ANNEX II

of the COMMISSION DECISION on the Annual Action Programme 2017 part 2 in favour of the Pacific Region to be financed from the 11th European Development Fund

**Action Document for Tackling root causes of gender inequality and violence against women and girls in the Pacific**

<table>
<thead>
<tr>
<th>1. Title/basic act/CRIS number</th>
<th>“Tackling root causes of gender inequality and violence against women and girls in the Pacific”; (Pacific RIP –Priority 3.2) CRIS number: FED/2017/39204 Financed under the 11th European Development Fund (EDF)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Zone benefiting from the action/location</td>
<td>Pacific Region ACP countries The action shall be carried out at the following locations: The action is regional in scope but will include national level activities, at least in the following proposed Pacific Island countries: Fiji, Kiribati, Papua New Guinea, the Republic of Marshall Islands, Samoa, Solomon Islands, Timor-Leste, Tonga, Tuvalu and Vanuatu.</td>
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<tr>
<td>3. Programming document</td>
<td>Pacific Regional Indicative Programme for the period 2014-2020</td>
</tr>
<tr>
<td>4. Sector of concentration/thematic area</td>
<td>Gender equality and ending of violence against women and girls DEV. Aid: YES</td>
</tr>
<tr>
<td>5. Amounts concerned</td>
<td>Total estimated cost: EUR 18,153 million Total amount of the 11th EDF contribution EUR 13 million. This action is co-financed in joint co-financing1 by - the Department of Foreign Affairs and Trade of the Government of Australia (DFAT) for an amount of AUD 6.5 million2 - The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) for an amount of USD 750 0003</td>
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</tbody>
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1 The joint co-financing of DFAT and UN Women will be earmarked under the Key result area 2 of the action "A transformative approach is taken to promote gender equality and prevention of violence against women and girls at community level". Pending endorsement of an agreed Design Document, the potential contribution from DFAT is proposed to be up to AUD 6.5 million over 5 years. UN Women has pre-approved 150 000 USD per year for 5 years of implementation under this programme.

2 AUD 6.5 million corresponds to approximately EUR 4 464 592.34 (inforEuro exchange rate of May 2017 1 AUD = 0.68686 EUR)

3 USD 750 000 corresponds to approximately EUR 688 515.56 EUR (inforEuro exchange rate of May 2017)
### 6. Aid modality(ies) and implementation modality(ies)

<table>
<thead>
<tr>
<th>Project Modality</th>
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</thead>
<tbody>
<tr>
<td>Indirect management through a Pagoda co-delegation agreement entrusting UN Women (as the lead Organisation) with the Pacific Community (SPC) and Pacific Islands Forum Secretariat (PIFS) as co-delegates.</td>
</tr>
</tbody>
</table>

### 7 a) DAC code(s)

15170 (Women’s equality organisations and institutions) 15180 (Ending violence against women and girls)

### 7 b) Main Delivery Channel

Proposed:
The Pacific Community (SPC)
Pacific Islands Forum Secretariat
United Nations Agency

### 8. Markers (from CRIS DAC form)

#### General policy objective

<table>
<thead>
<tr>
<th>Participation development/good governance</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aid to environment</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gender equality (including Women In Development)</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Trade Development</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reproductive, Maternal, New born and child health</td>
<td>X</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### RIO Convention markers

<table>
<thead>
<tr>
<th>Biological diversity</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Combat desertification</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Climate change mitigation</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Climate change adaptation</td>
<td>X</td>
<td></td>
<td></td>
</tr>
</tbody>
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### 9. Global Public Goods and Challenges (GPGC) thematic flagships

N/A

### 10. SDGs

SDG 5 (Gender equality); SDG 4 (Education); SDG 10 (Reduced inequalities)

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**SUMMARY**

This action addresses the priority 3.2 of the Regional Indicative Programme for the Pacific Region "Promote and Protect Human Rights for All and Progress in Gender Equality and Civil Society Engagement in Governance Practices".

The overall objective of this action is to promote gender equality and prevent violence against women and girls. The specific objective is to enhance awareness and practice of respectful relationships and gender equality among women, men, girls and boys and increase access to essential services for survivors of violence against women and girls (VAWG).

1 USD = 0.91802 EUR)
Expected results of the programme are as follows: 1) Enhanced formal and informal education on gender equality and prevention of violence against women and girls. 2) A transformative approach is taken to promote gender equality and prevention of violence against women and girls at community level. 3) Civil Society Organisations’ capacity to advocate, monitor and report on performance of national and regional institutions and authorities in terms of gender equality and prevention of violence against women and girls is enhanced.

The Action aligns with the People and Peace priorities of the New European Consensus on Development “Our World, Our Dignity, Our Future” and supports the achievement of the EU Gender Action Plan II. It also relates to Sustainable Development Goal -SDG 5 (Gender equality); SDG 4 (Education) and SDG 10 (Reduced inequalities). The action will contribute to the Global Strategy by working towards shared prosperity by fulfilling the SDGs worldwide and by nurturing societal resilience. This intervention also supports the Pacific Regional Strategy, Priority 1 – Good governance, human rights and gender.

It is proposed that the programme be implemented in close partnership with UN Women, the Pacific Community (SPC) and the Pacific Islands Forum Secretariat (PIFS). This would be administered through a Pagoda Co-Delegation Agreement. The programme will be overseen by a Programme Steering Committee co-chaired by PIFS and the EU Delegation.

1 CONTEXT
1.1 Sector/ Regional context/Thematic area

Pacific Leaders have acknowledged that gender inequality is imposing a high personal, social and economic cost on the region. Nations that improve gender equality will make a significant contribution to creating a prosperous, stable and secure Pacific for all current and future generations. As such, leaders have expressed their commitment to implementing specific national policy actions to progress gender responsive equality in the areas of gender responsive government programmes and policies, decision making, economic empowerment, ending Violence Against Women and Girls (VAWG), together with health and education.

Despite policy strategies, legal frameworks and initiatives undertaken by countries across the Pacific and the development cooperation efforts of many donors for several decades, there has been limited progress towards gender equality. Several Pacific African, Caribbean and Pacific (ACP) Countries face challenges with respect to promoting women voices, influence and empowerment. Even where progress has been observed, it has not been consistent. For example, while access to primary education has improved, girls often continue to be discriminated against in terms of access to secondary education.

VAWG is a central barrier to gender equality and a cause of widespread violation of human rights across the Pacific. Much work has been done to understand the nature, extent and consequences of VAWG in the region, as evidenced by the Family Health and Safety Studies (FHSS) conducted by UNFPA across 11 Pacific countries. These studies show high rates of violence against women, e.g. 68 % of women in Kiribati, and 64 % of women in Fiji and Solomon Islands experience physical or sexual violence by an intimate partner over their lives.

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4 The document was signed on 7 June 2017: http://europa.eu/rapid/press-release_IP-17-1503_en.htm
lifetime. In Timor-Leste, a 2016 Asia Foundation prevalence study found that 59% of women experienced physical or sexual violence by an intimate partner over their lifetime. In Solomon Islands, 37% of women report that they have been sexually abused before age 15. The most common perpetrators were: boyfriend (36%), stranger (24%), family member (20%) and male friend of family (16%). Many incidents of sexual violence involve young girls and children living with extended families, who are particularly vulnerable to sexual abuse e.g. children from outer islands sent to live in urban centres to complete secondary education.

