MIDTERM EVALUATION OF THE PACIFIC PARTNERSHIP TO END VIOLENCE AGAINST WOMEN AND GIRLS PROGRAMME 2018-2022

VOLUME 1

Main Report

ACNOWLEDGEMENTS

The Independent External Mid-Term Evaluation of the Pacific Partnership to End Violence Against Women and Girls Programme 2018-2020 was implemented by hera in cooperation with Aid Works.

The evaluation team comprised:

Jamine Makikon (Data Collection / Vanuatu)   Marilyn Cornelius (Data Collection / Fiji)

Jill Kari (Data Collection / Solomon Islands)   Mo Ali (Quality Assurance)

Josef Decosas (Team Leader)   Ruth Maetala (Data Collection / Solomon Islands)

Katrien DeMuynck (Management Support)   Sally Cobb (VAW Specialist)

Linda Kenni (Data Collection / Vanuatu)   Tokintekai Bakineti (Data Collection / Kiribati)

Mardi Trompf (Evaluation Specialist)

The evaluation team acknowledges with gratitude:

- The management support provided by the UN Women Fiji Multi-Country Office working in consultation with the Evaluation Management Group which included representatives of the three programme partners (SPC, UN Women, PIFS);

- the quality assurance provided by the Independent Evaluation Service of the UN Women Regional Office for Asia and Pacific;

- and the overall governance of the evaluation by the Evaluation Reference Group which included representatives of the three Pacific Programme partners, the three principal programme donors (EU, DFAT and MFAT) and the Tonga Women and Children Crisis Centre representing civil society implementing partners.

Above all, team expresses its sincere gratitude to all representatives of government institutions, associations, civil society organisations and community groups who provided information by supplying documents and by dedicating their time to answering questions in interviews and surveys.

EXECUTIVE SUMMARY

This report presents the findings, lessons, conclusions and recommendations of the Independent External Mid-Term Evaluation of the Pacific Partnership to End Violence Against Women and Girls Programme 2018-2022 (the Programme) implemented between November 2020 and April 2021 by hera and Aid Works under the governance of an Evaluation Reference Group that included representatives of donors, partners and implementing civil society organisations.

The Programme is implemented in nine Pacific Island Countries (PICs) with a total budget of US$ 30.2 million provided by the European Union (EU), the Australian Department of Foreign Affairs and Trade (DFAT) and the New Zealand Ministry of Foreign Affairs and Trade (MFAT) under four funding agreements, each of them earmarked for activities in specific countries. It was launched in November 2018 and is expected to end in August 2022. The Programme is a first ever opportunity for three key partners in the Pacific, two regional intergovernmental entities and a UN Programme, to work jointly under a common framework. It intends applying international best practice informed by lessons learnt in the Pacific to achieve progress towards gender equality and ending VAWG by challenging negative social norms and practices; enhancing the awareness and practice of respectful relationships and gender equality among women, men, girls and boys; and increasing access to essential services for survivors of violence. Each partner is responsible for one intervention area as defined by the three programme outcomes:

- **Outcome 1** (Secretariat of the Pacific Community - SPC): Enhance Pacific Youth's formal in-school and informal education on gender equality and prevention of VAWG
- **Outcome 2** (UN Women): Promote gender-equitable social norms at individual and community level to prevent VAWG and ensure survivors have access to quality response services
- **Outcome 3** (Pacific Islands Forum Secretariat - PIFS): Empower national and regional CSOs to advocate, monitor and report on regional and on government commitments to enhance gender equality and end VAWG

PURPOSE OF THE EVALUATION

The purpose of the evaluation, as resolved by the Programme Steering Committee (PSC) in October 2019, is to guide potential redesigns, adjustments and other programmatic decisions for the rest of the Programme period.

OBJECTIVES, SCOPE AND AUDIENCE

The objectives of the evaluation, as defined in the evaluation's terms of reference, are to:

- Document and evaluate the Programme's relevance, effectiveness, efficiency, coherence, and impact
- Reflect on the progress of the Programme and the validity of its theory of change given the current context and revise it if needed
- Identify 'what works' and needs to be continued, what needs to stop, and what new adaptations are required
- Provide learnings, findings, conclusions, and recommendations to inform implementation for the remainder of the Programme, as well as to guide the future direction and investment into the Pacific Partnership
- Facilitate learning between Pacific Partnership partners, donors and organisations working to end VAWG in the Pacific

As agreed with the Evaluation Management Group (EMG), the evaluation focused primarily on assessing the relevance, coherence, efficiency and potential sustainability of the Programme. It covered all nine countries included in the Programme with a specific focus on Fiji, Kiribati, the Solomon Islands and Vanuatu.

