ul style="list-style-type: none"> Socio-cultural perceptions about women's role (<i>pae ma le auli</i>), attending to children and family wellbeing Urban women <i>matais</i> do not necessarily participate at village level Biblical interpretations reinforce gender inequality Low numbers of women on public and political bodies Women/girls under-represented in sports 	<p><i>Question:</i></p> <ul style="list-style-type: none"> Has there been a change in awareness/perceptions of women's participation issues by key stakeholders? <p><i>Indicator:</i></p> <ul style="list-style-type: none"> Increased number of women participating in public decision-making roles <p><i>Output indicator:</i></p> <ul style="list-style-type: none"> 80% of activities included in Annual Plan completed as planned 	<ul style="list-style-type: none"> Qualitative surveys Case studies Community conversations Government/Program reporting <p><i>Lead:</i> MWCSD</p> <p><i>Partners:</i> OCLA, OEC, SUNGO, National University of Samoa (NUS), Women in Leadership Advocacy Group (WINLA), UNDP, MESC, National Sports Organisations, PPSWEA, SYNC</p>	<ul style="list-style-type: none"> Different community groups are willing and able to be involved in training/workshops Appropriate number of women political candidates for 2016 election Initial assumptions about what could be achieved in gender and sport are correct – if not what more can be done
<p>3. Reduced incidence of gender based violence</p> <p><i>Baseline:</i></p> <ul style="list-style-type: none"> Reflection of modern family life and environment -influence of alcohol, drugs, aspirational pressures, etc. Inter-generational cycle of violence by both men and women in many cases Attitudes in accepting violence - pride and shame, fear of husband 	<p><i>Question:</i></p> <ul style="list-style-type: none"> Has there been a change in awareness/perceptions of gender-based violence issues by key stakeholders? <p><i>Indicator:</i></p> <ul style="list-style-type: none"> % change in reports of gender based violence <p><i>Output Indicators:</i></p> <ul style="list-style-type: none"> Number of annual community and national events which raise awareness of gender-based violence Numbers of participants at above events on annual basis Increase in number of references in Government policy 	<ul style="list-style-type: none"> Family Safety Survey (when complete) Qualitative surveys Community conversations Government/Program reporting <p><i>Lead:</i> MWCSD</p> <p><i>Partners:</i> Samoa Bureau of Statistics (SBS), SUNGO, Samoa Victim Support Group (SVSG), Fiaola Crisis Centre, Fa'ataua le O, Goshen Trust, Men Against Violence (MAV), SLRC, MOP, MJCA, SLRC,</p>	<ul style="list-style-type: none"> Different community groups are willing and able to be involved in training/workshops Adequate resources (capacity and financial) are available for programs related to GBV, including advocacy and awareness raising

<p>and family, security for children, loss of custody</p> <ul style="list-style-type: none"> • Acceptance of cultural/religious values that man is the head of the house • Pressure from family, church to keep families intact at all costs • Financial dependency on employed partners and family and/or earnings/savings in joint accounts, assets • Lack of support services, counselling programs, resources for legal assistance • Rates of domestic violence and sexual abuse particularly high in rural areas and low-income groups 	<p>documents about strategies to reduce gender based violence (GBV)</p> <ul style="list-style-type: none"> • Increase in number of prevention activities and support services for victims and perpetrators of GBV 	<p>SVSG, OAG, PSC, LC, MAVA, BTI civil society groups, Tiapapata Arts Gallery</p>	
<p>4. Capacity Development (MWCSO)</p> <p><i>Baseline:</i></p> <ul style="list-style-type: none"> • Capacity constraints at all levels: within Government for program delivery; across whole-of-government for gender mainstreaming in sector and development policy and planning; and with NGO delivery partners. 	<p><i>Question:</i></p> <ul style="list-style-type: none"> • Has there been a change in policies, planning and programming across Govt agencies for gender mainstreaming and budgeting? <p><i>Indicator:</i></p> <ul style="list-style-type: none"> • Self-reported increase in capacity in gender mainstreaming, gender program management and gender budgeting within MWCSO and other agencies involved in CDSSC and SCGD <p><i>Output indicator:</i></p> <ul style="list-style-type: none"> • All capacity-focused activities achieve high degree of satisfaction in evaluation surveys 	<ul style="list-style-type: none"> • Interviews with personnel from Govt agencies and other groups at national level • Government/Program reporting <p><i>Lead:</i> MWCSO <i>Partners:</i> SPC, USP, NUS</p>	<ul style="list-style-type: none"> • MWCSO and other key Govt staff are willing and able to be involved in capacity development programs
<p>5. Effective knowledge and learning</p> <p><i>Baseline:</i></p> <ul style="list-style-type: none"> • Limited: national data on women; analysis of leadership and decision-making, gender-based violence and community attitudes to women's advancement; and 	<p><i>Questions:</i></p> <ul style="list-style-type: none"> • Are research, communications and awareness raising products appropriately targeted and using a variety of formats (multi-media promotional material), to deliver key messages to increase stakeholders' knowledge of gender issues within Samoa, and progress under the Country Plan? <p><i>Indicator:</i></p> <ul style="list-style-type: none"> • Number of processes in place for information and learning to 	<ul style="list-style-type: none"> • Minutes of CDSSC and SCGD meetings • Program reporting <p><i>Lead:</i> MWCSO <i>Partners:</i> NUS, USP, CEDAW Partnership, SCGD</p>	<ul style="list-style-type: none"> • Different forms of research/analysis are informing ongoing learning needs and future planning • Efforts and knowledge are being shared and coordinated with delivery and development partners to help build a quality evidence base on gender equality in Samoa • Dissemination of knowledge and