Transforming the harmful social norms that drive violence against girls and women and ensuring access to quality essential services for victims is crucial to reducing violence and achieving gender equality in the long-term. The proposed action aims to promote gender equality and support preventing violence against women and girls. Development partners’ experience in building regional capacity on primary prevention of VAWG has demonstrated that there is significant potential to move forward on a rigorous, regional approach to primary prevention that will significantly change the playing field for women and girls in the Pacific. Amongst others, the Pacific Regional Consultation on Prevention of Violence Against Women with Civil Society Organizations including specific women organizations were consulted and convened in September 2016, demonstrated significant motivation within both government and civil society including specific women organizations for investing in programmes and policies that advance primary prevention and social norm change at the community level.

1.1.1 Public Policy Assessment and EU Policy Framework

The proposed action builds on a combination of EU and Pacific regional policy frameworks. The overarching policy framework for a rights-based and inclusive future for the region is the Framework for Pacific Regionalism, adopted by Pacific leaders in 2014. This framework promotes core values of good governance, the full observance of democratic values, the rule of law, the defence and promotion of all human rights, gender equality, commitment to just societies, full inclusivity, equity and equality for all people.

The Pacific islands region has made commitments to end VAWG in several global, regional and national instruments including in the Pacific Platform for Action on the Advancement of Women and Gender Equality – 1994 (PPA), the revised PPA -2004, the Cairns Communiqué 2009 and the 2012 Pacific Leaders Gender Equality Declaration (PLGED). The central element in terms of regional policy is the PLGED, adopted in 2012 and reaffirmed in 2015. This strategic policy framework underpins the draft Pacific Platform for Action on Gender Equality and Women's Human Rights (PPA) 2017-2027. The latter echoes the EU Gender Action Plan 2016-2020 (GAP II) that aims to place gender equality and the empowerment of girls and women at the heart of the EU’s external actions.

8 Annex 1 to the 43rd Pacific Islands Forum Communiqué, 28-30 August 2012, <http://www.forumsec.org/resources/uploads/attachments/documents/2012%20Forum%20Communique,%20Rarotonga,%20Cook%20Island%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20Regional%20%20R
Under the GAP II, the EU Delegation for the Pacific (covering 13 countries and 4 Overseas Countries and territories-OCTS\(^9\)) has decided to focus its interventions at the regional level around thematic priorities and objectives. The proposed specific objectives of this Action document are clearly aligned with the Pacific GAP II priorities. Indeed, the thematic priority: 'Physical and Psychological Integrity'; Objective 7: 'Girls and Women are free from all forms of violence against them (VAWG), both in the public and in the private sphere' resonates with the expected results of the action in that it aims to contribute to tackling root causes of EVAWG from a range of angles, including through formal and informal education, community prevention programming, holistic essential services provision and monitoring of public gender mainstreaming policy implementation.

Although the GAP II for Timor-Leste has not been finalised yet, the EU Gender Analysis confirmed that priority actions should include a focus on 'Physical and Psychological Integrity'.

Moreover, the GAP II of the EU Delegation in Papua New Guinea also includes the Objective 7: 'Girls and Women are free from all forms of violence against them (VAWG), both in the public and in the private sphere' making the specific objectives and expected results of this Action relevant for this country.

The Action fits under People and Peace priorities of the New European Consensus on Development "Our World, Our Dignity, Our Future" and the EU Global Strategy for Foreign and Security Policy\(^{10}\). It is also aligned with the Joint Communication to the European Parliament and the council on "A renewed partnership with the countries of Africa, the Caribbean and the Pacific", where one of the specific objectives for the Pacific is to promote the effective protection of human rights, with a focus on fighting gender-based violence and the promotion of children’s rights, through advocacy and education interventions.

This programme is also relevant for the Agenda 2030. In this respect, this action will be fully taken into account when conducting the Mid-Term review of the RIP. It contributes primarily to the progressive achievement of SDG Goals 5.2 "Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation" but also promotes progress towards Goal 10, notably 10.2 “By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status”; 10.3 “Ensure equal opportunity and reduce inequalities of outcome, including eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard” and Goal 4.7 “Ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture’s contribution to sustainable development”. This does not imply a specific commitment in the context of the SDGs by the countries benefiting from this programme.

\(^{9}\) Cook Islands, Fiji, Kiribati, Marshall Islands, Federated States of Micronesia, Nauru, Niue, Palau, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu, as well as French Polynesia, New Caledonia, Wallis and Futuna, and Pitcairn.

1.1.2 Stakeholder analysis

This action will involve a wide range of stakeholders. Regional stakeholders will include the SPC and PIFS. For the last 70 years, SPC has been the principal regional scientific and technical organisation in the Pacific. Its vision is for a region of peace, harmony, security, social inclusion and prosperity so that all Pacific people can lead free, healthy and productive lives. SPC provides technical assistance to Pacific Island governments which is guided by both technical expertise and a deep understanding of Pacific Island contexts and cultures. PIFS is the coordinating body for regional leadership and is organising and preparing input for regional leadership conferences and events. Through these bodies, regional representatives of Pacific ACP governments and administrations will be targeted. UN Women also plays a regional role, given that it runs a multi-country office for the Pacific and will be liaising between local, national and regional players.

To achieve concrete results, the action will support national and local level activities in specific Pacific ACP Countries. These will include Fiji, Kiribati, Papua New Guinea, Republic of the Marshall Islands, Samoa, Solomon Islands, Timor Leste, Tonga, Tuvalu and Vanuatu. These countries have been selected because they have either already embarked on initiatives in line with the corresponding result area or they have expressed interest in receiving assistance from regional organisations in areas addressed by the proposed action. In addition, these are countries where the proposed implementing partners have established relationships and, in some cases, on site staff. These countries cover the three sub-regions of the Pacific – Melanesia, Micronesia and Polynesia. All have high levels of VAWG\(^{11}\). They also include some the through countries with the largest populations of the region, Fiji, Papua New Guinea and Timor Leste, thus achieving greater coverage of the Pacific region’s population. In each country and depending on the activities to be carried out there, likely stakeholders will include:

- Ministries of education, teacher training institutes, school management, teachers and extra-curricular activity groups;
- Ministries or departments dealing with women’s affairs, local government officials in pilot areas, women’s organisations, and any local community leaders within the pilot areas;
- Youth groups and youth networks, such as the Pacific Youth Council, National Youth Councils or the Pacific Young Women’s Leadership Alliance, as well as young people aged 15-25 in the pilot areas, including vulnerable and marginalised youth;
- The full range of service providers for survivors of VAWG, including local and national health, justice, police, social services authorities;
- Community leaders, including sports group and faith-based group leaders, as well as elders, tribal leaders and local authorities;
- Civil society organisations (CSOs) across the Pacific that play a role in advocating and holding governments to account for improvements in gender mainstreaming, combating VAWG and promoting gender equality.

\(^{11}\) See table page 7.
As mentioned above, each of the implementing partners has strong, long-standing partnerships with the national and local stakeholders whose collaboration will be necessary to implement the action. They also have a good understanding of partner organisations’ and institutions’ management capacity and subject matter capabilities. As co-delegates of the action, the implementing partners will be responsible for determining which specific local partner organisations or institutions are best placed or have the clearest mandate to undertake the activities that need to be carried out.

The beneficiaries of the action are the people in the Pacific region, especially women and girls, but also vulnerable groups such as disabled youth and women, youth not in formal education, employment or training, and persons with diverse gender identities. Improvements in gender equality and reduction of VAWG benefits society as a whole, since it contributes to empowering women, which has been shown to benefit economies in general.

1.1.3 Priority areas for support/problem analysis

Although there is a shortage of data for a number of Pacific Island countries and despite some progress, notably in terms of access to education, the ACP Women, Actors of Development\textsuperscript{12} report shows that there is still a lot of room for improvement in terms of gender equality in the region.