The primary users of the evaluation include the executives and the management and programme teams of the three programme partners, the PSC, and other donors and development partners in the Pacific working in the thematic areas of promoting gender equality and ending VAWG. The evaluation also aims to inform the work of national stakeholders in the countries where the Programme is implemented, including government institutions and non-state actors (NSAs).

METHODOLOGY

The evaluation approach was participatory and based on an appreciative inquiry method that aimed at exploring the views of stakeholders about the relevance and coherence of planned and implemented strategies and the alignment with their aspirations. To supplement the stories of change and strengths-based ideas expressed by stakeholders in interviews, an on-line survey was conducted, and internal and public programme documentation was reviewed.

Girls and women are the ultimate rights holders addressed by the Programme. Their right to protection and freedom from bodily and mental harm is the central and therefore also the main benchmark against which all programme activities should be evaluated. Primary data collection at the level of ultimate rights holders was, however, out of scope of the evaluation.

With the assistance of the evaluation manager, the evaluation team identified 278 stakeholders representing the ultimate duty bearers of the Programme including the programme partners, donors, and PIC governments and legislative bodies, and the intermediate duty bearers including CSOs, FBOs and private sector entities as well as public institutions such as schools, law courts and health facilities. The evaluation team categorised them in five groups and drew a sample of 90 (32%) for key informant interviews or focus group discussions of whom 79 (88%) were reached. Sampling was purposive with an overall coverage of 74 percent among staff of partner and donor organisations, and a 25 percent coverage among staff of implementing government institutions and NSAs. All 200 government and NSA stakeholders were invited to participate in an on-line survey which achieved a response rate of 47 percent.

All qualitative data, including narrative responses to the on-line survey, transcripts of interviews and group discussions and documents collected during the process of the evaluation were analysed using the NVivo content analysis software.

Human rights and gender equality approaches were integrated throughout the evaluation process in line with the UNEG norms on human rights and gender equality. The evaluation team assured that information provided by individual stakeholders remained confidential and could not be traced back. A formal ethical approval was not required as no primary data were collected from persons at risk or affected by violence. A gender responsiveness analysis was performed on the basis of available documentation for 13 projects or activities supported by the Programme.

The COVD-19 pandemic as well as two tropical cyclones generated some constraints in data collection which were overcome by the extensive use of remote communication and conferencing technology.

CONCLUSIONS

Relevance: The Pacific Partnership addresses VAWG as a global priority issue that has a particularly high prevalence in the Pacific Region. It distinguishes itself from other programmes of this nature by its comprehensive approach that combines addressing systemic gender-based discrimination as a root cause of VAWG with strengthening institutions and organisations that work towards assuring the rights of survivors

of violence for protection, care and justice. This approach is well reflected in the Programme's theory of change. Evidence about the effectiveness of this integrated approach is being generated, for instance in the South Tawara research study conducted in Kiribati, although the Programme could provide opportunities for additional generation of evidence.

In its efforts to prevent VAWG, the Pacific Partnership works, among others, with institutions that are not traditionally associated with EVAWG programmes such as schools, churches and sports organisations. Preliminary evidence suggests that this approach is effective in gradually changing social norms. Girls and women are gaining power and recognition in these social institutions which can be expected to eventually result in lowering the acceptance of the physical, emotional and economic abuse they are subjected to and that is widely considered as normal or culturally appropriate by both men and women.

Programme Coherence: The Pacific Partnership has been successful in strengthening the partnership of government with civil society in addressing VAWG. At the same time, there is an inherent tension in this relationship, with CSOs being able to assimilate learnings and adapt processes quickly while some of them express frustration with government processes which they perceive as being slow and bureaucratic. A better understanding of each other's capacities and constraints is a potential achievement of the Pacific Partnership Programme that will contribute to better protection and care for survivors of violence.

In its regional activities, the Pacific Partnership brings the implementers together in the development of common technical platforms and evidence-based programmes. PIFS, as a regional political body with the representation of and access to governments at the highest level has a key role in this effort towards greater cohesion of initiatives to empower women and end VAWG. SPC occupies a similar role in the education sector, while UN Women is striving to pursue this goal in collaboration with regional civil society networks such as the Pacific Women's Network Against VAW, PCC and Oceania Rugby.

While the regional profile and scope of the Pacific Partnership holds much promise for generating efficiency gains and for reducing fragmentation, the Programme does not sufficiently translate these into gains in country programmes because the synergies of its outcome pillars are not consistently translated into synergies at country level. This is further driven by the geographic and thematic earmarking of donor contributions to the Pacific Partnership which has increased with the additional contributions received since the Programme's inception.

External Coherence: There are many internationally and nationally funded initiatives in the Pacific Island Countries that address issues of gender inequality including VAWG. With a relatively small population spread over many islands, the state and non-state implementers of programmes are incurring large transaction costs in terms of reporting to different funders, managing multiple grant accounts and responding to multiple evaluations. While the Pacific Partnership is not necessarily solving this problem, it is contributing to its mitigation by bundling international efforts that aim at achieving common goals.

