EVALUATION OF THE GENDER EQUALITY AND POLITICAL GOVERNANCE PROJECT (GEPG)

FINAL REPORT

June 2012

EVALUATION FOR

UN WOMEN

and

AUSTRALIAN AGENCY FOR INTERNATIONAL DEVELOPMENT

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ACKNOWLEDGEMENT

The Evaluation Team acknowledges and expresses its sincere thanks to the staff of United Nations (UN) Women GEPG and AusAID in Fiji, Solomon Islands, Papua New Guinea and Vanuatu for providing the necessary documentation and support during the time of the evaluation.

In addition, we would also to thank all those who so willingly and unreservedly gave their time and invaluable insights towards this evaluation. Special thank you goes to the women, men, donors, development partners who agreed to be consulted for the evaluation for their time, patience and frankness. It is hoped that the evaluation brings out some poignant points and issues for reflection and lessons learned.

ACRONYMS

AWP	Annual Work Plan
AusAID	Australian Agency for International Development
AEC	Australian Electoral Commissions
ANU	Australian National University
AOB	Autonomous Region of Bougainville
CDI	Center for Democratic Institution
BPfA	Beijing Platform for Action
BRIDGE	Building Resources in Democracy, Governance and Elections
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSOs	Civil Societies Organisations
CLGF	Commonwealth Local Government Forum
DCA	Department of Community Affairs
DFCD	Department for Community Development
DRF	Development Results Framework
ESSP	Electoral Strengthening Support Programme
EU	European Union
FSM	Federated States of Micronesia
GEPG	Gender Equality in Political Governance
IPPCC	Integrity of Political Parties & Candidates Commission
IR	Inception Report
LMF	Logical Framework Matrix
MOA	Memorandum of Agreement
M&E	Monitoring and Evaluation
NCUs	National Coordination Units
NTAGs	National Technical Advisory Groups
NWMs	National Women Machineries
NGOs	Non Government Organisations
OLLIPAC	Organic Law on the Integrity of Political Parties and Candidates
PICs	Pacific Island Countries
PIFS	Pacific Island Forum Secretariat
PRODOC	Project Document
PNG	Papua New Guinea
PNGEC	Papua New Guinea Electoral Commission
RMI	Republic of Marshall Islands
SPC	Secretariat of the Pacific Community
SI	Solomon Islands
SIEC	Solomon Islands Electoral Commission
SRS	Sub Regional Strategy (for UN Women)
TOR	Terms of Reference
TSM	Temporary Special Measures
TtF	Training the Facilitators
TWG	Technical Working Group
USP	University of the South Pacific
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNIFEM	United Nations Fund for Women

VNCW	Vanuatu National Council of Women
WIL	Women in Leadership Programme

EXECUTIVE SUMMARY

Context, Purpose, Scope

The end of programme evaluation of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) Gender Equality in Political Governance (GEPG) programme has been conducted at the end of phase one of the programme. It assesses how the GEPG programme has impacted and helped to progress the implementation of regional and national commitments to gender equality in political governance in up to fifteen participating countries[1] of the Pacific region.

The evaluation seeks to provide an ***independent assessment*** of the GEPG programme in selected member countries and aims *at* ***identifying key lessons and recommendations*** with a view to improving current and future strategies and programme developments. It concerns both the funds contracted by the Australian Agency for International Development (AusAID) over the period (2008 – 2012) and the activities implemented to bring about demonstrative change to the participation of women in political governance.

The overall goal of the programme was to advance gender equality in political governance in the Pacific and its objective was to increase political participation by women as active citizens and leaders. Important strategies employed by the programme include building broad base support for women's participation in political governance through the development of community-base level education and the introduction of temporary special measures.

The Terms of Reference (TOR) sets out in detail the objectives of the evaluation. Proposed evaluation questions in the TOR were elaborated in the Inception Report and approved by the Evaluation Management Team[2]. It addressed the evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability. The evaluation questions for each criterion are presented in Annex 3.

Methodology

The evaluation also addresses accountability as well as learning objectives. Therefore, the evaluation team has applied an approach that seeks to analyse the extent to which the objective has been reached as well as the reasons and determining factors behind the observed successes and failures. The evaluation has been conducted in four main phases: a) Review of relevant documents and Inception Report; b) Literature research; c) In-country visits; and d) Data collection and analysis.

The first task consisted of elaborating the ***evaluative approach.*** Tools used include:

a. Literature review
b. Interviews (semi-structured) - a total of ***16*** prime and sub-prime questions were prepared. In total 98 stakeholders were interviewed.
c. Focus group discussions – a total of ***five*** questions were prepared to guide discussions.
d. Questionnaire Survey – the purpose of the questionnaire survey was to add information and data to the evidence base of the evaluation.

[1] This includes Cook Islands, Federated States of Micronesia (FSM), Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea (PNG), Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu.

[2] Evaluation Management Team comprised of UN Women GEPG Programme Manager, Deputy Programme Manager and AusAID Programme Manger, Pacific Leadership Programme

Key Findings:

- The programme continues to be relevant in the Pacific Island countries context including Solomon Islands, Papua New Guinea and Vanuatu.
- Based on wide consultations to develop the programme design, GEPG identified relevant stakeholders (NWMs, media, political parties, electoral commissions and male advocates) and strategic partnerships.
- UN Women/GEPG's internal processes have posed challenges for programme management. There is need to further review and reflection to improve future institutional and management programming processes.
- There is need for the programme to develop a clearly defined results chain in a logical framework based on the revised outcomes to track changes over time and progress made towards programme objective and goal.
- GEPG has made important contribution towards increasing public support for gender equality in political governance for duty bearers and rights holders through BRIDGE trainings. This, however, must be complemented by other approaches to build capacity for sustainability.
- GEPG to strengthen the media and communications functions of the programme including the need for more knowledge products to be published in both academic and popular formats.
- Increasing demand for gender equality in political governance is evident. However, collaborations for capacity building and baseline research at local government levels need to be strengthened.
- GEPG to strengthen and nurture strategic partnerships in future programming. The GEPG engaged strategic partners that will need to be nurtured in future programming.
- Strengthen and/or conduct baseline research on women's representation at national and local government levels to track changes over time.
- Need to work with mainstream media to influence media room policy and build capacity of strategic stakeholders.
- There has been an increase in numbers of male advocates for gender equality especially amongst those who have undergone BRIDGE training.
- Strengthen partnership with political parties through capacity building initiatives to mainstream gender equality issues into the party systems and processes.
- Gender mainstreaming into the UNDP and other parliamentary support structures have not been adequately addressed.
- Selected government structures supported to implement policies, programmes, services and budgets to advance gender equality was inadequately addressed (Solomon Islands, PNG and Vanuatu).
- The impact of the programme can only be realistically assessed over time. While it has made some progress towards the achievement of the programme goal the current overall impact is low.
- The design of the GEPG programme incorporated sustainable strategy for results but the extent to which this was implemented was weak.

Conclusions

GEPG operates in a challenging environment where barriers to women's participation in political governance continue to exist. Political situations in the focus countries are quite fluid. In spite of this the programme has contributed to laying the foundation towards the achievement of the programme objective. Through the BRIDGE training and technical support for TSM the programme is raising awareness on the importance of gender equality in political governance at all levels of society. Thus it is making some progress towards the achievement of results but outreach is still limited. Results in terms

of building the capacity of its stakeholders' institutions have not been achieved due to a number of reasons discussed in the findings.

Lessons Learnt

- Expecting results through relevant stakeholders requires investing in their organisation's capacity for them to be more effective and move to a higher level of capacity than at the start of the programme.
- Collaboration with other development partners is crucial to the achievement of the overall objective of the programme and harmonising the delivery of development aid for better results to avoid overlaps and duplications.
- A mid-term review of the programme, given the size of GEPG, the substantial donor funding and the duration of the programme, would have been beneficial in terms of results outcome.
- A logical framework approach is necessary to track changes over time. The revised outcomes should have been accompanied by a revised LFM.
- Collecting baseline data is essential to measure change over time as a basis for comparison.
- A project management position may have been necessary at the beginning of the programme to operationalise the programme and be responsible for planning and setting up the national and sub-national offices.

Recommendations.

1) The evaluation findings clearly affirmed the relevance of the programme's overall objective and goal. However, working with strategic stakeholders to demand gender equality in political governance is still limited in terms of outreach. Based on the lessons learnt and findings, the evaluation recommends ***AusAID and GEPG to consider an extension of the programme.*** During the second phase of the programme, GEPG to expand and deepen its engagement with relevant stakeholders to go beyond raising awareness and building stakeholder ownership of the programme.

2) GEPG should consider investing in institutional capacity building of its major stakeholders. Building or strengthening gender responsive structures, mechanisms and processes of its stakeholders would provide potential avenues to move towards development of policies and strategies that that are gender inclusive and to the attainment of GEPG's desired outcomes.

3) GEPG/AusAID to consider the second phase of the programme contingent upon the development of a comprehensive logframe. GEPG to consider and ensure that agreed upon programme outputs and outcomes are realistic and achievable, and that they clearly indicate how programme achievements will contribute to making positive changes in women's political participation.

4) GEPG to develop a comprehensive M&E plan to strengthen its monitoring and evaluation framework, with identifiable indicators based on baseline surveys that is rigorously applied as a management tool to monitor and track changes in progress and results and provides a basis for continuous learning. This includes putting in place:

    i. systems and processes for continuous and systematic data collection and reporting that would feed into the whole monitoring and evaluation of programme results;

ii. consider establishing national Technical and Advisory Groups (TAGs) to provide continuous review of programme implementation and performance monitoring;
iii. recruit an M&E specialist to be directly responsible for M&E activities; and
iv. conduct a mid-term review of the programme.

5) For the efficient and effective delivery of activities, GEPG to create an enabling environment that includes:
    i. Strengthening the technical capacities, through training, of its national and sub-national coordinating units staff to prepare them for the 'expanded' role of GEPG;
    ii. review management and financial systems and processes and develop clear operational guidelines to facilitate implementation of effective and efficient accountability and responsibility mechanisms;
    iii. consider decentralisation of some decision making authority and programming processes to PNG national office to facilitate efficient operation of the programme. As a stand-alone programme office GEPG PNG to be also responsible for Bougainville.

6) Strengthen capacity of the GEPG programme and consider the establishing/recruitment of:
    i. a dedicated programme management position to be responsible for over sighting and managing the programme including planning, coordination and implementation; and
    ii. a media and communications officer.

PART A

1. INTRODUCTION

1.1 Organisation of the Report

The report is organised into three parts. Part A is about the purpose of the evaluation, organisation of report, the methodology and scope, programme and its results logic, evaluation objectives, limitation of the study and the context of the programme within which the evaluation has taken place. Part B presents the findings by outcome and sustainability. Part C presents conclusions, lessons learned and recommendations. A list of Annexes are titled and provided.

1.2 Purpose of the Evaluation

The end of programme evaluation of the UN Women work on gender equality and political governance has been conducted at the end of Phase 1 of the programme and covers the period 2008 – 2012[3]. The purpose of the evaluation is to assess the level of impact the GEPG programme achieved in supporting national commitments to increase women's political empowerment and participation as active citizens and leaders in up to 15 Pacific Island States. It is also to generate evidence-based and objective information that could be used to inform the formulation of the next phase of the programme and a wider governance programme in the future. It is hoped that the evaluation will contribute to future GEPG strategic planning to address the needs of women's participation in political governance at the country levels. The evaluation could also contribute to knowledge generation, internal accountability of UN Women/GEPG as a programme and importantly accountability to the major stakeholders identified in the programme design. As such, the evaluation addresses accountability as well as learning objectives.

In addition, the evaluation is to assess the impact of AusAID donor support to UN Women in PICs to increase women's participation at the national and local levels and to inform its policy decision.

This evaluation was, therefore, undertaken in an attempt to examine the GEPG programme from a programmatic point of view. The focus is on the relevance of the programme design and how outputs are making progress towards intended outcomes (efficiency and effectiveness), the impact and sustainability of the programme.

1.3 Programme and Results Logic

The Original Intervention Logic

The GEPG programme constitutes the main unit of intervention. The *Logical Framework Matrix (LFM) develop and facilitated a structured and learning approach* to the implementation of the programme, and included the hierarchy of inputs, activities, objectives, indicators and risks/assumptions. The original programme had **one** objective; **four** outcomes, **sixteen** outputs and **sixty six** activities. The objective of the programme is to increase political participation by women as active citizens and leaders.

The outcomes that define the results chain are:

- More women understand their rights and responsibilities and are active as citizens and leaders to promote democratic governance (Solomon Islands, PNG and Vanuatu);

[3] Actual implementation began in 2009 after the recruitment and establishment of national and sub-national offices within the Regional Offices in Suva, Solomon Islands PNG, Vanuatu

- Pacific women are supported to stand for election and to effectively perform roles and responsibilities of political office (up to 15 countries);
- Increased support for women's leadership and participation in political governance by broad and diverse sectors of society (up to 15 countries)
- An increase in women-inclusive and gender sensitive structures, operations and procedures in decision making.

In up to 15 countries but with a special focus on Solomons Islands, Papua New Guinea and Vanuatu, strategies of the programme to increase gender equality in political participation as women leaders and citizens include *electoral accountability; gender mainstreaming, affirmative actions (special measures) to empower women and brokering partnerships and building alliances with men from diverse sectors of the society.*

The intervention logic at the *national level to engender political governance is that GEPG would work with candidates, media, parliaments, political parties and electoral commissions.* It was envisaged that these organisations would lead the action for change towards gender equality in governance. At the *local government level* the programme would *strengthen local level governance through mass community-based education efforts in selected countries*. Local level government support was planned to be implemented first within Solomon Islands, Papua New Guinea and Vanuatu.

In support of regional and national activities collaboration with relevant international and Pacific regional organisations including universities, research centers, media and civil society organisations would be a feature of GEPG's approach. *Advocacy* would form a major part of the strategy to promote introduction and institutionalisation of special measures, engendered political parties and electoral laws and systems. Baseline participatory and applied research at national and local levels would be a strong feature of the programme to facilitate organisational learning and contribute to implementation, monitoring and evaluation

Through these approaches GEPG programme intervention would lend support to systematic and strategic *national and local activities* and to *build an enabling environment* through *greater ownership and accountability* within Pacific governments, institutions and civil societies for sustained women's citizenships and leadership.

The Revised Intervention Logic

In 2010 the United Nations Fund for Women (UNIFEM), the original funding beneficiary, underwent institutional changes with the establishment of UN Women. Whilst the GEPG programme goal and objective remained unchanged as a result, the development of UN Women Global Strategy Plan (2008 – 2012) and consequently the UN Women Pacific Sub Regional Strategy (2012 – 2013) necessitated a realignment of the (initial) programme outcomes.

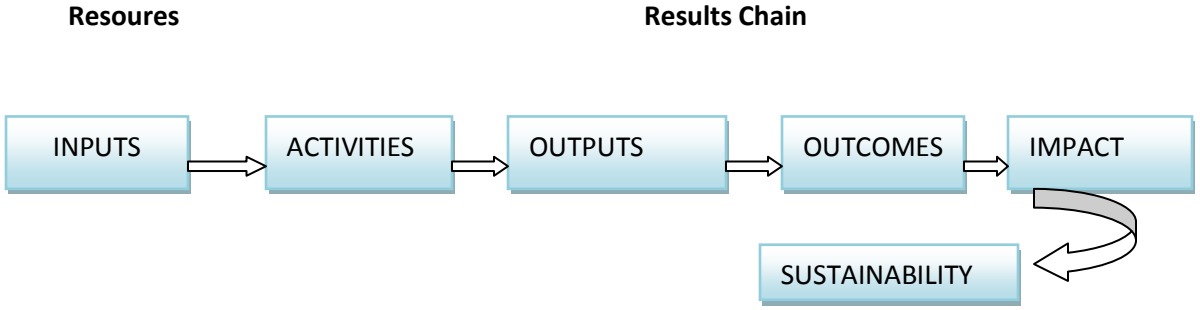
The ***revised*** programme evaluated has **four** outcomes and **thirteen** outputs. A revised LFM was not developed. To guide the implementation of the programme a number of tools were used including the Development Framework Result (DRF), the Annual Work Plan (AWP) containing activities and the Monitoring and Evaluation Matrix.