Women in the Pacific suffer from some of the highest levels of VAWG in the world and are adversely affected by inequality of economic opportunities, insecurity of land rights, low levels of representation and inconsistent access to services. The girl child is also subject to gender discrimination in terms of access to education, especially secondary education, and in some countries, vulnerable to arranged marriages. Many Pacific countries face particular challenges with respect to promoting women’s voice, influence and empowerment; the percentage of women in Pacific Parliaments is less than 10 %\textsuperscript{13} with the exception of Timor-Leste.

The prevalence of violence against women in the Pacific is among the highest in the world. Data indicate that up to 68 % of adult women have experienced physical violence during their lifetime, often at the hands of an intimate partner\textsuperscript{14}.

High rates of intimate partner violence against women have been recorded in Kiribati, the Solomon Islands and Papua New Guinea. Intimate partner violence is equally high in Timor-Leste, with 59 % of women reporting abuse from an intimate partner in their lifetime\textsuperscript{15}. Young women with disabilities are often more vulnerable to physical and sexual abuse. The seriousness of the issue has led to calls for example in the case of Fiji that “the vulnerability of women and girls with disabilities [be] addressed in the new constitution”\textsuperscript{16}.

As evidenced in the UNICEF/UNFPA report there is also a strong link between children’s exposure to violence and intimate partner violence, supporting the notion of a cyclical pattern

\textsuperscript{12} ACP Secretariat, \textit{ACP Women, Actors of Development}, 2014 <http://www.acp.int/content/acp-women-actors-development-femmes-acp-acteurs-de-developpement>

\textsuperscript{13} Pacific Women in Politics, \textit{National Women MPs}, http://www.pacwip.org/women-mps/national-women-mps/

\textsuperscript{14} Tony Crook, Sue Farran & Emilie Röell, \textit{Understanding Gender Inequality Actions in the Pacific – Ethnographic Case-studies and Policy Options}, DEVCO ADM-MULTI/2014/353-796 - University of St Andrews, pg. 193.


of violence where the perpetrator of violence could also be a survivor of violence\textsuperscript{17}. Children who experience violence and/or witness their parent’s violence towards one another, learn that the use of violence is appropriate in personal settings and imitate these early childhood lessons in adult relationships, thus perpetuating the problem. Meanwhile, girls under 15 subjected to sexual assault are more likely to suffer physical and/or sexual abuse by their partner in later life\textsuperscript{18}.

This situation is to be appreciated against a background of policy strategies, legal frameworks and initiatives undertaken by several countries across the Pacific, together with the development cooperation efforts of many donors, over several decades. And yet, limited progress towards gender equality has been achieved.

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{Percentage_Women_Reporting_Violence}
\caption{Percentage Women Reporting Violence by Intimate Partner}
\end{figure}

\begin{footnotesize}
\begin{itemize}
\item [†] Source: Harmful Connections: Examining the relationship between violence against women and violence against children in the South Pacific, 2015.
\item [‡] Source: AusAid ODE, Violence Against Women in Melanesia and East Timor, 2008
\item [**] Source: Alfredo & Barduagni, EU Delegation to Timor-Leste, Timor-Leste Gender Analysis, 2016
\end{itemize}
\end{footnotesize}

Pacific leaders have committed to promoting gender equality and EVAWG, notably in the Pacific Leaders Gender Equality Declaration. The issue is part of regional dialogue through the Pacific Islands Forum Meeting organised every year, bilateral policy dialogues between the EU and some Pacific countries once every 1-2 years (once a year with Fiji, PNG and Timor Leste; once every two years with Solomon Islands and Vanuatu)\textsuperscript{19} and through the Triennial Conference of Pacific Women. In addition, the Pacific Women’s Network against Violence against Women (PWNAVAW)\textsuperscript{20} convenes its network members every 2-4 years.

\begin{footnotesize}
\textsuperscript{17} UNICEF/UNFPA, Harmful Connections: Examining the relationship between violence against women and violence against children in the South Pacific, 2015 \(\llhttps://www.unicef.org/pacificislands/Harmful_Connections(1).pdf\)
\textsuperscript{18} Ibid.
\textsuperscript{19} Tony Crook, Sue Farran & Emilie Röell, Understanding Gender Inequality Actions in the Pacific – Ethnographic Case-studies and Policy Options, DEVCO ADM-MULTI/2014/353-796 - University of St Andrews, pg. 193.
\textsuperscript{20} PWNAVAW is the Pacific region's longest-running regional network of activists and organisations working to eliminate violence against women. The network is administered by the Fiji Women's Crisis Centre (FWCC), which was a founding member at the first meeting held in
Additionally, implementing legislative reform to increase women’s protection against violence has been a major priority for many the national governments in the Pacific. Eleven Pacific Island States have now enacted family violence or domestic violence legislation to provide better support for survivors of violence including access to justice and formal protection. These countries include Federated States of Micronesia (Kosrae), Fiji, Kiribati, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. In Timor Leste, a law Against Domestic Violence was promulgated in 2010.

In addition, to counteract VAWG, a number of legal frameworks, policy strategies, and initiatives have been undertaken by several countries across the Pacific, together with the development cooperation efforts of donors. An overview of some of these national level activities is provided in Annex A.

Despite the implementation of these legal frameworks, policy strategies and initiatives, limited progress towards gender equality and ending VAWG has been achieved to date. The European Union commissioned an ethnographic research project, which was completed in October 2016, into a range of gender inequality issues in the Pacific - discrimination, violence, exploitation, representation - with particular focus on gender based violence and women’s presence in political and economic contexts. It aims to increase understanding of the social actions involved in gender inequality in the Pacific, and of the cultural context in which action for change is located. In doing so, this report contributes to a better contextual understanding of why achieving gender equality in the region appears to be so challenging.

The report argues that the Euro-American understanding of gender differs from the Pacific understanding in that it fails to integrate how social relations shape multiple layers of identity according to social roles in the community, the family, the kin group, etc. Among the findings of the report, the main line of argument is that many subtleties are overlooked in mainstream analysis and programming in the Pacific. Further attention needs to be paid to national differences between Pacific ACP Countries, to the interplay between law and custom, the role of the Church and the importance of using nuanced participatory approaches that draw on the aspects of Pacific culture that support equality and respect.

In this respect, the central importance of youth is evident in the Pacific, on the basis that you can bend young coconut trees, but not old ones. Data from the SPC available for 13 out of the 15 Pacific ACP states shows that the age group 15 to 24 years represents on average 18.1 % of the population and the age group 0 to 24 represents on average 51 % of the population of countries in the region. In addition, it is well documented that it is during childhood and early adulthood, that notions of respect, equality, dignity and diversity are shaped. It is therefore important to work with children and youth on the entrenchment of human rights, especially when it comes to the equal enjoyment of rights, regardless of sex or gender identity.

1992 with women from 15 Pacific countries and territories. The PWNAVAW brings together practitioners, government agencies and their representatives and organisations responding to violence against women and children.


22 Tony Crook, Sue Farran & Emilie Röell, Understanding Gender Inequality Actions in the Pacific – Ethnographic Case-studies and Policy Options, DEVCO ADM-MULTI/2014/353-796 - University of St Andrews

23 The definition of “youth” varies across the world and across the Pacific. While this document uses the EU definition that considers youth to mean people between the ages of 15 and 29 years, it is argued that the programme should leave room for being flexible and taking into account relevant country definitions so as not to limit opportunities for productive relationships and developments.