identification and application of regional/international lessons learned.	<p>flow from communities to national, regional and international agencies and vice versa (e.g. case studies, CEDAW reporting, church research).</p> <p><i>Output Indicator</i></p> <ul style="list-style-type: none"> Level of stakeholder satisfaction with Community Sector Forum, Annual Country Plan Review Forum and Annual Public Dissemination Forum 		learning within Samoa and across the region is increasing uptake of improved gender equality approaches beyond the County Plan's target areas
6. Efficient Country Plan management/governance	<p><i>Questions:</i></p> <ul style="list-style-type: none"> Are Program resources (people, budget and time) adequate to achieve the intended Outcomes and meet accountability and reporting requirements? Is the data collection system effectively managing and providing information on: outputs and outcomes; and target population (disaggregated)? Are activities and partnerships aligned with national priorities and processes and harmonised with other donor programs? Do SCGD, CDSSC and Pacific Women Hub provide appropriate and timely advice on strategic and management issues and support collaboration and learning within Samoa and across the region? 	<ul style="list-style-type: none"> Consultations with Country Plan stakeholders – Annual Review Workshop Country Plan reporting Gender Hub reporting <p><i>Lead:</i> MWCSD <i>Partners:</i> MOF, SCGD, CDSSC, Pacific Women Hub</p>	<ul style="list-style-type: none"> The right management arrangements and capacity are in place to identify appropriate and expanded opportunities to impact on broader change in the medium to long term to help strengthen choices for women SCGD and CDSSC and Pacific Women Hub have the capacity (skills/time/resources) to provide effective and timely advice and support

ATTACHMENT G: RISK MANAGEMENT RISK

ATTACHMENT H: KEY GENDER DEFINITIONS

Empowerment: Refers to increasing the spiritual, political, social or economic strength of individuals and communities. Empowerment of women and girls concerns women and girls gaining power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality. The core of empowerment lies in the ability of a person to control his/her own destiny. This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), but they must also have the agency to use these rights, capabilities, resources and opportunities to make strategic choices and decisions (such as is provided through leadership opportunities and participation in political institutions). *Source: Gender Equality, UN Coherence and You (UNDP, UNFPA, UNICEF, UN Women)*

Gender Analysis: Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situation or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated, and that where possible, greater equality and justice in gender relations are promoted. *Source: Gender Equality, UN Coherence and You (UNDP, UNFPA, UNICEF, UN Women)*

Gender-Based Violence: Gender-based violence (GBV) is an umbrella term for any harmful act that is perpetrated against a person's will, and that is based on socially ascribed differences between females and males. The nature and extent of specific types of GBV vary across cultures and countries. Examples include sexual violence, including rape, sexual exploitation, abuse, forced prostitution and domestic violence; trafficking; forced or early marriage; harmful traditional practices such as female genital mutilation and honour killings; and widow inheritance. GBV is a serious and life-threatening human rights, protection and gender issue that place barriers on the enjoyment of rights and the attainment of gender equality.

Source:

https://docs.unocha.org/sites/dms/Documents/GenderToolkit1_2_GenderDefinitionsandMandates.pdf

Gender Equality: Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people centred development. *Source:*

<http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

Gender Mainstreaming: Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. *Source: ECOSOC agreed conclusions 1997/2*

Gender Norms: Gender norms are the accepted attributes and characteristics of male and female gendered identity at a particular point in time for a specific society or community. They are the standards and expectations to which gender identity generally conforms, within a range that defines a particular society, culture and community at that point in time. Gender norms are ideas about how men and women should be and act. Internalised early in life, gender norms can establish a life cycle of gender socialization and stereotyping. *Source: Gender Equality, UN Coherence and You (UNDP, UNFPA, UNICEF, UN Women)*

Gender Roles: are social and behavioural norms that, within a specific culture, are widely considered to be socially appropriate for individuals of a specific sex. These often determine the traditional responsibilities and tasks assigned to men, women, boys and girls. Gender specific roles are often conditioned by household structure, access to resources, specific impacts of the global economy, occurrence of conflict or disaster, and other locally relevant factors such as ecological conditions. *Source: Gender Equality, UN Coherence and You (UNDP, UNFPA, UNICEF, UN Women)*

Sex Disaggregated Data: Data that is cross-classified by sex, presenting information separately for men and women, boys and girls. When data is not disaggregated by sex, it is more difficult to identify real and potential inequalities. Sex disaggregated data is necessary for effective gender analysis. *Source: Gender Equality, UN Coherence and You (UNDP, UNFPA, UNICEF, UN Women)*