The outcomes that now define the results chain include:

- Community- level education in "Democracy, Governance and Elections" to generate broad based support for women's active citizenship and leadership and an increased demand for gender equality in governance;
- Gender equality advocates demanding constitutional and legal amendments for the adoption of Temporary Special Measures (TSM) to increase political representation of Pacific Women and develop their capacity for accountable leadership in parliament;
- Women and men from key political and administrative institutions and sectors, in government and civil society to understand, advocate and demand greater gender equality in political governance; and
- Increased gender responsive structures, mechanisms and processes adopted in Pacific parliaments, governments and key political institutions fostering active political participation of women in line with international and regional agreements.

Funding: AusAID provides a total of USD5,195,778.98 and UN Women a total of USD307,787 towards the implementation of the programme. A budgetary shortfall (A$605,000) identified at the design of the programme was to be sourced from either of the partners or from other identifiable sources. In 2010 USD90,000 was mobilised for activities in PNG under the UN DG Extended Funding and a further USD 74,711.24 was provided under the NZ UN Women National Committee for activities in the Marshalls.

The evaluation attempts to gauge the contribution the programme has made towards increasing the participation of women as citizens and leaders. GEPG programme is aligned to Result Based Management where results are supposed to be logically linked from inputs to outputs, outcomes and the eventual achievement of the goals. In the absence of the logical framework the DRF, M&E Matrix and Annual Work Plans (AWP) were referred to and provide the vertical and horizontal logic of the programme and the indicators of results achievement for the programme. The results chain is summarised in the following diagram.



1.4 Objectives of the Evaluation

The purpose of the evaluation, as outlined in the Terms of Reference (TOR) (refer to Annex 2), is to assess how the Gender Equality in Political Governance (GEPG) program has helped to progress the implementation of regional and national commitments to gender equality in political governance in up to fifteen participating countries of the Pacific region. More specifically the objectives of the evaluation were to:

- assess the relevance, effectiveness, efficiency, impact and sustainability of the GEPG programme and its implementation (with special focus on Papua New Guinea (PNG), Solomon Islands (SI) and Vanuatu in Pacific Island Countries (PICs);
- assess the stakeholder's level of satisfaction with the GEPG programme results to date;
- assess the impact and sustainability of GEPGs' multiplier effects in target countries e.g. initiated processes such as national training activities, policy changes, new legislation being introduced, and other programmes being developed to support women's political empowerment in the Pacific Island Countries (PICs).; and
- evaluate lessons learnt from implementation of GEPG and provide recommendations for future support in gender equality and political governance e.g. recommended links with other thematic areas of UN Women e.g. Gender, Peace and Security, Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) etc.

Moreover the evaluation is conducted within a broader context where findings and/or lessons learnt also serve to:

- inform the formulation of a new and wider successive governance programme by UN Women;
- assess the impact of AusAID donor support to UN Women in PICs to increase women's participation at the national and local levels; and
- assist government partners and political parties progress their national commitments to gender equality and women's political empowerment.

1.5 Scope and Method of the Evaluation

The Inception Report

Based on the individual meetings held, the Evaluation Team prepared a draft Inception Report (IR). The purpose of the report is to describe the overall approach of the evaluation and set out in some detail the proposed evaluation methodology to be adopted by the Evaluation Team including stakeholder identification and analysis, participatory methodologies, community consultation processes, data compilation and analysis. It is also aimed at ensuring that key stakeholders have a common understanding of what the evaluation plans to achieve and what the deliverables are. A meeting with the Evaluation Reference Group was held to review and approve the IR.

Coverage of the TOR questions:

The TOR clearly specifies that all PICs are to be covered with particular emphasis on Papua New Guinea, Solomon Islands and Vanuatu. The evaluation in its field visits and research has focused on geographic areas where the concentration of GEPG interventions has been delivered. The Micronesian sub-region is represented by Federated States of Micronesia (FSM)[4], Palau, Republic of Marshall Islands and Kiribati.

The TOR had identified the following criteria for the impact assessment: relevance, effectiveness, efficiency, sustainability and impact of the programme and its implementation (with special focus on PNG, Solomon Islands and Vanuatu). It was to address the following questions:

[4] Includes responses received from the FSM National Capital, Ponphei , Chuuk, Kosrae and the Yap States.

Overall outcome achievement at this stage of GEPG (Relevance and efficiency)

- What has been the progress towards the expected Programme outcomes and outputs? What results have been achieved to date? Why/why not?
- To what extent have key stakeholders been satisfied with the results to date?
- Does the Programme represent value for money?
- Is the Programme enabling a sustainable national approach to women's empowerment? For example has it contributed to: discussion on Temporary Special Measures; more women in political life/elections; or national capacity building initiatives?
- Does the Programme have effective monitoring and evaluation mechanisms in place to measure progress towards objectives (outputs and outcomes)?

Factors affecting successful implementation and outcome achievement (Effectiveness)

- What key success factors does GEPG offer to achieve its objectives (outputs and outcomes)?
- What external factors are facilitating or hindering achievement of GEPG objectives to date?
- Are there opportunities that GEPG/UN Women could explore in the future?

Strategic positioning and partnerships (Impact)

- How well is GEPG positioned to provide technical advice and capacity building to key stakeholders on Gender, Elections, Democratisation and Leadership?
- How well has GEPG coordinated and harmonised its work with other partners/organisations working on women's political empowerment?

Future direction (Sustainability and partnerships)

- What is the likelihood that the benefits of GEPG will be maintained and/or further implemented at national levels (through national stakeholders)?
- What capacities of national partners/stakeholders have been strengthened to date and which could be strengthened in the future?
- What partnerships could strengthen GEPG implementation and future governance support programmes (for the benefit of national counterparts)?

The TOR questions were further elaborated during the development of the Inception Report and formed the basis of the interviews during the field visits.

Design of the Evaluation

The evaluation was conducted in four main phases: (i) design of the evaluation; (ii) literature research; (iii) field phase carried out over a four week period; (iv) synthesis and analysis phase. As a first step, an understanding of the intervention logic of the programme was necessary and underpins the development of the evaluation questions. Secondly, the interview questions, questionnaire survey and focus group discussion questions were then designed to capture and verify the extent to which the GEPG's overall goal and objectives have been met.

1.6 Data Collection Method

Sampling Design

Sampling was purposive, that is, the selection of interviewees for direct interviews and focus groups was based on collecting data from GEPG National Offices on those reached by the programme through BRIDGE trainings and major stakeholders including, political parties, national women's machineries, women's NGOS and media organisations, UNWomen and GEPG staff.

The draft IR was presented to the Evaluation Committee made up of key officials of UN Women GEPG and AusAID. Comments received via email and during the meeting were integrated into the Report for finalisation. The final version of the IR was circulated prior to the field visits.

Literature Review

At the start of the evaluation an initial review of documentation was based on purposely selected documents provided by GEPG Regional Coordinating Unit and those identified by the evaluation team. This was to provide some background review to the programme proposal including the programme document (PRODOC). Other documents such as baseline reports, monitoring and evaluation matrix, annual progress reports, annual financial reports and training manuals, formed part of the background review. Other secondary sources of information were reviewed including relevant international, regional and national documents. Additional documents were sourced during the in-country visits. Critical analyses of these documents were initially carried out by each consultant and collectively by the evaluation team at the beginning and during the field visits. Triangulating meetings and interview results and comparisons with data from other sources (non UN Women) supplemented the information.

Field Phase (collection of evidence at country level)

Four field visits to the Solomon Islands, Papua New Guinea, Bougainville and Vanuatu were conducted. The field visits were jointly undertaken by the Lead Consultant and the locally recruited National Consultant. Evaluation meetings/interviews were held with GEPG Regional, National Coordination Units (NCUs) and Sub-national Coordination Unit management and staff, national counterparts, stakeholder agencies and development partners. Additional information on synergies with other development partners working in the same sector, particularly within the same thematic area including the justice and governance, parliamentary supported programmes and the women's sector were sourced and evaluated.

Interviews and Focus Group Discussions

Interviews were conducted with key informants based on the list provided by the national and sub-national coordinating units and those identified by the Evaluation Team as forming part of the major stakeholders for the GEPG programme. This included government, political parties, TSM taskforce officials; UN Women and GEPG staff, community leaders, media, civil society representatives, BRIDGE facilitators/participants and donors. Elaborating on the TOR questions, ***sixteen*** prime and sub-prime interview questions and ***five*** focus group discussion questions were developed.

A total of ***98 interviews***[5] were conducted with purposely selected stakeholders. These in depth face-to-face interviews were supplemented by ***five focus group discussions*** held in the three countries visited. A further ***10 consultations*** undertaken in Fiji targeting current and former key programme personnel and major stakeholders of regional and international development partners. Table 1 shows the number of people, method and organisations consulted.

[5] Solomon Islands = 30 interviews; Papua New Guinea = 45 interviews (PNG = 25; Bouganville = 20) and Vanuatu = 22.

Table 1

	Total Numbers By Country		
Organisation Type	**Direct Interviews**		
	Solomon Islands	**Papua New Guinea**	**Vanuatu**
Government	8	8	5
CSOs	13	20	8
Political Parties	-	8	4
Donors	9	9	5
Total	**30**	**45**	**22**
	Focus Groups		
Govt & CSOs	20	8	4

Note:
1. Papua New Guinea includes Bougainville.
2. CSOs include media, research institutes.
3. Political Parties includes parliamentarians, councilors and government ministers.

The focus was on those who were impacted by the programme; through BRIDGE training, TSM and media support initiatives. Through direct contacts with those affected by the programme the Evaluation Team was able to assess the progress made towards outcome results that link to impact, that have taken place as the result of the programme intervention or the challenges that are affecting the progress of the programme.

During the interviews new issues raised or learnt were fed back into the questions asked to facilitate a more in-depth interview. Quality control measures were undertaken during the field interviews. At the end of each interview if time permitted or at the end of each day, the consultants analysed the interview(s). This facilitated a daily reflection and progressive focusing to inform subsequent interviews.

Throughout the interview each informant was asked to rank each of the evaluation criteria based on their own responses, reflections and knowledge. The ranking served to provide the evaluation and give a quick overview of the programme's performance. It also allowed for a quick comparison between the different prime issues and for the aggregation of overall portfolio performance data of the programme. Moreover, it helped to affirm the consistency of explanations provided and the quantitative measure and analysis of the responses provided. Rankings were clustered to facilitate analysis: between 1-2 (issues that are impacting negatively on the performance of the programme) and 3-4 (satisfactory/highly satisfactory).

Focus groups discussions were conducted by the National Consultants. One was held for Vanuatu and two held for Solomon Islands and Papua New Guinea. Focus group discussion questions were developed to gauge and assess the change in knowledge as a direct result of the BRIDGE training attended, what behavior change followed as a result, what participants have done with the information gained or lessons learnt (dissemination) and the reactions or responses received because of it. The focus groups targeted community leaders, youths, Civil Society Organisations (CSOs) and women's Non Government Organisations (NGOs). In the case of Solomon Islands the discussion was also attended by government officials who were not available for interviews due to competing work priorities. This tool provided an opportunity to garner additional information to add to the evidence

based evaluation as it allowed participants who are important stakeholders but who could not be interviewed, to share information and discuss views and perspectives of the GEPG and its activities. Despite the best attempts by National Consultants the focus group discussions were not well attended for Papua New Guinea and Vanuatu, the exception of Solomon Islands. This is partly attributed to logistics and cost of getting to the meeting venues on the part of the participants and their expectations for remuneration. Whilst the Team did not anticipate this, compensations were made for those who made the effort to attend in the case of Bougainville and Vanuatu.

The key questions detailed in the evaluation matrix provided the basis for the interviews (see Annex 3). The questions were made as specific as possible and questions were asked on each of the evaluation criteria.

Questionnaire Survey

Six evaluation questions were developed. In addition out of a total of **35 questionnaires** sent to the Northern Pacific countries and Kiribati (14 for FSM, 7 for Republic of Marshall Islands [RMI], 7 for Palau and 7 for Kiribati) only ***12 responses*** were received. The intent of the questionnaire survey was to give an opportunity to those who benefited from the GEPG activities, apart from the focused countries, to contribute to the evaluation of the programme. The tool was to add value to the evidence based evaluation and to collect data on important lessons learnt and future recommendations.

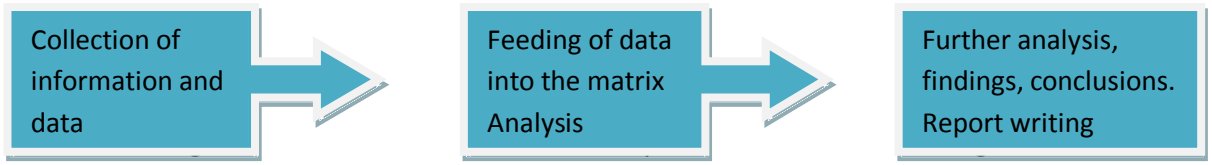
The survey was conducted on behalf of the evaluation team by (i) FSM based Human Development Programme (HDP) Gender Specialist of the Secretariat of the Pacific Community (SPC) for the Northern Pacific; and (ii) the Ministry of Internal Affairs for Kiribati. Basic information collected includes: 1) the relevancy/adequacy of the BRIDGE training in the context of their current work; 2) examination of ways in which knowledge and capacities obtained in the training have been used to influence gender equality in political governance; and 3) suggested ways of enhancing training courses so that they are more responsive to participants needs. The questionnaire was sent to participants via email.

Case studies

Case studies were planned to be directly connected to the country visits. Individuals interviewed and focus groups were to be used by the evaluation to try and identify stories for case studies. Case studies were to expand on the experiences, processes, challenges and lessons learned as the result of the GEPG programme intervention in relation to outcomes and impact and with a particular emphasis on BRIDGE training participants, the TSM initiatives and any other broad based structural, legislative and organisations/institutional reforms.

Synthesis and analysis phase

Overview of Analysis Process



Literature research
Inception Report
Development evaluation tools
Information & data collection
Information gaps & clarifications

Data input into data matrix
Data matrix anlaysis

Conclusions
Report Writing

The overall objective of the analysis is to provide some quantitative measure of the five criteria used to evaluate the programme i.e. relevance, efficiency, effectiveness, impact and sustainability. All information collected from the various tools used (interviews, questionnaire, focus groups, field visits, literature research) was combined to verify the information collected and underpin the arguments in the analysis. For analysis different organisations were categorised into major groupings[6] to facilitate analysis and to allow for quick comparisons between the different prime issues and for the aggregation of overall portfolio performance data of the programme. In this respect triangulation was used to cross-check quantitative and qualitative data collected and to distill data from the various tools used.

Rankings from individual interviews were processed through a data collection matrix (for internal use by the Evaluation Team) showing frequency distributions and possible relationships. The overall summary and individual countries' findings are presented in "table formats" and provide the frequency distributions and the percentage breakdowns calculated and linked back to the evaluation criteria. For the purposes of the evaluative analysis rankings from 1-2 are considered below average and 3-4 as acceptable (good or very good). The additional information derived from the desk reviews and focus groups discussions provide additional explanations.

1.7 Limitations and challenges

Several limitations and challenges were encountered in the process of executing this evaluation, including:

i. the work coincided with the end of the year leave for many of the staff in the key organisations and due to work commitments (travel duties) a full inception meeting was not possible with the reference group until a few weeks later;
ii. the difficulty in identifying and making contacts with certain key informants at the country level because they had either relocated, changed contacts or due to communication glitches meant potential interviewees in outer islands, highlands or rural areas could not be contacted because of the lack of reliable communication network;

[6] For example CSOs includes women's NGOs, media, corporate organisations, youth and churches; political parties: members of parliament and political parties.

iii. for the Micronesian sub-region, although the questionnaires were sent out in good time and follow-up phone calls were made there was little response and there seemed to be a lack of interest in the work or evaluation, even when explained. It was also challenging to try and link the BRIDGE and women in political governance as most thought the training was awareness work on election processes;
iv. the difficulty of isolating the specific GEPG role and contribution towards gender equality in political governance within the wider gender equality development efforts due to multiple actors (international and national) within the sector.
v. the lack of additional substantive information at the country level within National and Sub-National Coordinating Units to supplement and verify data and analysis. Most information provided was BRIDGE and TSM related. The scarcity of documented institutional learning by the programme and databases on pertinent information was observed; and
vi. the challenges encountered when trying to reconcile the original programme design, its intervention logic and what it had intended to achieve with what was actually implemented, and the overemphasis on BRIDGE training which, to a large extent, became the 'face' of the programme at the national levels.