24 No data for Kiribati or Timor-Leste
Furthermore, the UNICEF/UNFPA report, *Harmful Connections*, demonstrates the strong correlation between violence perpetrated against children and violence perpetrated against adult women particularly in the home. Violence against women and children is regarded as symptomatic of wider gender inequality in society and laws and policies need to be reviewed, changed and implemented in order to address this inequality. It stresses the need for both prevention and response to violence against women and violence against children. Preventing violence from taking place in the first place can break the cycle of discrimination and negative social norms that perpetuate human rights violations. This requires solid policy and legislative reform, as well as community outreach and awareness raising initiatives, all of which must include different sectors of society such as health and education professionals, legal professionals, mass media, parents and children and other organs of civil society.

The combined analysis of the reports referred to above points to the strong need for better policy and implementation of legislation, combined with grass roots prevention strategies and comprehensive service provision. The importance of working with children and youth is clearly demonstrated, both in terms of their proportion of the population and the cyclical nature of VAWG linked to childhood experiences. The need to work across a range of sectors and adopt holistic approaches is often repeated. The action therefore seeks to contribute to addressing root causes of gender inequality and VAWG through interrelated approaches, which at the same time define EU's priority areas for support under this action:

- Prevention for children and youth through formal and informal education;
- Community prevention, including through sports and faith-based organisations, combined with an improved access to quality services (health, social services, police and justice) for the victims;
- Policy advocacy, dialogue and monitoring.

2 **RISKS AND ASSUMPTIONS**

<table>
<thead>
<tr>
<th>Risks</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>School teachers and other staff are resistant and/or experience difficulties in promoting gender equality and girls’ rights and discussing issues related to gender based violence and for those issues to be part of the education curriculum</td>
<td>M</td>
<td>The Governments of Kiribati, Tuvalu and the Republic of the Marshall Islands have requested technical support from SPC to roll out a gender and human rights curriculum in primary schools starting 2017/18. Additionally, the Government of Tuvalu has indicated its commitment to the inclusion of human rights and gender into formal school education through its Human Rights National Action Plan 2016-2020. The Ministry of Education of</td>
</tr>
</tbody>
</table>

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25 UNICEF 2015, *Op cit*  
26 Plan developed with technical assistance from SPC.
| RMI has requested technical support from SPC to identify measures and develop policy to promote gender equality across its ministry. |

| Faith based and community based organisations are unwilling to fully embrace internationally recognised human rights, as they relate to gender roles, gender equality and women’s human rights, including sexual and reproductive health rights. |

| Several human rights organisations in the region are already working with faith-based organisations on ensuring that their messages align with international human rights and have identified champions for disseminating these. The Pacific Council of Churches has begun to take steps in addressing gender equality and the Fiji Council of churches recently developed a public campaign featuring leaders of major religions in Fiji speaking out against VAWG. These are significant steps forward and present a key opportunity to work with these institutions in a more sustained and focused way. In addition, other programmes, especially a range of access to justice programmes are supporting the domestic roll out of human rights as recognised in international conventions. |

| Gender equality and human rights and their individual application is seen as in conflict with the local values and culture of the collective |

| Regional experts consulted were clear that this would not be a problem. In addition, as per lessons learnt (see below), the programme will work through existing community structures and organisations, as well as respected institutions such as the Church and other faith-based organisations. This is also being promoted through the development of the Regional Primary Prevention of Violence against Women Framework UN Women is leading on in 2017. The Pacific Plan of Action for Strengthening Regional Cooperation and Integration (the ‘Pacific Plan’ 2005 - 2015), adopted by Pacific Islands Forum (PIF) Leaders provided a regional mandate and explicit language for promoting and respecting human rights. The Framework for Pacific Regionalism, which replaced the Pacific Plan (2005 – 2015), identifies the defense and promotion of human rights.
Sustainability of the action at risk if the results are not carried on by the beneficiaries

| M | The action should strengthen the policy framework and institutions through its multipronged approach. Accountability will be ensured through the civil society capacity development for monitoring and advocating with policy makers. An exit strategy is expected to be included in the detailed project description for each result area. |

**Assumptions**

- Teachers and community group leaders, including young women, are willing to engage in a dialogue with their community on addressing custom and beliefs that are harmful for women and girls;
- Communities are open to and supportive of women’s, especially young women’s increased awareness of their rights, agency, voice and choice in civic and community life;
- Service providers are receptive to support on achieving best practice and willing to work in coordination with other relevant organisations;
- Regional and national leaders and administrations are committed to act on the advice and demands put forward by civil society groups.

### 3 Lessons learnt, complementarity and cross-cutting issues

#### 3.1 Lessons learnt

The EU assistance in the area of governance in general and gender equality in particular at regional level is fairly new. There is therefore little evidence available from evaluations of past EU regional actions. Nonetheless, the recent study commissioned by the EU is a very rich source of information on which the proposed action can draw numerous lessons. Amongst others, the study noted that:

- It is important not to overlook the role of religious institutions and how they are intertwined with local custom and social organisation;
- There are a range of existing Pacific cultural values that resonate strongly with human rights;
- It is important to work with existing community structures when addressing issues around violence prevention and gender equality;
- There are real opportunities for developing gender equality education across the region so that children and young people across the region can learn about gender equality but also play a part in shaping policy for gender equality;
- Programmes in schools would also give girls the opportunity to develop confidence to speak and express their views in societies where this is often difficult.
The proposed programme integrates partnership with faith-based organisations and existing community structures, as well as the use of educational modules to shape young people’s values around rights and equality. It also proposes to use “Pacific style advocacy” techniques that rely on existing Pacific cultural values and language to achieve gender equality outcomes.

In addition, with regard to the actions of community prevention and informal education to reduce violence, lessons related to not working only with one target group and taking a “multi-component” approach will be applied. It will also be important to properly evaluate the impact of these actions, not just on the intended beneficiaries, but on all the target groups and on the communities as a whole.

Finally, the action will ensure that it takes a multi-sectoral approach so that national authorities, policy makers, civil society organisations and community based organisations, as well as technical specialists, care providers, justice and law enforcement authorities, and the private sector all work together. The link to regional actors and forums will be made through result 3 and the involvement of civil society organisations. Regional knowledge sharing events to capitalise on learning from the action’s pilot area programmes will also be held as part of the action.

3.2 Complementarity, synergy and donor coordination

The National Indicative Programmes (NIPs) of the Pacific countries where the activities are proposed do not foresee support in the area of gender equality per se, even though in many cases it is seen as an important cross cutting issue.

However, the 10th and the 11th EDF NIP for Solomon Islands include actions in the area of governance that include activities related to women leadership. The 11th EDF NIP for Fiji includes the Access to Justice Project that will support access to justice for vulnerable groups, including women. In addition, the recently adopted Civil Society Component of the 11th EDF Programme for Samoa includes an allocation for support to activities aimed at addressing gender violence.

Under the thematic budget lines, a number of projects with complementary objectives are being funded both in some of the target countries and at the regional level under thematic budget lines, in particular the European Instrument for Democracy and Human Rights EIDHR and the CSO-LA budget line.

For example:

- At the regional level, the recently completed project “Assistance towards increasing the rate of Pacific Islands' ratification and implementation of international human rights treaties”;
- For Fiji, the project, "Collective Community Ownership of Health and Social Issues" with a focus on community training, education and screening information on non-communicable deceases, reproductive health, gender based violence, and child protection.
- Financing for Timor-Leste’s Ombudsman for Human Rights and Justice (with a focus on gender equality and EVAWG), coupled with activities to increase human rights awareness.

through popular television, currently ongoing; “Towards a strengthened civil society for a better protection of children and women victims of violence” and the multi-country “Preventing and addressing violence against women and girls in Albania, Mexico and Timor-Leste” both recently completed;

- The “HOPE Project – A H (house) for Protection and Empowerment” to reduce the widespread violent abuse of children and women's rights in Papua New Guinea by empowering survivors and human rights defenders; as well as two other smaller projects to address VAWG in Papua New Guinea.