Inclusion: That gender is not a binary concept and that persons with different gender identities are particularly exposed to experiencing gender-based violence is gaining acceptance among implementing partners of the Pacific Partnership Programme. Stakeholders, however, suggested that more could be done. The same applies to the recognition that girls and women who are disabled experience frequent violations of their rights, are often exposed to violence, and have special needs for protection. Stakeholders also mentioned challenges in reaching elderly women and women living in rural areas or remote islands although the efforts made by the Programme were recognised.

Much has been done by SPC and by UN Women in involving men and boys in activities promoting gender equality to end VAWG. The Social Citizen Education Programme under Outcome 1 and the Warwick Principles adopted by the Regional Pacific Women's Network Against Violence Against Women under

Outcome 2 attest to this work. However, several interviewed stakeholders mentioned challenges in reaching men and boys, including sometimes a lack of clarity on whether men are seen as perpetrators of violence or approached as potential allies in efforts to end it.

Structural Efficiency: The governance and management structures and processes of the Pacific Partnership Programme were designed for a programme initially funded under an agreement negotiated jointly among three partners, the EU, DFAT and UN Women. Since then, the Pacific Partnership has grown with the integration of three additional funding envelopes and with MFAT as an additional funding partner. The governance structure was adapted, but management structures and processes remain unchanged. Performance monitoring, management and reporting is fragmented among the grants and there are weaknesses in the performance monitoring frameworks.

Implementation Efficiency: The efficiency of programme implementation by the three partners is not uniform. Implementation of Outcome 3 is particularly slow which should not surprise as implementation under this outcome started very late, and the development and adoption of regional initiatives by an intergovernmental institution are complex, requiring diplomacy and often lengthy negotiations. While PIFS adds considerable value to the Pacific Partnership as a convenor, advocate and voice at high political levels, it did not have a pre-existing structure for project and CSO grant management. This affects its budget execution rates without necessarily reducing its value in the partnership.

Communication and Visibility: In its first two years of implementation, the Programme generated many quality communication outputs ranging from highly visible publications to website postings and social media contents. The visibility of the Programme is, however, limited by the absence of a unique brand. Communication outputs carry different constellations of logos. Communication products published on the websites of implementing partners can often only be identified as outputs of the Programme by reading the acknowledgements.

RECOMMENDATIONS

FOR THE CURRENT PACIFIC PARTNERSHIP PROGRAMME

1. The programme partners for Outcome 1 and Outcome 2 should:

   a) Within the current Programme, increase their activities and investments in intervention research and rigorous monitoring and evaluation on effective programmes and policies for the prevention of VAWG, for instance along the lines of the current South Tawara study, linked to the Strengthening Peaceful Villages Programme.

   b) Within the current Programme, further analyse and document the added value of comprehensive programming for the prevention and response to VAWG and of the success in strengthening the partnership between state and non-state actors, for instance in the support of SAFENET in the Solomon Islands.

   Although new findings on the relative effectiveness of prevention activities or combinations of activities will not likely be generated in time to influence the current Programme, the information will help guide future programming and provide a valuable contribution to global knowledge about the prevention of VAWG.

2. The programme partners should increase the efforts of translating the Programme's strong attributes of comprehensiveness illustrated by the combination of the three programme outcomes in a single Theory of Change into programming at country level by assuring that all three outcomes are actively supported and pursued in as many countries as possible.

3. The programme donors that are considering investing additional funds in the Pacific Partnership (or in a future programme) should, to the greatest degree possible, avoid geographic or thematic earmarking and instead invest in the common Theory of Change. Programme partners that are negotiating additional financing agreements with donors should insist that new funds support the overall Theory of Change with as little earmarking as possible.

4. The programme partners should strengthen their efforts for inclusion. While the evaluation acknowledges that much has been done by SPC and UN Women to reach disabled women, women in remote or rural areas, elderly women, people with different gender identification and people with different sexual orientation, the survey and interview responses of implementing partners indicate that there is room to further strengthen the Programme's inclusiveness. Additional attention should also be given to including men and boys in the Programme to overcome constraints mentioned by some implementing partners.

5. The programme partners, in consultation with donors, should fully integrate the additional financing agreements signed after 2018 in the common programme framework, including the Theory of Change, the M&E Framework and the Performance Management Framework (PMF).