1.8 Time frame

The evaluation started in February, 2012. The Team Leader held a number of meetings with the Regional Programme Manager and meetings were also held with the Deputy Regional Programme Manager. Field visits were made to Solomon Islands, Papua New and Vanuatu March – April 2012.

1.9 The Pacific Context

The Normative Frameworks

The Pacific Island Countries (PICs) as party to a number of international and regional conventions or commitments are committed to gender equality goals at all level decision making in all sectors. This includes the Convention on the Elimination of All forms of Discrimination (CEDAW) and the 1995 Beijing Platform for Action (BPfA). In addition PICs have endorsed key policy frameworks including the Millennium Development Goals (MDGs), the Commonwealth Plan of Action for Gender Equality 2005-2015, the Revised Pacific Platform for Action on Advancement of Women and Gender Equality (RPPA) 2005-2015 and the Pacific Plan. These policy frameworks emphasise the promotion of gender equality and encourage governments to take action to increase the participation of women in decision-making in political, public and private sectors, with the adoption of at least a 30% target for women's representation. While this is so, women are still largely underrepresented at most levels of government, including the national and sub-national levels.

As party to the UN, the 15 countries targeted by GEPG are committed to the 2011-2013 UN Women Strategic Plan's six priority goals which includes 'Women's Increased Leadership and Participation' in all areas of their lives. In addition, given the current political, economic and social environment within the Pacific and based on wide consultations, the United Nations Development Framework (UNDAF) adopted good governance and human rights as a priority area for the Pacific. The GEPG regional focus is also in line with the UN Security Council Resolution 1325 which calls for increased participation of women at all levels of decision making including in national, regional, and international institutions.

Gender Equality in Political Governance Context

In all 15 Pacific Island Countries under the UN Women mandate, women make up at least half of the electorate and have attained the right to vote. However, they continue to be seriously under-represented as candidates for public offices.

Factors existing as barriers to women's participation at decision making level include culture and tradition, religion, violence against women, lack of finance and lack of opportunities. The traditional working patterns of many political parties and government structures are also contributing factors. Women may be discouraged from seeking political office by discriminatory attitudes and practices, family and child-care responsibilities, and the high cost of seeking and holding public office. Other key barriers include low education levels, especially for women; lack of political knowledge amongst women; lack of training and lack of support for potential women candidates; and the perception of women themselves that politics is the domain of men.

As a result women are still largely underrepresented at most levels of government, including national and sub-national levels. On average, in 2008 only 2.5% of the members of parliament in the Pacific region were women (excluding Australia and New Zealand) - the lowest in the world. For Forum member Pacific Island Countries recent data shows that the average is 4.2%, excluding Australia and New Zealand[7].

Electoral Systems

Electoral systems play a vital role in facilitating women's entry into legislative assemblies. A range of electoral systems are used in the Pacific region, a legacy of its colonial history. In the Pacific the most commonly used electoral systems are First-Past-the-Post (FPP) and the Alternative Vote (AV) systems. Studies have shown that these systems are least favourable to women as compared to the proportional representational and the majority/plurality system of Block voting with multi-member constituencies which are found to be more favourable to women. This, however, is yet to be demonstrated convincingly where those systems do exist in the Pacific.

The Electoral Systems reforms focusing on electoral management and mechanisms are therefore critical for legitimate and transparent election processes that would contribute to an enabling environment that is conducive to women's participation.

Of the three countries visited for the field visits the following details are provided:

Table 2

Country	Electoral System	Total No of Legislators	No of women	Election Year
Solomon Islands	First Past the Post (FPP)	50	0	2014
Papua New Guinea	Alternative Vote (AV)	109	1	2012
Vanuatu	Single Non Transferable Vote	52	2	2012

Demography

Papua New Guinea, Solomon Islands and Vanuatu are the three largest islands in the Pacific. Papua New Guinea is the largest and most populous of all the Pacific Island Countries. There are hundreds of

[7] Lesley Clark and Charmaine Rodrigues. *Utilising Temporary Measures to Promote Gender Balance in Pacific Legislatures: A Guide to Options.* Suva, Fiji: UNDP Pacific Centre, 2009.

ethnic groups indigenous to Papua New Guinea. The total population in 2010 was about 7.1million[8], dispersed widely across the country, with an average growth rate above 2 per cent per year. Fertility remains high and as a result, the population has a very broad-based age-sex structure with about 40 percent under the age of 15.

Vanuatu is made up of more than 80 islands, 65 of which are inhabited. The country is spread over 12,000 square kilometers and many smaller islands remote from the urban centers. Vanuatu has a population of 234,023 with a population growth rate of about 2.3%[9]. Currently, about 76% of the population lives in rural areas, although rural–urban drift has led to an urban population growth rate of 3.5% per annum since 1999. Estimates indicate that by 2020 Vanuatu's urban population will exceed 25% of the total.

Solomon Islands is one of the largest countries in Melanesia, with a land area of about 28,000 square kilometers, comprising six large islands, dozens of smaller islands, and hundreds of islets and atolls. About 85% of the population of 528,000[10] is rural, living in widely dispersed villages of a few hundred persons.

The Socio- Economic and Political Context

A brief analysis on the socio-economic and political environment of GEPG is necessary to contextualise the implementation challenges or impacts of the programme in the PICs that it is mandated to serve, with particular focus on PNG, Solomon Islands and Vanuatu.

The Pacific Island countries face common challenges resulting from their small size, geographic isolation and natural disaster vulnerability. In general the region is experiencing high levels of hardship and lack of opportunities, slow economic growth and environmental degradation. The Forum Islands Countries achievement of the MDG is on the whole mixed, with the MSG countries lagging behind that of the Micronesian and Polynesian countries.

The bulk of the population in the PICs lives in the rural areas and has a mixed subsistence/cash income. With a few exceptions, the PICs have small industrial sectors and the majority of exports are natural resource based: agricultural marine (fresh and canned fish, pearls, seaweed), forestry (timber), and mining (gold).

Papua New Guinea

The economy of PNG is highly dualistic, with a natural resource-based export economy supporting a small number of people, and a subsistence/semi-subsistence rural economy supporting the livelihoods of more than 80 percent of the population. Rural livelihoods activities, including agriculture, support the majority of the population. A large proportion of the labour force is engaged within the village economy producing for their own subsistence on customary land along with a range of cash crops. Rural areas remain underprivileged in terms of physical infrastructure and access to financial and public services, which hinder agriculture growth and prospects in rural areas.

[8] SPC 2011 Population and Housing Census. (PNG male population was recorded at 3,663,249 (million) and female 3,396,404 (million)339,6404 females http://www.spc.int/sdp/

[9] Vanuatu National Statistics Office, 2009 Census of Population and Housing (119,000 males & 115,000 females), http://www.spc.int/prism/country/sb/stats/Social/Soc-Index.htm 13 May, 2012

[10] SI National Statistics Office 2008 (261,214 males, 245,778 females) http://www.vnso.gov.vu/ 13 May, 2012

PNG has had eight consecutive years of economic growth. Despite this, poverty incidence remains high (at about 50%), much public infrastructure is in poor condition, and human development indicators are low: Papua New Guinea is ranked 153 out of 187 countries in the human development index and the gender related development index (140 out of 187 countries)[11] compiled in 2009 by the United Nations Development Programme. A combination of poor infrastructure, low levels of human resource capacity, and prevalent gender-based violence constrain women's opportunities to realise their productive and economic potential.

Papua New Guinea has a constitutional parliamentary democracy. Papua New Guinea has three levels of government: national, provincial, and local. The 109 members of the House of Assembly) are directly elected from 20 provinces (18 for the provinces, and one each for the autonomous region of Bougainville and the National Capital District of Port Moresby) and 89 districts single seat constituencies. Papua New Guinea's politics are highly competitive with most members elected on a personal and ethnic basis within their constituencies rather than as a result of party affiliation. There are several parties, but party allegiances are not strong. Winning independent candidates are usually courted in efforts to forge the majority needed to form a government, and allegiances are fluid. There are 325 local-level governments (LLG): 40 urban LLGs and 275 rural LLGs.

Policy and institutional framework.
The Government of Papua New Guinea is committed to promoting and advancing gender equality in all spheres of life. Human Capital Development, Gender, Youth and People Empowerment is one of the key pillars of the Papua New Guinea Vision 2050. The National Policy for Women and Gender Equality 2011-2015, the National Gender Policy and Plan on HIV/AIDS, and the National Health Plan, 2011–2020 are initiatives to provide a stronger response to gender inequality and in particular family and sexual violence which is found to be pervasive within the country. While this is so, the institutional and technical capacity to implement gender responsive policies remains very weak. The Office for the Development of Women, which was originally intended to be independent, is still within the Department for Community Development, along with the Gender and Development Unit. They are underfunded and lack a coherent approach to addressing gender issues across sectors.

The Autonomous Region of Bougainville (ARB) is a special case with two tiers of government. The Autonomous Bougainville Government (ABG) has tried to merge both traditional political systems with the modern with the Council of Chiefs and the Council of Elders operating at the lowest levels of government. A bureaucratic anomaly currently exists where the ABG public service is answerable to the national minister while the ABG elected Ministers are left with no jurisdiction over the ABG public service. Currently there is no Gender policy to guide developments in the sector. In 2005 with the establishment of the ABG three seats were reserved for women. The two last elections (2005 & 2010) no female candidate has won on an open seat demonstrating the patriarchal attitude that continues to prevail.

Vanuatu
The urban economy is heavily dependent on tourism, property and construction, while the rural economy is primarily agrarian with subsistence farming as its focus and copra, beef, cocoa, and kava produced for export. Economic performance has remained strong in recent years. Nevertheless, Vanuatu remains a fragile country that is exposed to natural disasters, political instability, and global market volatility. There are tremendous gaps in the provision and operation of physical infrastructure,

[11] Gender inequality Index and Related Indicators http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf

particularly in poor and remote rural areas. Growth has reduced poverty, although it remains serious in urban areas. Many people suffer from "poverty of opportunity" in terms of a lack of access to basic services, jobs, and education, and a persistent struggle to mobilise sufficient cash to meet regular expenses.

Vanuatu has a parliamentary democracy system. Government and society in Vanuatu tend to divide along linguistic: French and English lines. In total there are 6 administrative provinces. The 52 members elected directly by the first-past-the-post system in single-member constituencies for terms of up to four years. Political conditions are often marked by shifting political party alliances due to a weak party system which poses risks to the sustainability of development accomplishments. Since 1992 there have been frequent changes to the government.

Women face a high risk of vulnerability in Vanuatu. While women have equal rights under the law, they are only slowly emerging from a traditional culture characterized by male dominance and a general reluctance to educate women. Many rural women in particular have little or no education, and with limited literacy or other skills, compounded by the limitations on economic life in remote areas, most have very few opportunities to earn cash or improve the standards of living for themselves or their families. Land inheritance is mainly patrilineal, and women have little access to credit. Despite efforts by the National Council of Women and development partners to boost their political participation, women have attained just one seat since independence in the national Parliament. Domestic violence against women is a serious and growing problem which has yet to be effectively addressed by the Government.

Policy and Institutional Framework

The Department of Women's Affairs was established in 1996 to drive and coordinate development efforts with all development partners and stakeholders to achieve women's advancement and empowerment and gender equality in Vanuatu. Through the Department for Women the Government of Vanuatu is committed to: mainstream a gender perspective in all Government policy development and implementation to achieve gender equality; create equal access to participation and decision making for women, children and people living with disabilities in the social, political and economic life of the nation; undertake integrated measures to eliminate all forms of violence against women; and ensure the effective operational management of the Department of Women's Affairs to better achieve its mission, vision and objectives through improved physical, human and financial resources and infrastructure. There is currently no gender policy or implementation plan in place to guide the operations of these broadly stated objectives.

Solomon Islands

The economy is based on primary commodities from agriculture, forestry and fishing with scarce alternative income-generating opportunities, especially in rural areas. The economy has become dependent on very high levels of foreign aid and unsustainably high rates of logging. The nation is steadily recovering from the civil conflict of 1999–2003. The underlying causes of the civil conflict—uneven regional development, mal-distribution of public resources, land issues and a rising youth population with little education and poor job prospects—are yet to be addressed successfully. Since 2010 Solomon Islands has consistently returned a positive growth. This economic growth is expected to level out by 2014 as growth in logging outputs decreases due to exhaustion of the native forest. Solomon Islands continues to be hampered by poor maritime shipping and air services, and limited, poor quality road networks, all of which constrain the delivery of basic social services and access to economic opportunities.

Solomon Islands has a parliamentary democracy system. There is currently three tiers of government, national, provincial and local. The national parliament comprises 50 members elected for a four-year term under a first-past-the-post system in single-member constituencies. In total there are 10 provincial level governments (9 provinces and Honiara City). Political instability and poor accountability and transparency in the government remain, fuelled by weaknesses in the institutional environment. These weaknesses have undermined the effectiveness of government, which in turn has slowed economic growth and continues to restrain economic prospects severely. While there are a number of political parties in place these are weak and forming highly unstable parliamentary coalitions. Governments are subject to frequent votes of no confidence and government leadership changes frequently as a result.

Policy and Institutional Framework

Through its National Development Plan the government is committed to achieving gender equality. The Ministry of Women, Youth and Children's Affairs (MYYCA) was established in mid-2007, created from a division under the Ministry of Home Affairs. The National Council of Women is an umbrella organisation representing women's groups. The MWYCA in partnership with women's civil organisations is responsible for the advancement women's position in Solomon Islands. Neither the ministry nor the council has sufficient funding, although both endeavor to promote gender equality and advocate for improvements in women's access to services and resources. In 2010 the "National Policy on Gender Equality and Women's Development" was developed by the Ministry of Women, Youth and Children Affairs. Other complementary initiatives include a specific Policy on Eliminating Violence against Women developed by the government of Solomon Islands and the "National Education Action Plan 2010-2012" which aims to provide universal access to quality basic education for all. The plan also aims to reduce gender disparity in education in particular in rural areas to advance the position of women.

PART B

2.0 OVERVIEW ANALYSIS AND FINDINGS

The findings of the evaluation are presented in this section. It is organised into five different parts corresponding to the five evaluation criteria:

(i) Relevance – the extent to which the programme's objectives to meeting the real needs of its target groups and beneficiaries at the country level, and consistent with regional and global priorities

(ii) Efficiency – sound management and value for money (efficiency of implementation); how well activities/inputs converted into results (outputs); how well activities transformed the available resources into intended results (outputs) in terms of quantity, quality and timeliness

(iii) Effectiveness – the extent to which programme's objectives have been achieved

(iv) Impact – how the programme objectives have been achieved as intended; as presently implemented the programme's likely contribution to the overall goal

(v) Sustainability – whether the benefits are likely continue after the programme is terminated.

Table 3 shows the overall percentage breakdown of ranking scores of the respondents interviewed for each prime issue (relevance, efficiency, effectiveness, impact and sustainability) in respect of all countries visited during the field visits. Evidence collected from interviews and rankings (provided by interviewees), focus group discussions, desk analysis and questionnaire surveys were triangulated to

provide evidence base and to verify and support analysis and findings on the situations found in each country during the field visits. This is further broken down in terms of each prime issue under each country and discussed separately.

The ranking by respondents, from each country visited, is consistent for all the prime issues evaluated. Evaluation findings suggest that at the design level the programme is relevant in meeting the countries' needs and priorities of its stakeholders. Specific country examples are used to back up the analysis.

Table 3

OVERALL (Solomon Is, PNG, Bougainville & Vanuatu) Total Interviews = 98					
Ranking	**Relevance %**	**Efficiency %**	**Effectiveness %**	**Impact %**	**Sustainability %**
4	12	5	10	5	1
3	61	35	23	20	5
2	9	39	43	41	50
1	4	2	6	15	25
n/r	14	19	18	19	19

2.1 Relevance

This section evaluates the extent to which the programme's objectives have remained relevant to meeting the real needs of its target groups and beneficiaries at the country level, and consistent with regional and global priorities.

Finding 1: The programme continues to be relevant in the Pacific Island countries context including Solomon Islands, Papua New Guinea and Vanuatu.