Others projects financed by the EU relate to women’s political representation, women and the justice system, or support to enacting legislation on women’s rights, none of which are likely to overlap with the present action.

With regard to the EU funded projects above, the EUD to the Pacific will ensure that there is no overlap with the proposed action, by liaising closely with the EUDs in Timor-Leste and in Papua New Guinea, thus ensuring that the action implementing partners have all the information they require. Where the regional Technical Cooperation and Capacity Building Facility (TECCBUF) is concerned, the NSA component will strengthen the role of NSA's including women's organizations on regional policy dialogue.

As the single largest donor in the Pacific, in particular when it comes to gender equality and EVAWG, the Australian Government is supporting a 10-year (2012-2022) programme, worth about EUR 230 million in this sector – “Pacific Women Shaping Pacific Development” (‘Pacific Women’). This flagship initiative aims to improve the political, economic and social opportunities of women in 14 Pacific Island countries. Its objectives are to:

1. Increase the effective representation of women, and women’s interests, through leadership at all levels of decision-making;
2. Expand women’s economic opportunities to earn an income and accumulate economic assets;
3. Reduce violence against women and increase access to support services to achieve justice for survivors of violence;
4. Enable women to have a stronger sense of their own agency, supported by a changing legal and social environment and through increased access to the services they need.

A list of the initiatives financed by the EU in the area of gender equality, as well as those financed by the Australian government is attached in annex B.

It is proposed that this action is co-financed by Australian's "Pacific Women" Programme. This will allow ensuring the consistency and complementarity with the other initiatives financed by the Australian government.

In addition, both in fulfilling is role of regional authorising officer and as an implementing partner of the action, PIFS will also be important in ensuring the cohesive and coordinated nature of the programme.

UNICEF is also implementing a child protection programme addressing the legislative and judicial aspects, the provision of adequate serviced and the support of families and communities establishing home and community environments for children that are free from violence, abuse and exploitation. The EU Delegation in Suva has coordinated with the regional office of UNICEF during formulation, in order to avoid overlaps. In addition, the fact
that the work with communities under the proposed action will be implemented by UN Women agency will help ensuring complementarity with UNICEF work.

Finally, the work of PIFS under the proposed action document, focusing on the gender work of NSA will be complemented by the support on generic capacity building for these organisations that will be financed under the TCF of the Regional Indicative Programme.

### 3.3 Cross-cutting issues

Promoting human rights and gender equality, including combating violence against girls and women, are at the heart of the programme, and are therefore much more than just cross-cutting issues. They will be integral aspects of each result area and will be reflected in the activities proposed to achieve them. In particular, the first result on formal and informal education has a direct bearing on promoting human rights since it integrates the concept in educational curricula. Through the rights-based approach, the second result will not just promote awareness of gender equality, but also help ensure that survivors of violence have access to the services that they have a right to. The third result aims to achieve accountability for human rights and gender equality commitments and advance gender equality in policy dialogue, as well as implementation. As a whole, the programme’s central aim is therefore to advance gender equality and human rights.

The important activities that aim to hold policy makers and leaders to account will also help promote good governance, both among CSOs, which will gain improved capacity, and among Pacific ACP country administrations. Good governance will also be promoted through improved capacity and frameworks through enhanced formal education institutions on gender equality and through the agreement on and rolling out of integrated services for survivors, as this will rely on mutual cooperation and accountability.

As far as the environment is concerned, climate change and environmental conservation is high on the agenda in the Pacific region and is an issue that many women’s organisations are taking very seriously. There is a strong connection between climate change and gender and human rights. SPC has created a specific toolkit on how to incorporate gender equality in climate change and energy work, ensuring that the differential impact of climate change on men and women is taken into account. Nevertheless, environmental issues are unlikely to impact directly on the action.

Other cross-cutting issues might include peace building and the involvement of women in conflict resolution. Although this is not relevant to all countries in the Pacific, some Pacific ACP countries do face certain levels of active conflict and the promotion of Human Rights and Gender inclusiveness is often a part of strategies to ensure that all relevant stakeholders play an active role in resolving conflict situations.

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28 See SPC, *New toolkits help incorporate gender equality into climate change and energy projects*, Oct 2013

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for Agenda 2030. It contributes primarily to the progressive achievement of SDG Goal 5, but also promotes progress towards Goal(s) 4 (target 7) and 10 (targets 2 and 3). This does not imply a commitment by the countries benefiting from this programme.

The overall objective of this action is to promote gender equality and prevent violence against women and girls.

The specific objective is to enhance awareness and practice of respectful relationships and gender equality among women, men, girls and boys and increase access to essential services for survivors of violence against women and girls (VAWG).

Expected results:

1. Enhanced formal and informal education on gender equality and prevention of violence against women and girls.

   The action will contribute towards shaping children and youth’s notions of gender equality and VAWG to enhance their awareness and practice of respectful relationships and gender equality concepts. Activities will target boys and girls in primary schools through formal education. It will also target young women and young men aged 15 to 25 through informal education, mostly based on a peer to peer approach.

2. A transformative approach is taken to promote gender equality and prevention of violence against women and girls at community level.

   The action will seek to change harmful social norms at the community and individual level, leading to reduced rates of physical and sexual violence. To this end, the EU and Australia will co-finance a comprehensive UN Women Ending Violence Against Women (EVAW) programme designed to address VAWG in a holistic way. This transformative approach will establish primary prevention programmes through a range of community actors, including faith-based and sports organisations, and support access to quality essential services (health, social services police and justice) for survivors of VAWG.

3. Civil Society Organisations’ capacity to advocate, monitor and report on performance of national and regional institutions and authorities in terms of gender equality and prevention of violence against women and girls is enhanced.

   The action will support civil society by enhancing its capacity to track gender equality and EVAWG policy implementation and resources and act on their findings to advocate for improvements. Tools will be designed to help CSOs participate in policy dialogue on gender equality and VAWG more effectively, ultimately leading to stronger capacity among CSOs and policy makers in the region to mainstream gender across a wide range of sectors. The action will also seek to identify and support Pacific leaders to “champion” gender equality and EVAWG in the region.

   To ensure their impact and concrete benefits for the people of the Pacific, the activities funded under this action will be mostly implemented at the national level.
In addition, the outcomes of each result area and relevant lessons learned of the action will be shared through regional seminars, workshops and conferences to allow for replication and dissemination of lessons learned at the regional level.

4.2 Main activities
The achievement of the results outlined above will entail the implementation of a set of complementary activities, which, combined, are expected to contribute to tackling some of the root causes of gender inequality and VAWG in the Pacific. Each key result is to be overseen by one implementing partner.

Result 1: Enhanced formal and informal education on gender equality and prevention of violence against women and girls
The corresponding activities will consist in, inter alia:

a) Develop a rights-based gender equality and EVAWG curriculum for primary schools and integrate it in the formal education system in pilot schools in each target country;

b) Train teachers and produce support materials on gender equality and EVAWG to lead school children in carrying out child-led awareness and outreach in their immediate school community;

c) Develop tools and guidelines for ministries to continue embedding gender mainstreaming in formal education and support ministries in implementing concrete gender mainstreaming measures, such as making schools safe and respectful for women and girls;

d) Support exchanges between Pacific ACP Country Ministries of Education to share knowledge, experience and successful approaches to tackling gender inequality and VAWG in the formal education system;

e) Design an informal education curriculum for rights-based gender equality and EVAWG awareness and response for young people, based on peer-to-peer education techniques;

f) Train young women and young men to become trainers of their peers, including by providing annual refresher training and mentoring;

g) Implement these peer-to-peer informal training activities, including specifically targeting youth that cannot be reached by formal education, in particular rural youth and early school leavers;

h) Design and disseminate awareness tools tailored to the needs of the target population, including through mass and social media;

i) Disseminate national results at the regional level for both formal and informal education activities.