GEPG operates in a challenging environment where women, due to culture and tradition, religious practices, violence against women and lack of opportunities, continue to be marginalised in all areas of decision making. The traditional working patterns of many political parties and government structures are also contributing factors. In spite of the ratification by Pacific Island governments of a number of international and regional instruments, women continue to lag behind and are underrepresented at all levels of decision making. The intervention logic of targeting capacity building for women, institutional strengthening for mandated organisations and building a broad base support for women's participation are considered necessary ingredients for increasing the participation of women at the political governance level. In addition the GEPG programme in responding to the need to increase women's leadership and participation in all areas that affect their lives is clearly articulated under the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Beijing Platform for Action (BPfA) and the Millennium Development Goals (MDGs). The programme is also found to be relevant under the key UN frameworks/instruments, the UNDAF 2008-2012; UN Women strategic plan, CEDAW and Security Council Resolution (SCR) 1325.

The programme was also found to be supportive of development partners' policies and strategies including: (i) "Equal participation of women in decision making and leadership, including in fragile states and conflict situations" a key outcome under the Gender Equality Policy[12] of the Australian Aid Programme; (ii) gender equality as a cross-cutting issue, a priority thematic area under the New Zealand Aid Programme[13]; (iii) European Union (EU) five year Gender Strategy (2010 -2015)[14] for promoting equality between men and women; (iv) United Nations Development Assistance (UNDP) Gender Equality Strategy (2008 – 2011); United Nations Development Assistance Framework (UNDAF) in the Pacific.

At the regional level the programme is supportive of the Pacific Platform for Action (PPA) and the Pacific Plan. Under these regional frameworks the participating countries are committed to gender equality, including gender equality in political governance.

With regard to relevance at the national levels, the programme is supportive of the 'National Gender Equality and Women's Development Policy wherein the Government of Solomon Islands through the Ministry of Women of Women, Youth, Children and Family Affairs has identified as a priority outcome 'Women in Leadership and decision making' and has established a taskforce to oversight the implementation of the policy outcome. In Papua New Guinea the programme is consistent with Vision 2050, National Policy for Women and Gender Equality (2011 -2-015) and the Implementation Plan setting out the strategies and indicators for an increased number of women in key decision-making including public and private sectors. Through the Department for Women the Government of Vanuatu is committed to mainstreaming a gender perspective in all Government policy development and implementation to achieve gender equality and create equal access to participation and decision making for women.

A number of events happened during the life of the programme: Institutional changes at the global level from UNIFEM to UN Women and the subsequent realignment at the sub-regional levels, including the Pacific, of programme outcomes; and political instability experienced in the focus countries including Solomon Islands, Papua New Guinea and Vanuatu – some of which are yet to be resolved. These various challenges have not altered the relevance of the programme but moreover have pointed to the continued relevance of the programme.

The interviews held confirmed the relevance of the programme. Table 4 shows the frequency distribution of the respondents' ranking scores. Of the 98 stakeholders interviewed during the four field visits, a total of 73% ranked 3 - 4 the prime issue of relevance, confirming the relevance of the programme's goal and objectives as consistent and supportive of regional and government sector policies and responding to the target groups needs. Of these, the majority were civil societies (30%), followed by political parties (11%) with government (17%) and donors 1%. A total of 13% ranked the programme relevance between 1-2. The Evaluation Team found that amongst this group there is limited knowledge of the overall programme goal and objective and/or the country's obligations

[12] Gender Equality in Australia's Aid Program – why and how http://www.ausaid.gov.au/publications/pdf/gender_policy.pdf

[13] New Zealand Aid Programme: International Development Policy Statement: Supporting Sustainable Development :http://www.aid.govt.nz/webfm_send/3

[14] European Union Employment, Social Affairs and Inclusion : http://ec.europa.eu/social/main.jsp?catId=89&furtherNews

under the various regional and international instruments. A further 14% did not provide any ranking, stating that their knowledge of the intervention logic underlying the programme goal and objective was limited or the only GEPG activity they were exposed to was BRIDGE. Consequently they could not assess the appropriateness of the intervention logic or the support by stakeholders.

Table 4

OVERALL (Solomon Is, PNG, Bougainville & Vanuatu) Total Interviews = 98					
Ranking	**4**	**3**	**2**	**1**	**n/r**
Relevance %	12	61	9	2	14
Frequency Distribution	12	60	10	2	14

Finding 2: Based on the wide consultations to develop the programme design, GEPG identified relevant stakeholders (NWMs, media, political parties, electoral commissions and male advocates) and partnerships.

Based on wide consultations the programmatic intervention areas and relevant stakeholders were identified. NWM, CSOs, parliaments, local government, electoral institutions and political parties were identified as leading the change towards gender equality in governance. The adaptation of programme outcomes did not alter stakeholders' identification.

In 2006 (then) UNIFEM Pacific developed a concept paper on Citizenship and Leadership underlining new directions for building ownership of programmes to increase women's parliamentary representations. A phased approach with two specific levels of activities were identified: 1) community and grassroots women and citizens leaders education and mobilisation; and 2) national and local activities to support women's elections and nominations into formal and political positions, along with activities to create an enabling environment for women's participation in political governance. There was wide spread support by countries and national and regional organisations including the targeted stakeholders.

2.2 Efficiency

This section assesses the efficiency of implementation of the programme. How well the various activities transformed the available resources into the intended results in terms of quality, quantity and timeliness and how well the programme has achieved its results and its contribution to the programme objectives. Value for money.

Desk research findings supported by interview analyses indicate that GEPG has contributed to: (i) the increase in awareness for gender equality in political governance and TSM within the countries targeted; (ii) raising the level of discussion on TSM at the highest level of government as in parliaments and Cabinets; (iii) the increasing number of male advocates for gender equality especially amongst those who have undergone BRIDGE training; and (iv) an increased knowledge of electoral processes and their implications on equal political participation as a result of the BRIDGE training. However, as pointed out by a number of informants a number of and administrative and institutional

challenges were experienced. These posed challenges on the efficient implementation of the programme.

These challenges are in part attributed to the UN Women systems and processes and the lack of proper planning in the design of the programme whereby insufficient time was allocated to set-up offices and recruit staff, which affected the delivery of activities at the start programme.

Programme Mangement

Finding 3: UN Women/GEPG internal processes have posed challenges with regard to programme management. There is need to further review and reflect to improve future institutional and management programming processes.

Personnel management

The staffing levels at the national and sub-national offices are considered sufficient given the level of funding received. However, in terms of efficient and effective coverage for such wide geographical area as covered by GEPG, this is limited. Placement of staff at national and sub-regional levels is a strategic move by GEPG that needs to be considered for other Pacific sub-regions.

The delay in staff recruitment at the beginning of the programme caused delays in the implementation. At the national and sub-national levels GEPG has a complement of two staff: 1 national or sub national coordinator and 1 support staff to manage the programme at these levels. The decision to locate and open offices at the national and sub national levels are highly appreciated by relevant stakeholders, however it has happened without the full decentralisation of authority of programming processes. High staff turnover has been experienced in Papua New Guinea and plans to open offices in Goroko for the Highlands and Central Province have been shelved due to security and financial considerations. The time lapse between recruitments and the lack of proper handing over with incoming incumbent left to 'find her way around' has also affected programme implementation to some extent.

Most management and operational decisions are made remotely in the Suva Regional Office with consequent effect on the efficient and effective operation at national levels. GEPG officials consulted in the field, both former and current, stressed the need for quicker and more flexible responses to national situations, particularly in the focus countries where political conditions are quite fluid. The issue of the Regional Office giving space and acknowledging advice on the ground, given the proximity of the national GEPG officials and others who may be better positioned to assess the situation, was raised on a number of occasions. UN Women management and GEPG country officials pointed to the absence of clear operational guidance in place to facilitate implementation. This points to the need to better clarify and harmonise the lines of responsibility and accountability for GEPG national and sub national officials where the GEPG Regional (Fiji) and UN Women Country Office managements are concerned, to facilitate better working relationships and efficient and effective delivery of services.

Financial Management

Over the programme period (2008 – 2012) a total of USD5,503,7565.98 was received by the programme[15]. Annual reports submitted were accompanied by the financial reports. The funding

[15] AusAID= USD5,195,778.98; UN Women=USD307,787 (a shortfall of A$605.00 to be sourced from other partners).

supported human, operational and programme activities. Feedback received from GEPG staff on the level of funding received is that it is low considering the geographic areas covered and the challenges faced in reaching out to rural communities due to the remoteness of some of these islands, the lack of reliable transportation and communication services. At A$6million dollars this translates to A$1million per year for 15 countries.

Delays in approval processes for the disbursement of funds was raised by a number of stakeholders including BRIDGE facilitators, participants and GEPG staff at national levels. This has had a negative effect on the programme on a number of occasions. The approval processes are too cumbersome and lengthy. A number of logistical challenges were experienced in the set-up of national and sub-national offices including the frequent delays in the disbursement of funds.

Feedback received from stakeholders interviewed, including GEPG staff, BRIDGE facilitators and participants (with the exception of Bougainville) confirm that this is an issue that continues to plague the implementation of the programme activities at the national levels and indicates the need for better and improved administrative and financial mechanisms and processes to be in place. For example the undue delay in the release of funds for BRIDGE training in a number of instances has impacted negatively on the logistics and image of the programme. In certain instances this has resulted either in workshops deferred or a desperate dash for last minute preparations, affecting the quality of the output as well as the participants/facilitators attending the workshops. GEPG staff interviewed noted the general reluctance of some vendors to provide services due to the delay in payments. At the time of the field visit at least one vendor in Vanuatu was still not paid for services rendered in 2011 (3 months later).

Case study 1 illustrates the challenges experienced with regard to UN Women/GEPG internal processes on programme management.

Case Study 1:

It must be mentioned very that little notice was given to me for this huge and important responsibility to facilitate and conduct the training. In fact, I was given and made aware of this pleasant task on the evening before (Sunday 28 August 2011) that I would be responsible for the conduct of the workshop next morning hence the day-to-day approach undertaken to fulfill the "tall ask" without too much notice at all. The second facilitator joined me on the afternoon of the first day, which helped a great deal with the preparations and delivery of the units.

Given my experience, skills and knowledge, and standing in the community the remuneration accorded to me was an insult and injustice to the foregone and moreso the positive and successful conclusion of the workshop. A review of the decision based on Government rates is necessary to segregate and differentiate and remunerate appropriately non-government personnel.

The administration, coordination and management of the workshop before and during the activity left a lot to be desired. The timing of the workshop was perhaps not the best or appropriate as there were a number of activities which occurred concurrently, and planning and preparation for the workshop was not accorded the importance, time and effort it deserved. Had it not being for the experience, skill and knowledge of the facilitators who exerted a lot of energy, time, effort with sleepless nights the workshop would have been a "write- off" and unsuccessful at its best.

BRIDGE has all the necessary activity checks and this are well documented and easy to follow and implement. As for the workshop that was, all in all things could have been better. There is certainly a lot of room for improvement and it is of paramount importance and necessity that these deficiencies must be addressed and rectified before the office undertakes another training activity if it is to be successful. In order to achieve this positive result, it is further recommended that teamwork, liaison, cooperation, knowing and fulfillment of one's own responsibilities before, during and after a training activity must be in order regardless of whatever other obligations or commitment they might have and communications and consultations between all "customers" both internal and external without fail must be "alive" and ongoing starting before, during and after the training activity.

BRIDGE Facilitator

The Evaluation Team collected evidences of GEPG staff having to use internet cafes for internet services, and using their own personal (mobile) phones to make official telephone calls because no budgetary provisions had been made. A number of BRIDGE participants reported either they were not properly paid or paid very late during the workshop sessions. GEPG officials interviewed confirmed that they have had to personally incur the expenses for workshops or official visits before being reimbursed - which in itself is problematic due to unclear official procedures or instructions to guide staff on this matter. As evident from the interviews, a contributing factor is the lengthy extended time taken to apply and receive financial disbursements from the Suva Regional office. It was also noted by the staff that adherence to UN Women financial guidelines were not followed on a number of occasions. For example the requirement to obtain three quotes for proposed activities before selection is done, is often compromised. Notably two of the GEPG support staff interviewed noted that they do face challenges because they not have been trained in financial management aspects of UN Women.

There is a need to consider decentralising some of this decision making authority to national offices to facilitate efficient operation of the programme. The process approvals of funds also need urgent attention to facilitate delivery of results.

Monitoring

During the desk phase the evaluation team reviewed a number of documents including the annual progress and corresponding financial reports, risk management matrix, the original logical framework matrix (LF), the revised GEPG monitoring and evaluation matrix and terms of reference (TOR) for Regional and National Steering and Technical Advisory Groups.

Monitoring and evaluation, according to interviewees, are not systematic and continuous and are only done during reporting time. At field level it is hard to find solid basis of data and information for analysis and to track changes in results over time. Most of what is contained at the field offices level are BRIDGE related materials and efforts in some instances to source information proved difficult or even futile for the evaluation team. GEPG staff interviewed regard the filling out of these DRF matrixes as a response to administrative logic instead of a strategic approach to monitoring and evaluation, as aptly put by two of the GEPG staff: 'it is something that we do because it is the donors requirement'.

The resignation of the M&E specialist has compounded this problem and compromised the capacity of GEPG to conduct quality research, develop and disseminate new knowledge to inform and strengthen work on gender equality in the context of governance across the Pacific Island countries. The Team was informed that the process is in place to recruit an M&E specialist to be based at the Regional Office which would address these problems.

Monitoring and evaluation frameworks in the programme design included the setting up of various steering and technical advisory groups at regional and national levels to assist in providing guidance, strategic direction and technical advice on the implementation of the programme. At the regional level the Regional Steering Group and Regional Technical Advisory Group were found to be working, but how effective the groups have been in terms of reviewing and monitoring functions of the programme's processes and outcomes and exploring continuous synergies with other regional programmes is not conclusive, particularly in light of the feedback received from the stakeholders in each country. Continuous monitoring and evaluation of the programme at the national levels also suffered a setback due to the non-establishment of National Steering Groups (except in Vanuatu) and Technical Advisory Groups (TAGs) which were meant to provide on-going reviews of the programme's implementation and performance monitoring including outcomes and results.

GEPG needs to invest in monitoring, both in staff and finance, if it is interested in tracking results in a consistent manner. The current staff complement at the national and sub national offices does not allow for this given the competing demands and the lack of expertise in this area.

Partnerships

GEPG has engaged in a number of partnerships at regional and national levels. These partnerships are either managed through activities or outputs or with the intention of achieving long term results. Examples of partnerships managed through activities include: 1) Pacific Island News Association (PINA)

Conference[16], the sub regional workshop in Pohnpei[17] and the national workshop in Kiribati on 'BRIDGE and Elections'[18]. For long term results GEPG has collaborated with the Pacific Forum Secretariat with technical staff support to develop the Small Island States (SIS) Action Plan on Women in Decision Making. In some cases such as 16 Days of Activism, the partnerships were one off activities.

The signing of the Memorandum of Agreement (MOA) with civil societies such as IPPCC was an attempt to facilitate and manage a meaningful joint programming relationship. However, as revealed during the interviews this collaboration has floundered and the MOU signed between the two parties is said not to be working. Collaboration with the University of the South Pacific (USP) to develop the 'Introduction to Journalism – Gender Module', when completed, is yet another important activity that would contribute to sustainable impact.

On the whole it was found that working relationships with major stakeholders such as the national women's machineries (NWM), political parties, election offices and CSOs are weak and are not marked by serious policy dialogue engagements. In Bougainville it was observed that GEPG is not working with either the Department of Community Affairs or the Electoral Office – a missed opportunity to become an important change agent in an area where there is no proliferation of development partners. In Vanuatu collaborations with the Department of Women's Affairs is minimal. This dilution in partnerships and collaborations is related to the internal political will of GEPG at the regional and national management levels and in these various agencies to leverage such collaborations for the benefit of the women of the Pacific.

To capture higher level results GEPG needs to strengthen partnerships that would contribute towards longer term impact with relevant stakeholders, that go beyond BRIDGE trainings and relationships that are managed through activities and/or outputs. This also necessitates a stronger political will at GEPG regional and national management levels to leverage policy dialogue for effective partnership engagements. GEPG national and sub national offices need to be proactive and to identify opportunities for further interventions and collaborations. Also linked to this are the limited staff complement in each of the national and sub national offices.