The activities under this result area will be implemented by SPC.
They will take place in the Republic of the Marshall Islands, Kiribati, Solomon Islands and Tuvalu.

Result 2: A transformative approach is taken to promote gender equality and prevention of violence against women and girls at community level.
The corresponding activities will consist in, inter alia:

a) Implement country-level Community Based Prevention Programmes, including through the recruitment of volunteer activists, training for activists and community members and production of support materials, including working with media;

b) Support provision of essential services, including through planning and improving coordination and governance, in partnership with national governments, civil society and development partners;

c) Provide targeted technical support to national governments to advance standards and training for counselling and for shelters, and strengthen multi-sectoral coordination;

d) Work with community based partners to embed an advanced real-time monitoring and evaluation framework that enables dynamic adjustment and triggering of phases of prevention and behavioural change, as well as allowing for the generation of evidence across implementation locations;

e) Disseminate national results at the regional level.

The activities under this result area will be implemented by UN Women.

The community prevention programming will take place in Fiji, Kiribati and Tonga, with additional technical support to existing initiatives in Samoa and Papua New Guinea. The essential services support will be rolled out in Fiji and Tonga, building on the current program in Kiribati and the Solomon Islands.

**Result 3: Civil Society Organisations’ capacity to advocate, monitor and report on performance of national and regional institutions and authorities in terms of gender equality and prevention of violence against women and girls is enhanced.**

The corresponding activities will consist in, inter alia:

a) Design and institutionalize CSO-led Accountability Mechanisms for commitments around gender equality at country and regional level;

b) Support capacity of CSOs to track gender equality and EVAWG policy implementation and resources (e.g. budget monitoring); and to develop national advocacy campaigns for their effective implementation;

c) Create templates for policy submissions and policy analysis that are gender sensitive; provide training and advocacy tools and bring in gender experts to support CSO dialogues and policy dialogues;

d) Support country visits by the Sexual and Gender Based Violence Reference Group (expanded with CSO representatives) to provide feedback and advice to national institutions on gender mainstreaming;

e) Identify, approach and mentor “champions” among Pacific leaders to act as key advocates on gender equality and EVAWG.

The activities under this result area will be implemented by PIFS.

This result area will focus on Fiji, Kiribati, Papua New Guinea, Samoa, Solomon Islands, Timor-Leste, Tonga, Tuvalu and Vanuatu, and the regional aspect will cover the countries benefiting from the Regional Programme.

An indicative list of activities per country is also provided in Annex B.
4.3 Intervention logic

The overall objective of this action is to promote gender equality and contribute to ending violence against women and girls. Drawing lessons from various studies and previous intervention of donors, the action will focus on addressing harmful social norms that are root causes of VAWG and gender inequality. The action aims to tackle these at the local and national level through community-based activities. This is intended to complement other ongoing efforts to ensure that Pacific ACP Countries enact appropriate legislation to address VAWG, which are extensive in the region. As such, the action is the “bottom-up” answer to existing programmes that take a “top-down” legislative, judicial and political representation angle to combating VAWG.

A first set of activities will target children and young people through formal and informal education, so they can learn about gender equality but also play a part in shaping policy for gender equality and prevention of violence against women and girls. As a result of these activities, it is expected that education will promote gender equality and prevention of violence against women and girls.

The second set of activities will aim at the promotion of gender equality and prevention of violence against women and girls through a comprehensive approach, designed to transform harmful social norms. It will combine community-based prevention and improvement of services to survivors, to ensure that awareness raising is coupled with the necessary support to victims.

Finally, the third set of activities will aim at promoting the gender equality policy dialogue by equipping the civil society to advocate, monitor and report on performance of national and regional institutions and authorities in terms of gender equality and prevention of violence against women and girls. It will also support regional "champions" among the Pacific Leaders.

Leading practice in behaviour change work requires issues to be acted on from a range of angles and the action therefore proposes to address some of the root causes of VAWG from three interlinked perspectives – education, community-wide prevention and services, and civil society advocacy and accountability.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the Pacific Islands Forum Secretariat (PIFS) as the regional authorising officer representing the ACP Pacific countries, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.
Extensions of the implementation period may be agreed by the Commission’s authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) No 322/2015.

5.3 Not applicable

5.4 Implementation modalities - Indirect management with an international organisation

This action may be implemented in indirect management with UN Women, SPC and PIFS, in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 17 of Regulation (EU) No 323/2015. This implementation entails a co-delegation agreement with UN Women as the lead organisation and SPC and PIFS as co-delegates. This implementation through a co-delegation agreement is justified because of the specific mandates and technical expertise of UN Women, SPC and PIFs which are complementary to each other:

**UN Women** is the lead International Organisation in the region in terms of programming on gender equality and EVAW. UN Women has demonstrated its ability to successfully manage large programmes in the Pacific region, on a similar scale to the present action. Result 2 will be implemented by UN Women as it is directly related to its core mandate and experience base. It has also passed a 6 pillar assessment.

Through its current programming, UN Women has developed extensive networks with a variety of stakeholders in the Pacific from high level Pacific leaders to grassroots organizations. UN Women has experience supporting community partners with operational management.

UN Women’s Fiji Multi-Country Office (MCO\(^29\)) is based in Suva and works with governments and civil society organizations across 14 Pacific Island countries and territories to address gender imbalance, empower women and build more inclusive societies. UN Women also has a country presence in 6 other Pacific countries (Kiribati, Tonga, Nauru, Samoa, Solomon Islands and Vanuatu); and has strong financial and logistical capacity that enables it to manage complex development programs across a number of countries. UN Women currently manages two large DFAT funded regional programs, one of which of a similar value as this action.

In terms of the result 2 specifically, UN Women is the only IO in the region working on holistic approaches to changing social norms at the community level, including through faith-based groups and sports and is therefore strategically placed to run a holistic programme to combat harmful social norms around gender equality and VAWG. UN Women also leads programming in the region on women’s economic empowerment and participation and leadership, which makes it an ideal lead partner that can ensure thorough coordination and leadership.

\(^{29}\) The UN Women Fiji Multi-Country Office covers the following countries: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, the Republic of the Marshall Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu.
complementarity with other work in the region in this field. Further details on coordination under point 5.7 Organisational set-up and responsibilities.

**SPC** has a strong mandate and in-depth experience when it comes to gender mainstreaming and EVAWG, working with a range of stakeholders to enhance gender equality and work to prevent violence against women and girls. SDP provides technical support for PICTs in line with member needs and priorities including support for mainstreaming and policy analysis from a gender, youth and culture perspective.

Established in 1995, RRRT, now part of SPC is a Pacific grown programme that provides technical advice, assistance and training on EVAWG and human rights. It has staff embedded in 10 ministries in PICs, including in the Federated States of Micronesia, Kiribati, Nauru, Palau, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. As a result, SPC has a local understanding of the human rights and EVAWG context in those countries and the necessary structure to implement the activities relating to the key result area 1.

SPC has a history of training various stakeholders on EVAWG and gender equality, including justice service providers and CSOs. SPC has also previously managed a peer to peer education program on human rights, EVAWG and gender, training over 200 people in eight PICs to become community leaders in the field of EVAWG and gender equality. SPC also hosts the Pacific Youth Council and is therefore uniquely placed to implement the formal and informal education result area of the action and to ensure that it is complementary to other actions in the sector. SPC is the best co-implementing partner for this action targeting youth and women in particular for the Key result 1 *Enhanced formal and informal education on gender equality and prevention of violence against women and girls.*

Under EDF10, **PIFS** is entrusted with the “*Strengthening Non-State Actors Engagement in Regional Policy Development and Implementation Programme*” (the NSA Programme), which sets out to promote good governance in the Pacific and ensure that NSA perspectives are reflected in effective regional policy development processes and dialogues. The programme purpose is to build the capacity and ability of Non-State Actors (NSAs) to participate effectively in regional policy making processes and implementation.