Coordination

Documentary evidence shows that a concerted effort was made by GEPG at the beginning of the programme (2008/2009) to collaborate with other stakeholders for better synergies. For example, at the regional level, collaborations with PIFs and UNDP. This collaboration with development partners, however, has been inconsistent and unsustainable. There is an absence of strategy and procedures to systemise the consideration of such collaborations in its activities. Most development partners and regional organisations consulted during the evaluation, within Fiji and at country levels, showed limited (current) synergies with the GEPG programme. The Evaluation Team observed examples where other development partners are delivering training programmes or workshops at national levels targeting (potential) women in leadership. The Australian Electoral Commissions (AEC), under its

[16] Vanuatu July 2009 Pacific Islands News Association (PINA) conference (One Day BRIDGE "Media and Elections" training)

[17] BRIDGE Workshop "Gender & Elections" Northern Pacific (Palau, Federated States of Micronesia (FSM), Republic of Marshall Islands (RMI))

[18] BRIDGE Workshop "Gender and Elections", for Members of Parliament of Kiribati Parliament, including former President(s) and some Ministers

Electoral Strengthening Support Programme (ESSP) has been supporting and carrying out BRIDGE training with the Electoral Commission offices in specific Pacific Island nations; the Centre for Development Institute (CDI) is delivering training on Women in Leadership (WIL) and was in PNG, during the evaluation field visit to conduct similar training for 16 potential women candidates. These are examples of real opportunities not taken advantage of by GEPG to collaborate, create synergies and achieve value for money, particularly when some of these entities are also funded by AusAID. Collaboration with UNDP has dwindled and the same can be said for other regional organisations and donors. This state of affairs is a reflection of weak aid coordinating mechanisms of the governments targeted but it also calls into question the role of GEPG and other development partners' commitments to aid effectiveness under the Paris Declaration for better synergies and collaborations.

Table 5 shows below the frequency distribution of the respondents' ranking scores. Evaluation findings suggest that overall on the issue of efficiency of implementation GEPG has not performed particularly well. Of the 98 stakeholders interviewed 40% (government 9%, CSO 18%, political parties 4%, donors 9%) considered that the programme had performed highly satisfactorily. In addition, 41% of the total respondents indicated that there were problems with the implementation and issues need to be addressed or needed major adjustments to the implementation of the programme. A further 19% did not provide any ranking. Most of these informants noted that BRIDGE training was the only activity that they were exposed to or there were result issues that needed to be addressed.

Table 5

OVERALL (Solomon Is, PNG, Bougainville & Vanuatu) Total Interviews = 98					
Ranking	**4**	**3**	**2**	**1**	**n/r**
Efficiency %	5	35	39	2	19
Frequency Distribution	5	34	38	2	19

2.3 Effectiveness

This section assesses GEPG's success with outputs to achieve the programme outcomes (results). In the absence of the overall logical framework setting out the objectives and expected results the Evaluation Team has had to rely on the Monitoring and Evaluation Matrix, Annual Reports, Results Matrix showing the multiplier effect as well as the Annual Working Plan (AWP) showing activities. Full baseline surveys were not carried out at the beginning of the programme and even though these were carried out between 2009 -2011 the results were not used to underpin the output or outcome indicators. Systematic tracking of data in relation to some of the indicators were not done by GEPG.

2.3.1 Result Base Management

Finding 4: There is need for the programme to develop a clearly defined results chain in a logical framework based on the revised outcomes to track changes over time and progress made towards the programme objective and goal.

The desk research analysis and interviews/discussions held with UN Women/GEPG officials confirm that the programme design may have been too ambitious, a clear case of trying to do too much within a short time frame (5 years) given the lack of capacity of relevant stakeholders and the assumptions that policy and institutional environment are already in place to facilitate the establishment of GEPG at the national and sub national levels.

Logical Framework - The GEPG programme is aligned to Result Based Management (RBM) where results are supposed to be logically linked from inputs to outputs, outcomes and the eventual achievement of the goals. In 2010 the programme outcomes were realigned to the global and sub-regional strategies. A revised LFM to guide implementation and monitoring was not developed. In the absence of the LFM, the Monitoring & Evaluation (M&E) Matrix, Annual Report and Annual Work Plans (AWP) were referred to and provide the vertical and horizontal logic of the programme and the indicators of results achievement. This has been one of the challenges for the evaluation - trying to reconcile these various documents including the original LFM with the M&E Matrix outcomes. Under the revised outcomes in the M&E Matrix, certain outputs were retained. Activities are identified in the annual workplans which makes benchmarking against the overall programme plan difficult.

Baseline Targets and Surveys: Three Baseline Surveys were conducted between August 2010 and April 2011. This was mid way into the implementation of the programme making it difficult to assess change in progress over time or measure performance during the evaluation. In addition, the baseline survey results are not used or linked to the output indicators[19] in the M&E Matrix or to identify entry points for the programme. Other baseline surveys identified in the M&E matrix have not been carried out. Some indicators are expressed in percentages which imply a baseline indicator was important to determine the change over time. There is no data systematically tracking changes over time. This is reflected in the GEPG two Annual Reports produced in which there is no percentage increase reflected but whole numbers.

Achievement of outputs and progress towards outcomes

The extent to which the outputs are progressing towards outcomes is examined with reference to the revised GEPG Monitoring and Evaluation matrix and additional qualitative data information derived from the evaluation matrix. Outcome is change at a higher level of the results chain that is dependent on a range of actors other than those directly implementing the GEPG programme. Therefore it is at the output level that attribution to GEPG is assessed and its contribution to outcome within the strategy that was adopted – working in partnerships with a host of stakeholders at various levels and sectors.

The following analysis is discussed as follows: Progress towards each outcome is discussed with stated findings followed by a discussion of achievements or challenges.

Outcome 1: Community level education in "Democracy, Governance and Election" generated broad based support for women's active citizenship and leadership and an increased demand for gender equality in local governance

[19] Revised GEPG Monitoring and Evaluation Matrix February 2010

Outputs: • Building Resources in Democracy, Governance and Elections (BRIDGE) customised to local and national political reality and implemented by GEPG, local NGOs and government; • Knowledge built and disseminated on women's on women's citizenship, leadership and gender equality in local governance;	Baseline (2008-2010): • Total of 617trained in BRIDGE (295/F & 322/M: 2010 • Tft – total: 74trained (42/F; 14/M):2008-2010 • Solomon Islands: 147; Papua New Guinea: 137; Vanuatu: 235; Fiji: 51; RMI: 27; SIS: 20 (2010) • No indicator given

Finding 5: GEPG has made important contribution towards increasing public support for gender equality in political governance for duty bearers and rights holders through BRIDGE trainings. This however, must be complemented by other approaches to build capacity for sustainability.

To a large extent progress towards *outcome one* has been achieved through a number of BRIDGE trainings conducted in the focus countries (Solomon Islands, PNG & Vanuatu) and other regional workshops undertaken in other Pacific sub regions to raise awareness and gender sensitise government, community and private stakeholders. This has resulted in an increased knowledge of electoral processes and their implications on gender equality in political participation, the challenges that face women aspiring to political participation due to the type of electoral systems adopted in Pacific Island countries, and the role of electoral management bodies (EBM) and political parties as duty bearers. Training, however, is not end in itself and must be accompanied by other measures to ensure local ownership and sustainability. This includes building capacities of relevant partner organisations to integrate gender equality considerations into the review of electoral laws, political party and media policies.

GEPG has provided technical and financial support in the conduct of BRIDGE training. Informants have expressed satisfaction with the contents and the quality of the training. Beneficiaries of the training at different levels have acquired knowledge and skills on a range of topics including gender and elections, media and elections, leadership and election observers. As claimed by many of the BRIDGE participants interviewed, the training motivates women to contest elections and is generally an empowering experience. In terms of multiplier effects there has been mixed responses. Certain informants have used the knowledge acquired through training and have replicated the training in their various local communities whilst others have not been able to, citing the lack of follow up by GEPG and resources as reasons. The achievements made in the Kundiawa/Gembogle by-election demonstrates the effectiveness of training when the 'right' participants are targeted, resulting in gender equality issues integrated into the organisational systems and processes as highlighted in the following case study.

Case Study 2

Promoting Gender Equality- By-election Manger Simbu Mr Steven Gore Kaupa

After attending the Gender Elections Module in 2010, the Provincial Council Election Steering Committee, of which Mr Kaupa was a member, made recommendations to the PNG Electoral Office to include women in the election processes. In 2010 for the first time women were involved in the election processes in the Kundiawa/Gembogl by-election. Ms Vero Onguglo became the first Assistant Returning Officer selected. A total of 107 women were engaged as presiding, assistant presiding or polling clerks – a first in the history of the province. Separate polling booths were built for men and women which was a success.

The approach of training the facilitators (TtF) has been effective in the achievement of outcome results. Some of the TtFs have taken the initiative and have rolled out the training in their various provinces or organisations.

Case Study 3 & 4:

SOLOMON ISLANDS: Individual BRIDGE Facilitators Take Initiative

Several trained individuals have taken the initiative to run training/awareness programmes within their networks or at the request of external stakeholders at the provincial and community levels after completing training through BRIDGE.

One of the facilitators (Ms Barbara Unusu) conducted gender training in the context of gender mainstreaming, combining it with civic education and HIV awareness for male participants in Gizo, Western Province In 2011.

The Malaita Provincial Women's Desk Officer co-facilitated in the institutional capacity training workshop conducted by SINCW for Women's Resource Centre (WRC) stakeholders. She also initiated and negotiated with the Malaita Provincial Government to introduce three (3) regional seats for women in Malaita. The discussions are still at an early stage but the trainer was able to proactively pursue quotas after having gone through the BRIDGE training and has also been invited to various WISDM meetings/conventions where TSM was discussed.

In terms of impact, however, the reported successes will only become evident in the up-coming 2012 elections in the case of Vanuatu and PNG. In Bougainville, BRIDGE appeared to have made an impact in some attitudinal change but whether this is strong enough to bring about change of behaviour is too early to tell[20]. Informants interviewed, participants and facilitators alike, raised the need for BRIDGE Gender modules to be contextualised into the national context to take into account the specificities of the local realities. BRIDGE trainings have been achieved but as highlighted by informants, the core campaign which is "gender equality in political governance" has not reached rural communities, undermining public support for the campaign to increase women's political representation. With some exceptions, as is the case with certain provinces in Vanuatu, stakeholders interviewed emphasised the need to stimulate public demand at the local government and community level because this is where the concentration of voters are to be found. GEPG can strategically position itself, in collaboration with other development partners, to leverage political will and implementation at local government levels. The approach to focus on local level government would allow for progression of leadership and more inclusion of women at the decision making levels and to have an impact at the national levels.

Finding 6: GEPG to strengthen the media and communications functions of the programme including the need for more knowledge products to be published in both academic and popular formats.

Knowledge products published in accessible formats have been achieved to some extent. A number of initiatives have been undertaken including the production of "Women in Pacific Parliaments

[20] A more in-depth study would be required to confirm the level of change and actual impact experienced after the elections.

Documentary" and women's political journey in Bougainville and Solomon Islands elections has been filmed.

Knowledge products to inform development in the area of gender equality in political governance that is specific to the Pacific is still lacking. GEPG needs to invest resources in this area, including staff and finance, to facilitate shared knowledge and experiences across the region and facilitate evidence-base development priorities for the Pacific region. In terms of programme advocacy and capacity building for media organisations, GEPG needs to recruit a full time Media and Communications Officer to adequately address this area. At the time of the evaluation the current incumbent was engaged on only a part-time basis.

Outcome 2: Gender Equality advocates demanding constitutional and legal amendments for the adoption of the Temporary Special Measures (TSM) to increase political representation of Pacific women and develop their capacity for accountable leadership in parliament.

Outputs:	Baseline:
• TSM demanded by women's CSOs and national government to increase women's representation in national and local governments	• No indicator given
• GEPG to encourage partnering with international Parliamentary Union, Commonwealth Parliamentary Forum and Centre for Democratic institutions & UNDP's parliamentary programme to offer specialised training for women MPs	• No indicator given
• Lobby and introduction of TSM undertaken to increase the use of reserve seats for women, and on quotas and other special measures to promote women's political participation	• PNG – 1 elected seat (2012)[21];Vanuatu and Solomons Islands – 0 seat
• Baseline and monitoring research undertaken on women's representation in national and local government resulting from both elections and special measures.	• No indicator given

Finding 7: Increasing demand for gender equality in political governance is evident. However collaborations for capacity building and baseline research at local government levels to be strengthened.

To some extent progress towards the achievement of outputs for outcome two has been achieved. GEPG has contributed to raising the level of awareness at the decision making levels with the discussion on Temporary Special Measures (TSM). Through the BRIDGE training, partnerships are built with NGOs, provincial women leaders and trainers for collaboration on TSM and civic education to raise awareness regarding increased political participation of women.

In PNG, technical advice to the various working groups, meetings and workshops include: 1)Options Paper provided to Organic Law on the Integrity of Political Parties (OLIPAC) symposium and 2)

[21] I women member now retired from politics.

Technical working group on TSM to initiate the process of reserved seats at the national parliamentary level. In Solomon Islands technical advice was sought from GEPG to discuss suitable TSM options to be introduced prior to the 2010 elections. GEPG provided technical expertise and advice to the Micronesian Legislative Conference and the Cook Islands Pacific Parliamentary Assembly on Population and Development – Forum of Presiding Officers and Clerks Conference (PPAPD-FPOC). All these initiatives have contributed to raising awareness at the national and regional levels on TSM. Informants highlighted that there is now increasing public discussions on TSM due to the demand by women and men leaders for gender equality in political governance.

Informants interviewed highlighted that partnerships with other international development partners is weak. Some attempts were made at the beginning of the life of the programme, however this has not been consistent and needs to be strengthened. It is widely acknowledged that development needs including gender equality in political governance requires a mulitfaceted response and collaborations of different donors - one donor cannnot achieve it alone.

Finding 8: GEPG to strengthen and nurture strategic partnerships future programming. The GEPG engaged strategic partners that will need to be nurtured in future programming.

GEPG needs to continue to sustain and capitalise on the gains made so far through continued media campaigns and facilitating public debate on the issue. Engaged strategic partners such as Papua Hahine need to be nurtured in future programming. The organisation has continued using skills and knowledge from BRIDGE in the training of potential women candidates managed by the Australian National University (ANU) based research institute Center for Democratic Institution (CDI). GEPG needs to be strategic in its engagement of other stakeholders including the increased involvement of religious leaders, since they are critical potential change agents in providing a platform for women's participation in decision making levels including political participation. Informants indicated the lack of collaboration with certain women's orgainsations including the National Women's Machinery in Vanuatu and women's non-governmental organisations in PNG. This calls for re-newed efforts by GEPG to engage strategically with these nationally mandated organisations to advance gender equality priorities.

Finding 9: Strengthen and/or conduct baseline research on women's representation and national and local government levels to track changes over time.

Baseline research on women's representations at the local government is critical to monitor progress made through GEPG programme intervention. Data on women's political participation at the local government level and existing provisions that can facilitate the participation of women, is still scarce. Yet it is at this level that the greatest gains can be made. Women's participation at the local government level has been overlooked but provides one of the principal opportunities of progressing women's participation at decision making level. Women's participation in local government is increasing at an incremental pace. This supports the justification for temporary special measures to accelerate women's participation at local government level. Through strategic partnerships GEPG can position itself as leader in this area. Currently local government levels are being reached but only through the BRIDGE training and more consolidated effort is required to provide a potential avenue to impact the level of women's participation in decision making.

Outcome 3: Women and men from key political and administrative institutions and sector, in government and civil society understand, advocate and demand gender equality in political governance.

Outputs:	Baseline:
• Strengthen, support and lobby of TSM working groups to create an enabling environment for gender equality in political governance	• Not given
• Training and support granted on gender sensitizing the media on women's active citizenship/leadership through partnerships with regional mainstream and community media.	• Not given
• Men from key sectors influenced to advocate for gender equality in political governance	• Bridge statistics • Bridge reports highlighting the multiplier effect
• Capacity building for electoral management bodies to address gender inequalities in electoral institutions and processes	• Commissioned baseline research on EMB gender disaggregated data in 2010 in PNG, SI and Vanuatu • EMB activites to up-date electoral rolls
• Political parties support and lobbied to advance gender equality in membership and leadership	• Political Party desk review and analysis (2010) • EMB gender disaggregated data

Finding 10: Need to work with mainstream media to influence media room policy and build capacity of strategic stakeholders.

Progress towards the achievement of outputs for outcome three was found to be mixed. There is a need to strengthen capacity building of main stakeholders to effectively address gender inequalities.

Media and advocacy work surrounding the TSM campaigns in both PNG and Solomon Islands was carried out. In PNG, GEPG contributed financial support and developed the media strategy for the TSM campaign. Strategic collaboration with the government led to the Parliamentary vote on the Gender Equality Bill to create 22 Reserved Seats for women.