As a result of this experience, as well as PIFS’ strategic position on regional public policy space in the Pacific, PIFS is the ideal partner for implementing result area 3 of the action, which aims to support civil society capacity to advocate, monitor and report on performance of national and regional institutions and authorities in terms of gender equality and prevention of violence against women and girls.

Combining the strong mandates and track records of UN Women with the expertise of SPC’s social development gender and RRRT departments and the PIFS NSA and gender team, creates a solid basis for the action to benefit from a large networks, credibility and leverage while securing long term ownership within the Pacific region.

The entrusted entities would carry out the following budget-implementation tasks: launching calls for tenders (such as supply and services for technical expertise, studies, events and

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30 The final reports of the current pillar assessment of SPC (will be submitted in June 2017) and PIFS has been submitted in May 2017 to the DEVCO/R2 for approval. These two reports reveal that for both organisations, the four pillars (accounting systems, internal control systems, independent external audit and procurement) have been positively assessed. In addition, for SPC the grant pillar has also been
workshops) and calls for proposals (potentially under PIFS’ NSA modality); evaluation of
tenders and proposals; award of contracts; monitoring and managing contracts; assessment
and acceptance of deliverables; payments; any other relevant aspects of the project
management cycle.

UN Women as the lead Organisation entrusted is positively 6 pillar assessed (three core
pillars, procurement, grant award and sub delegation).

The other entrusted international organisations, namely SPC and PIFS are currently
undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU,
Euratom) No 966/2012 applicable by virtue of Article 17 of Regulation (EU) No 323/2015.
The Commission’s authorising officer responsible deems that, based on the compliance with
the ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting
problem-free cooperation, the international organisations can be entrusted with budget-
implementation tasks under indirect management.

For the part of the action that will be implemented by PIFS (sub-action – key result area 3)
and by SPC ((sub-action – key result area 1), the organisations will use their own procedures
for the pillars positively assessed. However, in all cases, all award of grants by PIFS or by
SPC will be done using PRAG procedures which are in line with the EU Financial Regulation
in order to ensure principles of open competition and equal treatment.

5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in
procurement and grant award procedures and in terms of origin of supplies purchased as
established in the basic act and set out in the relevant contractual documents shall apply,
subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility in
accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the
basis of urgency or of unavailability of products and services in the markets of the countries
concerned, or in other duly substantiated cases where the eligibility rules would make the
realisation of this action impossible or exceedingly difficult.

positively assessed. Therefore, it is suggested to implement this action through a PAGODA co-
delegation agreement considering the substantial level of budget implementation tasks it requires for the
mobilisation of training, technical assistance, visibility and dissemination events, etc. The Commission
may also sign co-Delegation Agreements with an International Organisation relying on the old pillar
assessment based on the old Financial Regulation No 1605/2002, provided that the Authorising officers
by sub-delegation verify that the previous pillar assessment was positive, the cooperation problem-free
and that the new pillar assessment has been launched at the time the Financing Decision is adopted. The
previous pillar assessments of the three co-delegates were positive. PIFS did not apply for the grant
pillar and will follow the Practical guide of the EU procedures for the award of Grants. In case the pillar
assessment raised some reservations, the Organisation shall comply with the ad hoc measures stated in
Article 7 of the special conditions of the co-Delegation agreement.
5.6  Indicative budget

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<tr>
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<th>EU contribution (amount in EUR)</th>
<th>Indicative third party contribution</th>
<th>Estimated Total in EUR (using inforEuro May 2017)</th>
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<tr>
<td></td>
<td>DFAT* (amount in AUD)</td>
<td>UN Women (amount in USD)</td>
<td></td>
</tr>
<tr>
<td>SPC (sub-action – key result area 1)</td>
<td>4 200 000.00</td>
<td>N/A</td>
<td>4 200 000.00</td>
</tr>
<tr>
<td>UN Women (sub-action – key result area 2)</td>
<td>6 900 000.00</td>
<td>6 500 000 AUD&lt;sup&gt;31&lt;/sup&gt;</td>
<td>12 053 107.90</td>
</tr>
<tr>
<td>PIFS (sub-action – key result area 3)</td>
<td>1 600 000.00</td>
<td>N/A</td>
<td>1 600 000.00</td>
</tr>
<tr>
<td><strong>5.4 – Subtotal Indirect Management Pagoda delegation agreement</strong></td>
<td><strong>12 700 000.00</strong></td>
<td><strong>6 500 000 AUD&lt;sup&gt;31&lt;/sup&gt;</strong></td>
<td><strong>17 853 107.90</strong></td>
</tr>
<tr>
<td>5.9 - Evaluation, 5.10 - Audit</td>
<td>300 000.00</td>
<td>N/A</td>
<td>300 000.00</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>13 000 000.00</strong></td>
<td><strong>6 500 000 AUD&lt;sup&gt;31&lt;/sup&gt;</strong></td>
<td><strong>18 153 107.90</strong></td>
</tr>
</tbody>
</table>

* Pending endorsement of an agreed Design Document, the potential contribution from DFAT is proposed to be up to AUD 6.5 million over 5 years.

The part of the action that is implemented by UN Women (sub-action – key result area 2) is jointly co-financed by DFAT and UN Women. DFAT will not contribute to the programme via a transfer agreement but provide funds directly to UN Women.

5.7  Organisational set-up and responsibilities

The day-to-day technical and financial management and administration of the action will be the responsibility of the Lead Organisation UN Women in close collaboration with the co-delegates SPC and PIFS for the components under their respective responsibility. UN Women will be responsible for narrative and financial reporting, as well as for the collation, aggregation and management of relevant documents and other preparation for audits in line with co-delegation agreement provisions. UN Women may choose to set up a project coordination group in agreement with the action co-delegates. This would be a technical

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<sup>31</sup> AUS 6.5 million corresponds to approximately EUR 4 464 592.34 (inforEuro exchange rate of May 2017 1 AUD = 0.68686 EUR). Pending endorsement of an agreed Design Document, the potential contribution from DFAT* is proposed to be up to AUD 6.5 million over 5 years.

<sup>32</sup> UN Women has pre-approved 150 000 USD per year for 5 years of implementation under this programme. This contribution will only relate to result 2 of the action, implemented through UN Women. Budgeted contribution of USD 750 000 corresponds to approximately EUR 688 515.56 EUR (inforEuro exchange rate of May 2017: 1 USD = 0.91802 EUR)
level group and terms of reference would be agreed between the partners. The EU would be invited to participate in it.

A Programme Steering Committee (PSC) will be established to oversee the implementation and the strategic decisions to be taken on the action. The PSC will be responsible for approving annual plans, monitoring risk and assessing programme quality and will meet bi-annually. Representatives from SPC, UN Women and Australia will be members. PIFS (as the regional Authorising Officer for the Pacific region) and the EU will be co-chairing the PSC meetings. UN Women will act as secretariat to the chair. In addition, other key stakeholders, such as representatives of civil society, other relevant international organisations (e.g. UNICEF) and national partner institutions, may be invited to join the steering committee. The PSC will be able to make recommendations for any adjustments to the action that may help achieve its objectives in a meaningful, targeted and cost-effective way.

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partners’ responsibilities. To this end, the implementing partners shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and a final report. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using – at a minimum – the logframe matrix indicators. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The co-delegatees will be responsible for coordinating their approach to monitoring, through a set of complementary monitoring frameworks. While the logframe enclosed in this action document may evolve during the course of the action, the indicators in the complementary monitoring frameworks should be reflective of the logframe indicators at the time of their conception. One single annual report covering all result areas will be submitted for the programme each year, in line with the special and general conditions of the co-delegation agreement.

In addition, considering the expected results, and the nature of the some activities foreseen to achieve those results, significant evaluation work will be needed. In particular, the output and outcomes of the activities implemented to change social norms cannot be measured by existing statistics but need to be assessed on the basis of knowledge and attitude surveys at the beginning and at the end of the intervention. These surveys will be conducted by the implementing partner responsible for the corresponding expected results and the corresponding resources will be foreseen in the co-delegation agreement. For the third expected result area, there is also a need to take stock, during the inception phase of the
existing CSO initiatives at regional and national level. This will also be done by the implementing partner and budgeted accordingly.

It is important to note that considering the lack of data and the very low administrative capacity in the region, it has not been possible to design an SMART impact indicator. Indeed, the surveys that need to be conducted to measure the prevalence of violence against women and girls are very costly, and Australia has confirmed that they do not intend to support another set soon. The amount of funding under this action is not either commensurate to such a need. Against this background, the outcome indicator will be used as a proxy for the impact indicator.

5.9 Evaluation

Having regard to the nature of the action, a final evaluation and possibly a mid-term evaluation will be carried out for this action or its components via independent consultants contracted by the Commission. It will be carried out for accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner at least 1 month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, one contract for evaluation services shall be concluded under a framework contract in 2022 for the final evaluation; the date of the potential mid-term evaluation will be decided by the PSC.

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, two contracts for audit services shall be concluded under a framework contract in 2020 and 2022.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.
In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

The communication and visibility activities will be implemented under the Pagoda co-delegation agreement entrusted to UN Women, SPC and PIFS.

6 Pre-conditions

The action is subject to the following pre-conditions:

(i) The co-delegatees (SPC and PIFS) if not passed the relevant pillar assessment before the signature of the Financing Agreement (three core pillars and procurement pillar); will need to apply EU procedures for those pillars.

(ii) Details of the project coordination arrangements, as well as the membership and governance of the Project Steering Committee are to be agreed with the EU before the start of implementation of the action.

List of Annexes:

- Appendix: Indicative Logframe Matrix
- Annex A: Country analysis table
- Annex B: Activities by country
- Annex C: Current activities in EVAWG in the Pacific (EU, DFAT, UK)
- Stakeholder matrix
- Assessment of crosscutting issues
- Assessment of the appropriateness of working with an international organisation
APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

<table>
<thead>
<tr>
<th>Results chain</th>
<th>Indicators</th>
<th>Baselines</th>
<th>Targets</th>
<th>Sources and means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall objective: Impact</td>
<td>To promote gender equality and prevent violence against women and girls.</td>
<td>1- Number of women accessing crisis services</td>
<td>2017</td>
<td>1- Crisis Centres Reports, government</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2- Number of police incidence reports completed</td>
<td></td>
<td>2- Justice, police sector reports; Pacific Leaders Gender Equality Declaration assessment reports (PLEDG) reports.</td>
</tr>
<tr>
<td>Specific objective(s): Outcome(s)</td>
<td>To enhance awareness and practice of respectful relationships and gender equality among women, men, girls and boys and increase access to essential services for survivors of violence against women and girls (VAWG)</td>
<td>Percentage of people who benefited directly or indirectly from the action whose attitudes and beliefs of gender equality has evolved positively, disaggregated by sex</td>
<td>Survey at the start of intervention</td>
<td>20%</td>
</tr>
</tbody>
</table>

- Teachers and community group leaders, including young women, are willing to engage in a dialogue with their community on addressing custom and beliefs that are harmful for women and girls;
- Communities are open to and supportive of women’s, especially young women’s
<table>
<thead>
<tr>
<th>1. Enhanced formal and informal education on gender equality and prevention of violence against women and girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1. Number of children who benefited from gender equality and rights education activities in the formal education sector with support of the action, disaggregated by age and sex.</td>
</tr>
<tr>
<td>1.2. Percentage of young people (aged 15-25) who benefitted from the action whose attitudes and beliefs of gender equality have positively evolved.</td>
</tr>
<tr>
<td>1.1. 0</td>
</tr>
<tr>
<td>1.2. 0 %</td>
</tr>
<tr>
<td>1.1. tbd once pilot schools will be identified</td>
</tr>
<tr>
<td>1.2. 30 %</td>
</tr>
<tr>
<td>1.1. M&amp;E Framework</td>
</tr>
<tr>
<td>1.2. Surveys</td>
</tr>
</tbody>
</table>

1. Enhanced formal and informal education on gender equality and prevention of violence against women and girls

1.1. Number of children who benefited from gender equality and rights education activities in the formal education sector with support of the action, disaggregated by age and sex.

1.2. Percentage of young people (aged 15-25) who benefitted from the action whose attitudes and beliefs of gender equality have positively evolved.

<table>
<thead>
<tr>
<th>2. A transformative approach is taken to promote gender equality and prevention of violence against women and girls at community level</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1. Increase of proportion of people, in intervention sites, who think it is never justifiable for a man to beat his wife, disaggregated by sex</td>
</tr>
<tr>
<td>2.2. Number of countries that have adopted or implemented policies, protocols and services that improve quality and increase access for survivors.</td>
</tr>
<tr>
<td>2.1. To be determined at baseline survey</td>
</tr>
<tr>
<td>2.2. 0</td>
</tr>
<tr>
<td>2.1. tbd</td>
</tr>
<tr>
<td>2.2. 4</td>
</tr>
<tr>
<td>2.1. Survey</td>
</tr>
<tr>
<td>2.2. Analysis conducted at the beginning and at the end of the project implementation.</td>
</tr>
</tbody>
</table>

2. A transformative approach is taken to promote gender equality and prevention of violence against women and girls at community level

2.1. Increase of proportion of people, in intervention sites, who think it is never justifiable for a man to beat his wife, disaggregated by sex

2.2. Number of countries that have adopted or implemented policies, protocols and services that improve quality and increase access for survivors.

- Service providers are receptive to support on achieving best practice and willing to work in coordination with other relevant organisations;
- Regional and national leaders and administrations are committed to act on the advice and demands put forward by civil society groups.

increased awareness of their rights, agency, voice and choice in civic and community life;
<table>
<thead>
<tr>
<th>3.</th>
<th><strong>Civil Society Organisations’ capacity to advocate, monitor and report on performance of national and regional institutions and authorities in terms of gender equality and prevention of violence against women and girls is enhanced</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1.</td>
<td>Number of gender integrated regional and national policy submissions by CSOs</td>
</tr>
<tr>
<td>3.2.</td>
<td>Number of CSOs participating every year in regional Gender CSO forums leading to Leaders forum</td>
</tr>
<tr>
<td>3.3.</td>
<td>Number of Champion active</td>
</tr>
<tr>
<td></td>
<td>3.1. 0</td>
</tr>
<tr>
<td></td>
<td>3.2. Baseline study</td>
</tr>
<tr>
<td></td>
<td>3.3. 0</td>
</tr>
<tr>
<td></td>
<td>3.1. 7</td>
</tr>
<tr>
<td></td>
<td>3.2. tbd at inception</td>
</tr>
<tr>
<td></td>
<td>3.3. 2</td>
</tr>
</tbody>
</table>

PIFS tracking of CSO activities through M&E Framework

M&E Framework

M&E Framework

[29]