In Solomon Islands interviews with Vois Blong Meri (VBM) and Solomon Island National Council of Women (SINCW) indicate that the media work carried out in the lead up to the 2010 election was seen as GEPG initiative. Moreover, these activities as pointed out by the interviewees were event based and do not contribute to local ownership or sustainability.

Media informants, including those who had attended BRIDGE training confirmed that their awareness had been raised and they were able to use the knowledge gained. However, they observed no concerted effort has been made to establish and maintain strategic partnerships with the mainstream media to facilitate institutionalisation and increase media organisations' ownership of gender equality issues in political governance, or to impact media room policies. Opportunities for collaboration are not explored. For example in Solomon Islands, media training undertaken every Saturday for the Solomon Islands Media Assistance Scheme (SOLMAS) under the Regional Assistance Mission to Solomon Islands (RAMSI) and attended by Solomon Star, Solomon Island Broadcasting Corporation (SIBC) and all other mainstream media organisations including students from the media school of the Solomon Islands College of Higher Education (SICHE) in the media journalism certificate programme, is

a missed opportunity to collaborate, create synergies and have some impact. Work with the media provides an avenue that not been fully explored.

Finding 11: There has been an increase number of male advocates for gender equality especially amongst those who have undergone BRIDGE training.

GEPG has been successful in engaging male advocates. There is now increasing number of men at all levels of government and civil society organisations who are now advocating for gender equality in political governance. Through the BRIDGE training men have become advocates of women in decision making within government and local communities. Engaging men at the parliamentary, government and community level will go a long way to raising awareness on gender equality issues in political governance. There is, however, a need to go beyond the individuals and build the capacity of the institutions.

Finding 12: Strengthen partnership with political parties through capacity building initiatives to mainstream gender equality issues into the party systems and processes.

Political party executives interviewed who received BRIDGE training acknowledged that they were gender sensitised, but the extent to which their party machineries, procedures and processes have become gender friendly is not clear or have not happened. An attempt to mainstream gender with the Integrity of Political Parties Candidates Commissions (IPPCC) appears to have hit a dead end. Several interviewees link this to the lack of support provided to those who attended workshops including BRIDGE facilitators. Despite the existence of an MOA to share resources, those who participated lacked the political clout to influence their own organisations or political parties. Strengthening capacity with the IPPCC could provide a catalytic role to advance gender equality in governance issues through the party structures and systems and needs to be pursued seriously.

According to the political party informants, many participants at GEPG workshops for political parties did not roll out the training within their respective parties and demonstrates the need for follow up by GEPG programmes to gauge the sustainability of the results output. Many of the reforms instituted, for example the amendment of the Organic Law on the Integrity of Political Parties and Candidates (OLLIPAC) was the result of internal reforms undertaken by IPPCC. This is the same for the Vanua'aku Party in Vanuatu where the amendment to the party's constitution for gender balance for executive positions within the party structures are part of the internal reform processes. Informants interviewed from the Shefa Provincial Council confirmed that the plan to reserve 5 seats for women was part of a long standing plan of the Council since 2005. It was acknowledged however that the BRIDGE training provided an impetus for a renewed focus on the issue.

Outcome 4: Increased gender responsive structures, mechanisms and processes are adopted in Pacific parliaments, governments and key political institutions fostering active political participation of women in line with international and regional agreements

Outputs:	Baseline
• Guidance provided on mainstreaming gender equality perspectives into UNDP and other parliamentary support programmes (up to 15 countries)	• Not applicable
• Selected government structures supported to	• Not applicable

implement policies, programmes, services and budgets to advance gender equality (PNG, Solomon Islands and Vanuatu)	

Finding 13: Gender mainstreaming into the UNDP and other parliamentary support structures have not been adequately addressed

Progress towards the achievement of outputs for outcome four was limited. GEPG as a programme has not collaborated closely or worked to mainstream its activities with major stakeholders. Consultations held with UNDP confirm that guidance to provide gender mainstreaming into UNDP and other parliamentary support programmes is lacking. For the next phase of the programme GEPG need to strengthen the collaboration with UNDP for synergies and delivery of outputs so as to progress towards outcome results.

Finding 14: Selected government structures supported to implement policies, programmes, services and budgets to advance gender equality was inadequately addressed (Solomon Islands, PNG and Vanuatu).

GEPG support in this area has been mainly through the BRIDGE training but how this is translated into the overall capacity building of the selected organisations to be able to implement policies, programmes, services and budgets is not clear. Capacity building seems to relate to knowledge and skills imparted during the training. It is not however, linked to organisational development capacity. Neither is it related to technical capacity, effective management systems, processes and strategies in place to effectively address the issue of gender inequality in political governance within these organisations.

Except in the case of Solomon Islands, interviews and focus groups' discussions analyses suggest that linkages and collaborations with the national NWMs are weak. In the case of PNG the opportunity to work with NWMs and Department for Community Development (DFCD) has been minimal. This is also the situation in Bougainville and Vanuatu. This condition can be attributed to the lack of political will on the part of the GEPG to leverage collaborations and the weak internal structures and resistance by these NWMs and women's NGOs to collaborate effectively to advance the gender equality in political governance agenda.

Interviews conducted with the Electoral Commissions executives in Papua New Guinea, Solomon Islands and Bougainville indicated that GEPG efforts to forge partnerships with the organisations need to target the relevant decision making levels for long term sustainability of results. In Vanuatu the Electoral Commission Chairman is closely associated with the GEPG programme through the BRIDGE training. However, even in this example it was found that gender equality issues have not been mainstreamed into the Department's systems and processes.

The evaluation observed that there is need to review the strategies and approaches used to improve performance. This includes re-thinking the approach of using BRIDGE as the main tool to achieve the programme outcome. Tackling gender equality issues needs a multi-faceted approach. There are capacity issues with GEPG main stakeholders which justify the need to work with these organisations to strengthen institutional capacity to better address gender equality participation. This lack of capacity building support with stakeholders has longer term implications on the sustainability GEPG interventions.

Table 5 below shows the frequency distribution of the respondents ranking scores and confirms the findings and analysis made. Of the 98 stakeholders interviewed, 33% ranked the overall effectiveness of the programme as satisfactory/highly satisfactory between 3-4. Of this, CSOs accounts for 14%, government 8% and political parties 5% and donors 6%. A total of 49 % who have given a ranking of 1 or 2 - indicating that there are issues within the programme that need to be addressed if intended outcomes are to be realised. Of this, CSOs accounts for 23%, donors and government an equal 9% and political parties at 8%. A further 18% did not provide any ranking. Several of these respondents observed that the workshop objectives were achieved but in terms of implementation it is very low. Still others questioned the effectiveness of the training when there is no follow-up and research conducted to logically link the output to outcomes results.

Table 6

OVERALL (Solomon Is, PNG, Bougainville & Vanuatu) Total Interviews = 98					
Ranking	**4**	**3**	**2**	**1**	**n/r**
Effectiveness %	10	23	44	6	18
Frequency Distribution	10	22	43	6	17

2.4 Impact

This section of the evaluative analysis is concerned with the contribution of the programme to the overall goal and how the programme objective has been achieved as intended.

Finding 15: The impact of the programme can only be realistically assessed over time. While the programme has made some progress towards the achievement of the programme goal, the current overall impact is low.

The programme goal is to advance gender equality in political governance in the Pacific and has one objective: Increased political participation of women as active citizens and leaders.

The Evaluation Team notes that programme impact to progress gender equality in political governance agenda are largely determined by prevailing political and institutional conditions but is also reliant on the capacity of GEPG to engage with strategic partners to identify effective entry points and support strategies used by stakeholders to address gender equality issues in political governance. It is also widely acknowledged that the overall objective and goal of the programme such as GEPG can only be realised over time. GEPG operates in a difficult environment where cultural norms and traditions and traditional working patterns of relevant stakeholders are still male dominated.

Against this background GEPG has made important strides on the ground. The passing of the Equal Participation Amendment Bill in PNG is hailed as a success in which GEPG played a significant role. Engagement with University of the South Pacific (USP) to develop a Gender and Equality Governance

unit in the Journalism programme (when completed) contributes to a sustainable approach. Other inroads made towards advancing gender equality in political governance includes increased awareness of TSM, raising the level of discussions on gender equality in political governance at the highest level of government, and media advocacy surrounding TSM that is said to motivate women to stand for election, as well as the continuous public discourse on the issue at all levels of government and society including parliament that are all contributing collectively to progress towards the programme objective.

Through BRIDGE training an increasing number of men are engaged as advocates for gender equality in political governance at local and national levels. BRIDGE training contributes to increased understanding of the electoral systems/processes and the role electoral management and its implications on gender equality participation.

Field missions confirmed however, that the current overall impact of the programme is low. After five years of operation the goal to advance gender equality in political governance is far from being achieved and the programme objective to increase the participation of women as active citizens and leaders has not been realised. Desk analyses indicate that numbers at the national and local level governments have not changed much. Awareness created through BRIDGE training has not translated into an actual increase in number of women participating in political governance. Increases in male advocates are visible yet the numbers remain critically low and are confined mostly to those who had attended BRIDGE training.

GEPG needs to carry out quantitative assessments to show measurable impacts. Gender equality in political governance is not mainstreamed into the structures of relevant government stakeholders, political parties or electoral commissions. Stakeholders interviewed expressed the view that at the current pace and impact, the programme is unlikely to achieve its purpose. Several interviewees observed that the BRIDGE training, which has been overwhelming and become the face of GEPG on the ground, is not sufficient in itself to increase the participation of women in political governance in the near future. Other suitable engagement strategies need to be explored and GEPG need to engage in long term strategic interventions that are sustainable. This includes investing time and effort into building the institutional capacities of the major stakeholders. The case study below aptly demonstrates this point where raising awareness through training does not necessarily translates to evidence base results.

Case Study 5:
GEPG financial support granted to Development Services Exchange (DSE) to train domestic observation trainers and trainees at the national and provincial levels in preparation for the Solomon Islands (SI) 2010 national general election and to encourage the recruitment of female observers.

As a direct result the GEPG BRIDGE training the DSE team leader was empowered. DSE as the implementing agency adopted a gender equity approach by ensuring that at least 40-50% of domestic observers were females. This goal was achieved in the 2010 elections with renewed intention of increasing gender representation in future elections. A total of 53 local observers were trained as trainers and on polling day more than 300 trained and accredited local Domestic observers were mobilised throughout the country. The greater presence of female electoral officers and observers in 2010 elections was suggested by observers to have given more confidence to women voters to vote freely.

Impact: Voting Summary for SI since 1997:

Yr	***1997***	***2001***	***2006***	***2010***
Women Candidates	14	14	26	25
Total Candidates	336	339	453	509
% of votes for women Candidates	3.2%	2.6%	3.7%	2.7%
Votes for women	4,552	4824	7244	5,270
Total Votes	140,425	184,315	193,495	230936
Increase in total votes	34%	31%	5%	19%
Increase in votes for women	43%	6%	50%	-13%

Source: Courtesy of 2010 IT Elections Manger (a BRIDGE participant).

Programme impact has also been compromised to some extent by the longer lead time required to set up the national and sub national offices and the high staff turnover experienced in PNG and within the Regional Office. The transition from UNIFEM to UN Women has had some impact on the GEPG deliverables. The limited technical capacity and staff complement too thinly spread on the ground combined with the multiple layers of institutional and operational issues faced by the programme all contribute to the lack of sustainable impact. This includes developing mechanisms on the ground to transfer knowledge gained at national and regional levels and to facilitate cross fertilisation of ideas and experiences across the regional and sub regional levels.

Table 7 below shows the frequency distribution of the respondents ranking scores and confirms the findings on the ground. Of the 98 stakeholders interviewed, 25% ranked the overall impact of the programme or its contribution to the overall goal between 3-4 as satisfactory/highly satisfactory (CSOs 11%, government 6% and political parties 3%). A total of 56% (CSOs 16%, government 11%, political parties 10% and donors 9%) ranked the prime issue of impact between 1 – 2 indicating that programme impact is low and issues affecting the programme performances need to be addressed if the overall goal of the programme is to be realised. A further 19% did not provide any ranking either, BRIDGE training was the only activity that they were exposed to and could not assess the impact because they have not been able to roll-out the trainings or there were result issues that needed to be addressed.

Table 7

OVERALL (Solomon Is, PNG, Bougainville & Vanuatu) Total Interviews = 98					
Ranking	**4**	**3**	**2**	**1**	**n/r**
Impact %	5	20	41	15	19
Frequency Distribution	5	19	41	14	19

2.5 Sustainability

This section of the evaluative analysis is concerned with the likely continuation of achieved results.

Finding 16: The design of the GEPG programme incorporated sustainable strategy for results but the extent to which this was implemented was weak.

In the context of the programme design, organisational development capacity linked to technical capacity, effective management systems, processes and strategies constitute sustainability of programme results. A number of sustainability measures were identified during the design of the programme:

- Sustainability and knowledge management including mechanisms for more thorough and systematic reflection, analysis and distilling of learning
- Creating a broad base of popular support for women candidates at the local level and to strengthen their capacity to represent their constituencies
- Workshop to train trainers in voter education in the Pacific countries
- Institutionalise and sustain Pacific women's organisation capacity to advance gender equality
- Technical and financial assistance for capacity building for mandated national organisation
- Guidance on providing mainstreaming gender equality perspectives into UNDP and other parliamentary support programmes

As currently implemented the programme's Training the Facilitators (TtF) strategy has the potential to reach out to wider communities even after the funding stopped. Work with the University of the South Pacific (USP) Journalism Division to develop gender-related course material and projects for students, particularly in the area of advancement of gender equality in governance contribute to a sustainable strategy.

Good coordination is also a key to the sustainability of the programme. This is dependent on GEPG's technical support for capacity building for its relevant stakeholders and has the potential to enhance ownership and continuity. It is claimed that sustainability is being addressed through the BRIDGE training. This, however, need to be followed up with evidence based data to show that substantive sustainability is taking place. In addition and as often acknowledged institutional sustainability is best achieved at systems level rather than individual level. A clear demonstration of this point is the TSM Technical Working Group set up and spearheaded by the former PNG Minister for the Department for Community Affairs which is now reported not to be working.

The majority of stakeholders interviewed indicate that they do not have ownership of the programme. To a large extent BRIDGE is seen by stakeholders as a GEPG programme, planned and implemented by GEPG staff. This makes sustainability difficult.

As confirmed through the interviews, major stakeholders do not have the capacity nor the financial resources to continue into the future with the activities implemented to date. Relevant institutions including the NWMs, Electoral Commissions, Political Parties, women NGOS cannot sustain the maintenance costs of these operations let alone their own mandated programmes. Government ministries and departments receive budgetary allocations from their respective national treasuries which very often do not cover development or research programmes and are often dependent on donors for financial support. Technical capacity within these organisations to address gender equality issues in any meaningful way is lacking.

The evaluation team observes that the prime issue of sustainability can be addressed through a mainstreaming strategy underpinned by well defined implementation strategy with targets, milestones and feedback mechanisms in place.

Stakeholder interviews and focus group discussions analyses suggest that programme activities, particularly results arising out of BRIDGE training, are not sustainable as confirmed by the percentage rankings provided by the respondents.

Table 8 below shows the frequency distribution of the respondents ranking scores and confirms the findings and analysis made. Of the 98 stakeholders interviewed, 6% ranked the overall impact of the programme or its contribution to the overall goal between 3-4 or satisfactory/highly satisfactory. A total of 75% have given a ranking of 1 or 2 indicating that there are issues within the programme that need to be addressed if the sustainability of the programme is to be realised. A further 19% did not provide any ranking because of the lack of evidence on sustainability.

Table 8

OVERALL (Solomon Is, PNG, Bougainville & Vanuatu) Total Interviews = 98					
Ranking	**4**	**3**	**2**	**1**	**n/r**
Sustainability %	1	5	50	25	19
Frequency Distribution	1	5	49	24	19

PART C

3 CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS

3.1 Conclusions

GEPG continues to operate in a challenging environment where barriers such as culture and tradition, violence against women and lack of opportunities continue to exist and act against women's participation at decision making level. The traditional working patterns of many political parties and government structures and the lack of technical capacity amongst the relevant stakeholders are also contributing factors. Political situations in each of the countries visited is constantly fluid. In spite of this the programme has contributed to laying the foundation towards the achievement of the programme goals and objective.

Evidence collected during the evaluation suggests that outcome results have been mixed. Some achievements were made at the output level that contributed to the progress towards outcomes level. These gains however, must be maintained and built upon. While this is so, there is potential for further improvements which require a refocus on the programme design, programme interventions and prioritising the outputs to be implemented for maximum results. Coverage is still limited and needs to be expanded. Activities are mostly confined to the urban areas and are not reaching out far enough into the rural areas where the bulk of the population is located. This is partly attributed to the lack of sufficient resources (human and financial) that are available to the programme. Absences of baseline indicators because they were either not carried out in time (or at all) or not used when completed make assessment of impact difficult. Collaboration with other development partners was not consistent and capacity building of key stakeholders which could have contributed to the effectiveness of GEPG was not attempted.

4.2 Lessons Learnt

Context of programme

GEPG operates in an environment where politics are quite fluid. Sustained partnerships can be difficult to achieve if not targeted towards institutional capacity building. Progress towards outcomes requires the active participation of stakeholders which in some instances have been challenging for the programme.

Capacity Building

Knowledge and awareness gained at an individual level through training is acknowledged as having positive results on those who have attended the training and many examples have been collected to demonstrate these achievements. Many are learning for the first time about issues of gender in political governance, how electoral processes and systems have a bearing on gender equality and the need for equal participation all at decision making levels. As shown in the evidence collected, however, simply raising awareness on issues is not enough to achieve the objective and the goal of the programme. There is need to strengthen the political will of the various stakeholders and this requires going beyond awareness raising or gender sensitising.

Expecting results through relevant stakeholders as identified in the programme intervention requires investing in their organisation's capacity for them to be more effective and move to a higher level of capacity than at the start of the programme. This is yet to be addressed by GEPG. Whilst there are challenges in terms of the relationships with some stakeholders, concerted effort still needs to be

made as duty bearers whose partnerships are critical to making progress towards the programme goal.

Coordination
Collaboration with other development partners is crucial to the achievement of the overall objective of the programme. A number of institutions with different mandates are delivering activities in the same sector. There is need to harmonise the delivery of development aid for better results and to avoid overlaps and duplication. Coordination mechanisms exist at both regional and national levels for gender equality issues but there are gaps in these arrangements due to the politicised and/or competing nature of the operating environment.

Logframe
The change in outcomes was not accompanied by a revised logframe. The original logframe of the programme was also not underpinned by baseline data. A baseline survey was completed well into the implementation of the programme. The logframe approach encourages and guides discussions and reflection about the goals and activities of the programme.

Baseline Data
Collecting baseline data is essential for measuring change over time as a basis for comparison. The baseline surveys were carried out well into the implementation of the programme so the output were not linked to the survey results and even with the completion of the surveys the results were not used as a basis for reviewing the output indicators. This makes tracking progress challenging but it is also a waste of financial resources when the results of three commissioned studies were not used. This a useful lesson to learn in terms of future programming.

Mid-Term Review
The conduct of a mid-term review was essential for a programme the size of GEPG with substantial donor funding and given the duration of the programme. A mid-term review would have benefitted the programme in terms of results outcome.

Project Management
Consideration need to be given to fully decentralising the authority for programming processes to PNG UN Women/GEPG office, given the vastness of the geographical area it operates in and the 'Delivering As One' modality that PNG espouses. The current Regional Programme manager is quite stretched with the dual responsibility of managing the programme and technically backstopping the TSM initiatives in the 15 countries that GEPG is required to operate in. Consideration could also be given to creating a dedicated programme management position to be responsible for over sighting and managing the progamme including planning, coordination and implementation. This would free up the technical staff to concentrate on the output deliverables. As is often found project management skills working together with the technical staff would go a long way to addressing some of the financial and administrative problems faced under the UN Women systems of operation.

4.3 Recommendations
Based on the evaluation findings the following recommendations are made:

1) The evaluation findings clearly affirmed the relevance of the programme's overall objective and goal. Programme intervention to increase the participation of women through building broad base community support and working with strategic stakeholders to demand gender equality in

political governance is still limited in terms of outreach. GEPG need to build on the gains made so far and lessons learnt. In this respect ***AusAID and GEPG to consider an extension to the programme.*** During the extension phase GEPG to consider deepening its engagement with relevant stakeholders and in support of BRIDGE and TSM activities to work with its stakeholders to build their ownership of the programme.

GEPG to consider progressing outcomes 3 and 4, focusing in particular on electoral management bodies, political parties, media, NWMs and women's NGOs. It is imperative that baseline surveys be carried out prior to implementation and results to be linked to output indicators that are specific, measureable, attainable, relevant and timely (SMART) to facilitate tracking changes over time.

2) **Institutional capacity building.** GEPG in the second phase the programme to focus on the institutional capacity building of its major stakeholders. GEPG to identify priority areas of support that would contribute to progressing GEPG's outcomes results. GEPG to support major stakeholders to strengthen and develop gender responsive structures, mechanisms and processes would provide potential avenues to move towards development of policies and strategies that that are gender inclusive.

3) GEPG to consider prioritising and nurturing strategic relationships with academic institutions such as USP, University of Papua New Guinea (UPNG) and Research Institutes as a focus on the second phase. Linkages with the universities and research institutes to be strengthened to support research agenda.

4) Proactive and deeper engagements with local actors, particularly at the local government levels. The challenge here is identifying those windows of opportunity, identifying new actors and working with societal dynamics. National and local stakeholders must be allowed to identify priorities in terms of implementations. Church based organisations are potential change agents being among the largest organisations in these countries with the largest memberships.

5) GEPG during its extension, to strengthen its collaborations and coordination with relevant development partners for better synergies and effectiveness. This would contribute to value for money and ensuring a results-based approach with other major development partners working in the same sector. This includes working with regional and international development partners including AusAID, UNDP, EU, CDI, AEC, Commonwealth Local Government Forum (CLGF), Secretariat of the Pacific Community (SPC) and Pacific Islands Forum Secretariat (PIFS).

6) A logical framework is the basis of programming and tracking programme indicators. GEPG/AusAID to consider the second phase of the programme contingent upon the development of a comprehensive logframe. GEPG to consider and ensure that agreed upon programme outputs and outcomes are realistic and achievable, and that they clearly indicate how programme achievements will contribute to making positive changes in women's political participation. The next phase of such a programme would benefit from having a comprehensive M&E plan to further strengthen partners' efforts to collect feedback on the longer term results of their activities.

7) Strengthen the monitoring and evaluation framework with identifiable indicators established on baseline surveys and rigorously applied as a management tool to monitor and track changes in progress of results and provide a basis of continuous learning. This includes putting in place:

i. systems and processes for continuous and systematic data collection and reporting that would feed into the whole monitoring and evaluation of programme results;
ii. consider establishing the national Technical and Advisory Groups (TAGs) to provide continuous review of programme implementation and performance monitoring;
iii. recruit an M&E specialist to be directly responsible for M&E activities; and
iv. conduct a mid-term review of the programme.

8) Create an enabling environment for the efficient and effective delivery of activities including:
   iv. Strengthening the technical capacities, through training, of national and sub-national coordinating units to prepare them for the 'expanded' role of GEPG;
   v. reviewing management and financial systems and processes and developing clear operational guidelines to facilitate implementation of effective and efficient accountability and responsibility mechanisms. This includes reviewing the financial practices which are fraught with delays and affect the implementation of the programme;
   vi. considering the decentralisation of some decision making authority and programming processes to the PNG national office to facilitate efficient operation of the programme. As a stand-alone programme office GEPG PNG to be also responsible for Bougainville.

9) Strengthen capacity of the GEPG programme and giving consideration to the establishing/recruitment of:
   i. a dedicated programme management position to be responsible for over sighting and managing the progamme including planning, coordination and implementation; and
   ii. a media and communications officer to be responsible for advocacy.

Annex 1

Solomon Islands

SOLOMON ISLANDS (% of Overall) Total Interviews = 30					
Ranking	Relevance %	Efficiency %	Effectiveness %	Impact %	Sustainability %
4	0	0	0	0	0
3	84	36	13	4	4
2	6	44	67	60	60
1	0	0	3	19	19
n/r	10	20	17	17	17

SOLOMON ISLANDS Organisation Type: 3 Total Interviews: 30						
Org Type	Ranking	Relevance %	Efficiency %	Effectiveness %	Impact %	Sustainability %
Govt 8	4	0	0	0	0	0
	3	88	25	0	0	0
	2	12	38	75	50	50
	1	0	0	0	25	25
	n/r	0	37	25	25	25
		100	100	100	100	100
CSOs 13	4	0	0	0	0	0
	3	100	46	23	8	8
	2	0	54	69	62	77
	1	0	0	8	30	15
	n/r	0	0		0	0
		100	100	100	100	100
Donors 9	4	0	0	0	0	0
	3	56	34	11	11	0
	2	11	33	56	45	45
	1	0	0	0	11	22
	n/r	33	33	33	33	33

Papua New Guinea

PAPUA NEW GUINEA (% of Overall) Total Interviews = 25					
Ranking	Relevance %	Efficiency %	Effectiveness %	Impact %	Sustainability %
4	4	0	0	0	0
3	68	32	32	24	8
2	12	44	44	52	40
1	0	4	4	4	32
n/r	16	20	20	20	20

PAPUA NEW GUINEA Organisation Type: 4 Total Interviews: 25						
Org Type	Ranking	Relevance %	Efficiency %	Effectiveness %	Impact %	Sustainability %
Govt 5	4	0	0	0	0	0
	3	100	80	100	60	40
	2	0	20	0	40	60
	1	0	0	0	0	0
	n/r	0	0	0	0	0
		100	100	100	100	100
CSOs 9	4	0	0	0	0	0
	3	34	11	0	0	0
	2	33	56	67	67	34
	1	0	0	0	0	33
	n/r	33	33	33	33	33
		100	100	100	100	100
P/Party & MP 5	4	0	0	0	0	0
	3	80	20	20	0	0
	2	0	60	60	80	0
	1	0	0	0	0	80
	n/r	20	20	20	20	20
		100	100	100	100	100
Donors 6	4	17	0	0	0	0
	3	83	33	33	50	0
	2	0	33	33	16	66
	1	0	17	17	17	17
	n/r	0	17	17	17	17
		100	100	100	100	100

Note:
CSOs include NGOs, corporate and research institute.

Bougainville

BOUGANVILLE (% of Overall) Total Interviews = 20					
Ranking	Relevance %	Efficiency %	Effectiveness %	Impact %	Sustainability %
4	40	10	45	20	0
3	45	60	30	45	10
2	5	20	15	20	60
1	0	0	0	0	15
n/r	10	10	10	15	15

BOUGANVILLE Organisation Type: 4 Total Interviews: 20						
Org Type	Ranking	Relevance %	Efficiency %	Effectiveness %	Impact %	Sustainability %
Govt 3	4	33	33	67	34	0
	3	34	33	0	33	0
	2	0	0	0	0	67
	1	0	0	0	0	0
	n/r	33	34	33	33	33
		100	100	100	100	100
CSOs 11	4	55	9	55	27	0
	3	45	55	27	46	9
	2	9	36	18	27	64
	1	0	0	0	0	27
	n/r	0	0	0	0	0
		100	100	100	100	100
P/Party & MP 3	4	34	0	33	0	0
	3	33	67	34	67	34
	2	0	0	0	0	33
	1	0	0	0	0	0
	n/r	33	33	33	33	33
		100	100	100	100	100
Donors 3	4	0	0	0	0	0
	3	100	100	67	33	0
	2	0	0	33	33	67
	1	0	0	0	0	0
	n/r	0	0	0	34	33
		100	100	100	100	100

Note:
CSOs include NGOs, media, youth and church.

Vanuatu

VANUATU (% of Overall) Total Interviews = 22					
Ranking	Relevance %	Efficiency %	Effectiveness %	Impact %	Sustainability %
4	9	8	0	0	0
3	40	13	20	10	0
2	28	47	40	36	47
1	0	5	17	27	22
n/r	23	27	23	27	31

VANUATU Organisation Type: 4 Total Interviews: 22						
Org Type	Ranking	Relevance %	Efficiency %	Effectiveness %	Impact %	Sustainability %
Govt 5	4	0	20	0	0	0
	3	40	0	20	20	0
	2	40	60	60	40	60
	1	0	0	0	20	20
	n/r	20	20	20	20	20
		100	100	100	100	100
CSOs 8	4	25	12	0	0	0
	3	38	38	12	12	0
	2	37	38	50	38	50
	1	0	12	38	38	38
	n/r	0	0	0	12	12
		100	100	100	100	100
P/Party & MP 4	4	0	0	0	0	0
	3	75	0	25	0	0
	2	25	50	75	50	50
	1	0	0	25	50	25
	n/r	0	50	0	0	25
		100	100	100	100	100
Donors 5	4	o	0	0	0	0
	3	20	0	20	0	0
	2	0	40	0	20	20
	1	0	0	0	0	0
	n/r	80	60	80	80	80
		100	100	100	100	100

Note:

1) CSOs include NGOs, media, corporate and church.

.

Shows the percentage breakdown of ranking by respondents categorised by their different organisations.

OVERALL (Solomon Is, PNG, Bougainville & Vanuatu) Total Interviews = 98							
No	Org Type	**Ranking**	**Relevance %**	**Efficiency %**	**Effectiveness %**	**Impact %**	**Sustainability %**
1	Govt (21)	4	1	2	2	1	0
		3	16	7	6	5	2
		2	1	7	9	8	13
		1	2	0	0	3	3
		n/r	2	5	5	4	4
2	CSOs (39)	4	8	2	6	3	0
		3	22	16	8	8	3
		2	5	19	20	19	24
		1	0	0	3	7	10
		n/r	3	3	3	3	3
3	P/P (15)	4	2	1	2	1	1
		3	9	3	3	2	1
		2	2	6	6	7	3
		1	2	1	2	3	6
		n/r	2	4	2	3	4
4	Donors (23)	4	1	0	0	0	0
		3	14	9	6	5	0
		2	1	7	8	7	11
		1	0	1	1	2	4
		n/r	7	7	8	9	8
	Total		100%	100%	100%	100%	100%

Notes:

1. CSOs include research institute, NGOs, media, corporate, youth and church representatives.
2. Political Parties includes parliamentarians, political party members and council members.
3. Nr denotes no ranking because BRIDGE was the only activity they were exp

Annex 2

Terms of Reference
Evaluation of the Gender Equality in Political Governance (GEPG) Programme

1. PROGRAMME BACKGROUND

Programme Title: Gender Equality in Political Governance (GEPG)
Geographical Scope: 15 Pacific Island States (with particular focus on Melanesian states - Papua New Guinea, Vanuatu and
Solomon Islands)
Programme Start Date: September 2008
Programme Duration: 5 years (2008 – 2012)
Implementing Agency: UN Women (formerly UNIFEM)
Funding Agency: AusAID Pacific Leadership Program (PLP)
Programme Amendment: 2010 – Programme outcomes and outputs updated in line with updated UNIFEM/UN Women Strategic Plan & Sub-regional Strategy

2. EVALUATION SUMMARY

Purpose: To assess the impact achieved in supporting national commitments to increasing women's political empowerment and participation as active citizens and leaders in (up to 15) Pacific Island States.
Proposed Duration: Up to three (3) months, commencing as soon as possible. The timing has been calculated to take into consideration Christmas holidays. The final report is **due no later than 16th March 2012.**
Evaluation Team: Up to three (3) members, comprising the following positions:
1. Evaluation Team Leader
2. Evaluation Team Member(s) / Specialist(s)
NB: The Evaluation Team must include *at least* one national from Papua New Guinea, Vanuatu or Solomon Islands.
Deliverables: 1. Inception Report
2. *Draft* Evaluation Report and Recommendations
3. *Final* Evaluation Report and Recommendations
Further details on Deliverables are provided in Section 3.7.
Previous Evaluations: None to date.

3. EVALUATION DETAILS

3.1 Purpose

The Purpose of the Evaluation is to assess the impact achieved by supporting national commitments to increase women's political empowerment and participation as active citizens and leaders in (up to 15) Pacific Island States.

3.2 Objectives

The Objectives of the Evaluation are:

1. To assess the *relevance, effectiveness, efficiency, sustainability and impact of the GEPG programme* and its implementation (with special focus on Papua New Guinea, Solomon Islands and Vanuatu) in Pacific Island States.
2. To assess the stakeholders' level of satisfaction with the GEPG programme results to date.
3. To assess the impact and sustainability of GEPG's multiplier effects in target countries (e.g. initiated processes such as national training activities, policy changes, new legislation being introduced, other programmes being developed to support women's political empowerment in Pacific Island States).
4. To evaluate lessons learned from implementation of GEPG and provide recommendations for future support in gender equality and political governance (e.g. recommend links with other thematic areas of UN Women e.g. Gender, Peace & Security, CEDAW, etc).

3.3 Users

The Users of the Evaluation are:

1. *UN Women Pacific Sub-Regional Office*

To evaluate the 'impact' of GEPG to date and the expressed need for support from national stakeholders, in order to amend the Programme for the remainder of its time (till 2012). This will also inform formulation of a new, wider Governance Programme to be developed (before end of GEPG).

2. *AusAID*

To assess the impact of its donor support to UN Women in Pacific Island States to increase women's political participation at national and local levels.

3. *Government Partners and Political Parties*

To review their progress towards implementing national commitments to gender equality and women's political empowerment.

3.4 Timeline and Duration

The GEPG Programme officially started with the recruitment of the regional level GEPG Team in September 2008, with subsequent recruitment of GEPG National teams in Papua New Guinea, Vanuatu and Solomon Islands in the first half of 2009. The Evaluation will be conducted in the second half of 2011 (and / or early 2012), prior to the end of Phase I of GEPG in 2012. This timing will enable consideration of the results of the Evaluation prior to any future phase of the GEPG. The duration of the GEPG Evaluation is expected to be up to three (3) months, with an indicative timeline as follows:

Stages	Activity
0	Tender process completed and contract awarded
1	Complete Inception Report, comprising evaluation methodology (including clear Evaluation matrix), desk evaluation, and proposed schedule for in-country consultations. Conduct telephone discussions and begin in-country field consultations in PNG, Solomon Islands and Vanuatu.
2	Complete telephone discussions and in-country field consultations in PNG, Solomon Islands, and Vanuatu, Develop case studies Prepare Draft Evaluation Report

3	Submit Draft Evaluation Report to AusAID and GEPG. Submit Final Evaluation Report, incorporating comments from AusAID and GEPG

3.5 Proposed Evaluation Questions

The Evaluation will examine GEPG's work at both regional level (across all 15 Pacific Island States) and at national level in Papua New Guinea, Solomon Islands, and Vanuatu. Taking into account the status of implementation of the GEPG Programme, and the available budget at country and regional level, the Evaluation will seek to address the following questions:

Overall outcome achievement at this stage of GEPG (Relevance and efficiency)

o What has been the progress towards the expected Programme outcomes and outputs? What results have been achieved to date? Why / why not?
o To what extent have key stakeholders been satisfied with the results to date?
o Does the Programme represent value for money?
o Is the Programme enabling a sustainable national approach to women's empowerment? (e.g. has it contributed to: discussion on Temporary Special Measures; more women in political life / elections; or national capacity building initiatives?)
o Does the Programme have effective monitoring and evaluation mechanisms in place to measure progress towards objectives (outputs and outcomes)?

Factors affecting successful implementation and outcome achievement (Effectiveness)

o What key success factors does GEPG offer to achieve its objectives (outputs and outcomes)?
o What external factors are facilitating or hindering achievement of GEPG objectives to date?
o Are there opportunities that GEPG / UN Women could explore in the future?

Strategic positioning and partnerships (Impact)

o How well is GEPG positioned to provide technical advice and capacity building to key stakeholders on Gender, Elections, Democratization and Leadership?
o How well has GEPG coordinated and harmonized its work with other partners /organizations working on women's political empowerment?

Future direction (Sustainability and partnerships)

o What is the likelihood that the benefits of GEPG will be maintained and / or further implemented at national levels (through national stakeholders)?
o What capacities of national partners / stakeholders have been strengthened to date and which could be strengthened in the future?
o What partnerships could strengthen GEPG implementation and future governance support programmes (for the benefit of national counterparts)?

3.6 Evaluation Methodology and Instruments

The Evaluation methodology and instruments will be confirmed in the Inception Report (refer 3.4 above). However, it is expected that the Evaluation will utilise a range of methodologies, to collect quantitative and qualitative information for assessment. Some key methodologies include:

Desk Evaluation of all available secondary resources

Available sources are likely to include, but not be limited to:

o GEPG Programme Document (2008)
o First and Second Donor progress reports, including M&E Development Results Framework matrices (2009/2010)
o Annual Work-plans (2009/2010/2011)
o Media files and documentary
o UN Women Annual Reports (online tracking tool 2009/2010)
o UN Women Pacific Sub regional Strategy and new UN Women thematic areas
o UN 100 Days of Action priority plan
o UN Women Strategic Plan
o Pacific Islands' National and Regional Action Plans for increased women's political participation (e.g. Regional outcome documents PIFS / FPPOC / Pacific Leader's Meetings, Small Islands States Action Plan 2010) where available
o CEDAW concluding observations (PNG, Fiji 2010 and national action plans 2011) where applicable
o Partnership Agreement between AusAID and UN Women (2010 and renewed 2011)
o AusAID gender strategy (prior to 2008 and updated 2009/2011 where applicable e.g. PNG)
o Evaluation of national statistics of women's local level and national level political participation (during past two elections) where available
o Evaluation of GEPG Baseline Studies for PNG, Solomon Islands and Vanuatu
o Samples of BRIDGE pre-post workshop questionnaires
o AusAID bilateral partnership agreements with Pacific Island Countries.

Telephone discussions / interviews with selected key stakeholders

Case Studies

Documented impact and results from programme implementation

In-country focus group discussions with key stakeholders

PNG, Solomon Islands and Vanuatu.

The interviews should focus on the scope of the Evaluation.

Key stakeholders to be interviewed (specific contacts to be provided by GEPG National coordinators in country and at regional level):

o Relevant partner ministries in country (e.g. Permanent Secretary and / or Minister of Ministry of Women / Interior / Justice/ Community Development etc.), and Provincial and local level government representatives
o National Council of Women
o Members of working group on Temporary Special Measures (e.g. in PNG,

Solomon Islands) and inter-governmental working group (e.g. Vanuatu)
o Gender equality advocates (e.g. women NGOs and CSOs)
o Other donor and development partners (UNDP, PIFS, SPC)
o UN Women / GEPG staff in country and regional office
o BRIDGE facilitators
o Participants of GEPG funded BRIDGE workshops in PNG, Solomon Islands and Vanuatu
o Members of political parties (who were trained in BRIDGE)
o Members of Election Management Bodies (who were trained in BRIDGE)
o AusAID representatives in PNG, Solomon Islands, Vanuatu and at regional level (and in Canberra and Pacific Leadership Program)
o Media representatives (National Media Council, WAVE, PINA)

3.7 Deliverables

The following deliverables will be produced (as outlined in Duration and Timelines, section 3.4 above):

Timing	**Deliverable**	**Description**
Stage 1	Inception Report	Confirmation of the evaluation objectives, the scope, description of the evaluation methodology, data collection tools, data analysis methods, key informants and agencies, evaluation questions, performance evaluation criteria, issues to be studied and evaluated, work plan and reporting requirements. The Inception Report should include a clear evaluation matrix.
Stage 2	Draft Evaluation Report	Overview of Evaluation progress to date, including first set of findings in a draft executive summary and draft key recommendations and lessons learned
Stage 3	Final Evaluation Report	Not to exceed 20 – 25 pages, excluding Annexes: o Executive Summary (maximum 5 pages) with main Findings, Recommendations and Lessons Learned o GEPG Programme description o Evaluation purpose o Evaluation methodology o Findings o Lessons Learned o Recommendations to partners (UN Women, GEPG and AusAID) for any potential future GEPG work

		o Annexes (including interview lists, data collection instruments, list of key documents consulted, Terms or Reference), o Provide raw data of focus interviews and collected questionnaires in a separate report

All deliverables will be presented in English language.

3.8 Composition of the Evaluation Team

The Evaluation Team will be composed of one Evaluation Team Leader and up to two Evaluation Team Members (with at least one team member from either PNG, Solomon Islands or Vanuatu) and be gender balanced. It is expected that the team will have the following expertise:

The evaluation assessed in detail how GEPG advanced the gender equality agenda in political governance in different political and institutional environments focusing in particular on Solomon Islands, Papua New Guinea, Vanuatu and to some extent the Northern Pacific Island nations and Kiribati. It examined to what extent GEPG (i) supported systematic and strategic national and local activities – to bring about normative and institutional change in governance and to strengthen and sustain women's citizenship and leadership and build an enabling environment; (ii) supported activities to engender national level governance (through work with candidates, media, parliaments, political parties and electoral commissions); (iii) strengthened local level governance and women's citizenship and emerging leadership through mass, community-based education efforts in selected countries; (iv) how it has contributed to building local institutional capacities, ownership, partnership, accountability and commitment to pro-actively promote the mainstreaming of gender equality rights in political governance; and (vi) achieve results, impact and sustainability.

Annex 3

Evaluation Matrix

Criteria	Questions	Indicators	Sources of Data and Methodology	Means of Verification
Relevance	1. To what extent is the programme's objectives relevant to the real problems needs and priorities of its target groups and beneficiaries and the quality of the design through which these objectives are to be reached. 1.1 What is the present level of relevance of the programme? 1.2 Is the design of the programme (intervention logic) still appropriate for reaching programme objectives? 1.3 Is the current design sufficiently supported by all stakeholders 1.4 Does the programme design sufficiently taken into account other cross cutting issues such as donor coordination, gender, HR?	Studies undertaken Ownership by stakeholders Complementarities with: • National Governments • Donor Policies • NGOs/CSOs	Focus group discussions/ workshops with key stakeholders. Interviews with key stakeholders Documents review	Triangulating meeting and interview results Comparisons with data from other sources Cross analysis of documentary data from a variety of sources
Efficiency	2. How well inputs converted into results (outputs). How well the various activities transformed the available resources into the intended results (outputs) in terms of quantity, quality and timeliness? 2.1 How well is the availability/usage of means/inputs managed? 2.2 How well is the implementation of activities managed? 2.3 How well are outputs achieved to-date? 2.4 How well is partner contribution/involvement working?	Number of facilitators trained (men & women) Number of Bridge workshops delivered Number of participants (men &women) trained No of knowledge products produced	Focus group discussions/ workshops with key stakeholders. Interviews with key stakeholders Documents review	Triangulating meeting and interview results Comparisons with data from other sources Cross analysis of documentary data from a variety of sources
Effectiveness	3. What is the contribution of programme outcomes (results) to achievement of	No of women standing for elections	Focus group discussions/ workshops	Triangulating meeting and interview results

	programme purpose?. How far the programme's results have been attained and the programme's specific objectives achieved, or are expected to be achieved? 3.1 How well is programme achieving its planned results (outcomes)? 3.2 As currently implemented what is the likelihood of the programme purpose to be achieved?	No of women in reserve seats No of TSM Working Groups established Number of other strategic partnerships	with key stakeholders. Interviews with key stakeholders Documents review	Comparisons with data from other sources Cross analysis of documentary data from a variety of sources
Impact	4. As presently implemented, is the programmes likely contribution to the overall programme goal (objective). How the programme objectives have been achieved as intended? 4.1 What are the direct prospects of the programme to the overall objective (goal) level? 4.2 Does the programme's have any indirect positive and/or negative impacts (social, cultural)	Increased number of women in parliament?	Focus group discussions/ workshops with key stakeholders. Interviews with key stakeholders Documents review	Triangulating meeting and interview results Comparisons with data from other sources Cross analysis of documentary data from a variety of sources
Sustainability	5. What is the likelihood of continuation in the stream of benefits by the programme after the period of external support has ended. Are the positive outcomes of the programme and the flow of benefits likely to continue after external funding ends or non-funding support interventions (eg. policy dialogue, coordination)? 5.1 Financial Viability? 5.2 What is the level of ownership of the programme by the target groups and will it continue after the end of the external support?	Ownership by stakeholders? Financial viability by stakeholders? Financial Pahse out strategy?	Focus group discussions/ workshops with key stakeholders. Interviews with key stakeholders Documents review	Triangulating meeting and interview results Comparisons with data from other sources Cross analysis of documentary data from a variety of sources

Annex 4

List of Documents

1. BRIDGE Train the Facilitator Participants' Handbook
2. BRIDGE Gender and Elections Module
3. Government of Niue Department of Community Affairs. *Niue Consultation on "Advancing Women's Representation in Decision Making Processes in Parliament and National Action Plan for the Advancement of Women in Decision making Processes in Niue 2010- 2013*. Niue. 2010
4. Government of Solomon Islands Ministry of Women, Youth and Children Affairs. *National Policy on Gender Equality and Women's Development.* 2010.
5. Department of Community Development. National Policy for Women and Gender Equality 2011-2015. PNG. 2011
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7. European Union Employment, Social Affairs and Inclusion: http://ec.europa.eu/social/main.jsp?catId=89&furtherNews, accessed 2 April 2012
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9. IPPCC and UNIFEM Pacific. *Memorandum of Agreement between IPPCC and UNIFEM.* 2011
10. Gender Equality in Australia's Aid Program – Why and How http://www.ausaid.gov.au/publications/pdf/gender_policy.pdf, accessed 2 April 2012
11. Gender and Elections Participants Handbook
12. GEPG Programme Document (2008)
13. GEPG Annual Work-plans (2009/2010/2011)
14. GoPNG and UNDP. *2011 Annual Work Plan for Women in Leadership.* Naigani, PNG. 2011
15. Media and documentary files and press statements
16. M&E Development Results Framework matrices (2009/2010)
17. New Zeealand Aid Programme: International Development Policy Statement: Supporting Sustainable Development :http://www.aid.govt.nz/webfm_send/3, accessed on 2 April 2012
18. *Outcome Statement by the Vanuatu Parliamentarians*. Port Vila, Vanuatu. 2010
19. PNG National Policy for Women and Gender Equality 2011 -2015
20. PNG CEDAW concluding observations (2010)
21. Papua New Guinea Vision 2050
22. PIFS. *Forty-Second Pacific Island Forum Communique.* 2011. Auckland, New Zealand
23. PIFS. *The Pacific Plan: For Strengthening Regional Cooperation and Integration*. Suva, Fiji. 2005
24. PIPP and UNIFEM. *Gender Equality in Political Governance Vanuatu Baseline Panel Survey- Phase 1.* Vanuatu. 2010
25. Ruth Maetala. *Women in Shared Decision Making (WISDM) End of Project Evaluation Report*. NCW, Honiara, SI. 2011
26. Samples of BRIDGE pre-post workshop questionnaires
27. SPC. *Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005 - 2015: A Regional Charter.* Noumea, New Caledonia. 2004
28. SPC, UNFPA, PIFS,AFPPD & UNDP. Pacific Parliamentarians Rally for Sustainability, Equity and Accountability. Cook Islands. 2009
29. Small Islands States Action Plan on the Advancement of Women in Decision making Processes. 2010
30. Small Island States Leader's Meeting: Summary of Decisions 2011
31. Technical Working Group Paper. *Powers of the PNG National Parliament to Appoint Women Members.* Prepared by the TWG Legal Team. 2009

32. UNDP and PIFS. *Utilising Temporary Special Measures to Promote Gender Balance in Pacific Legislatures: A Guide to Options.* Suva, Fiji. 2009
33. United Nations Entity for Gender Equality and the Empowerment of Women Strategic Plan 2011-2013
34. UNIFEM Pacific. *UNIFEM Pacific in Partnership with AusAID: Advancing Gender Equality in Political Governance in the Pacific: Stringer Women Citizens and Leaders*: *Program Design Document.* Suva. 2008
35. United Nations Entity for Gender Equality and the Empowerment of Women; http://www.unwomen.org/, accessed on 31 March, 2012
36. UNIFEM & GEPG First Progress Report 2008 - 2009.
37. UNIFEM & GEPG Second Progress Report 2010.
38. UNIFEM and NRI. *Gender Equality in Political Governance: Phase 1 Baseline Study*. PNG. 2010.
39. UN Women Pacific Sub regional Strategy 2008-2013
40. UN Women Strategic Plan, 2011-2013
41. USP Gender draft Journalism Modules
42. Vanuatu Electoral Commission and Transparency International. Report of the Elections Observer Group. Port Vila, Vanuatu. 2002
43. Vijay Naidu and Miliakere Kaitani. *Survey Report on Community's Perception of Women's Participation in Politics in the Solomon Islands.* Suva, Fiji. 2011
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