6. The programme partners should review and revise the process and format of performance monitoring. They should:

   a) Use the PMF as a living performance management instrument that is updated and accessible in real time, reviewed at least twice a year by the PSC, and annexed in full to the annual reports rather than disaggregated and embedded in sections of the report.

   b) Simplify the PMF by developing single, rather than country-specific, indicators that can still be disaggregated by country when setting targets and reporting results.

   c) Integrate the outcomes and outputs of the additional financing agreements signed after 2018 and of any future new agreements in the common PMF, ideally under existing indicators by expanding the disaggregation of targets and results. The addition of new indicators should be avoided unless new agreements add new elements to the common Theory of Change.

   d) Review and revise indicators and targets on the basis of measurability and informative value. Indicators that already have a nearly 100% achievement at baseline need to be revised as there is no room for measuring progress. This could be solved by setting targets that include the increase in coverage (e.g. >95% of teachers with positive attitudes in XX schools). Indicators with baseline data of very low numbers have a similar issue as small and insignificant increases in numbers may result in reports of large percentage increases (e.g. the increase from one to three referrals from social services is recorded as an increase of 200 percentage points). When percentage point increases are chosen as targets, the numbers on which they are calculated should always be presented in the PMF.

7. The programme partners should jointly review the implementation and budget execution rates under each outcome and develop feasible solutions to mitigate the differences in implementation rates. This involves identifying implementation bottlenecks for the achievement of specific outputs, adjusting budget allocations within and across outcomes to ensure that the most promising activities are pursued, and ensuring that the outcomes and outputs are distributed among the three partners according to their highest capacity for implementation.

FOR FUTURE INITIATIVES ON EVAWG IN THE PACIFIC

8. The programme partners and the principal programme donors should build on the achievements of the Pacific Partnership by assuring that future initiatives for EVAWG in the Pacific continue to invest and deliver in this type of cohesive approach that unites regional organisations and institutions, PIC governments and NSAs in a continuation and expansion of the Pacific Partnership.

9. The programme partners and donors should, in consultation with other programmes supporting the goal of ending violence against women and girls in the Pacific, consider expanding the scope of activities by including partners with capacity to promote equality and rights in sectors not fully covered by the current Programme, such as in health and economic sectors.

10. In the future, the Pacific Partnership should develop a strongly branded media footprint with a common logo to be used for all communication outputs as well as a common website where all partner activities and results can be accessed.

FOR FUTURE INITIATIVES ON EVAWG IN THE PACIFIC

ABBREVIATIONS

ADB	Asian Development Bank	PIFS	Pacific Islands Forum Secretariat
CSO	Civil Society Organisation	PLGED	Pacific Leaders Gender Equality Declaration
DFAT	Department for Foreign Affairs and Trade (Australia)	PMF	Performance Monitoring Framework
EMG	Evaluation Management Group	PNG	Papua New Guinea
EU	European Union	PPA	Pacific Platform for Action on Gender Equality and Women's Human Rights (*earlier versions*: … *Action on Advancement of Women and Gender Equality*)
EVAWG	Ending Violence Against Women and Girls		
FBO	Faith-based Organisation		
FGD	Focus Group Discussion	PPEVAWG	Pacific Partnership to End Violence Against Women and Girls
FPA	Family Protection Act	RMI	Republic of the Marshall Islands
FSM	Federated States of Micronesia	RRRT	Regional Rights Resource Team (SPC)
FWCC	Fiji Women's Crisis Centre		
GRES	Gender Result Effectiveness Scale	SASA!	Start, Awareness, Support and Action (Raising Voices)
HRSD	Human Rights and Social Development [department] (SPC)	SCE	Social Citizenship Education
KII	Key Informant Interview	SDG	Sustainable Development Goal
LGBTI	Lesbian, Gay, Bisexual, Transgender, and Intersex	SPC	Secretariat of the Pacific Community
MELF	Monitoring, Evaluation and Learning Framework	SPV	Strengthening Peaceful Villages (Kiribati)
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)	SRH	Sexual and Reproductive Health
MOU	Memorandum of Understanding	UNEG	United Nations Evaluation Group
NSA	Non-State Actor	USP	University of the South Pacific
PCC	Pacific Conference of Churches	VAW	Violence Against Women
PIC	Pacific Island Country	VAWG	Violence Against Women and Girls
		VOIP	Voice over Internet Protocol

TABLE OF CONTENTS

ANNEXES (VOLUME 2)

1 VIOLENCE AGAINST WOMEN AND GIRLS IN THE PACIFIC

Globally, about one in three women (27% - 36%) aged 15-49 experienced physical and/or sexual violence during their lifetime, not including other forms of gender-based harassment or violence such as forced marriage, psychological or verbal abuse. Intimate partners are responsible for most of the perpetrated violence.[1] In response, the UN General Assembly adopted the Sustainable Development Goal (SDG) 5.2 in 2015 to *'eliminate all forms of violence against all women and girls in the public and private spheres including trafficking and sexual and other types of exploitation'*. Two indicators were defined for monitoring progress towards achievement of the goal:[2]

- *5.2.1. Proportion of ever partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner, in the previous 12 months, by form of violence and by age.*

- *5.2.2. Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner, in the previous 12 months, by age and place of occurrence.*

Data on violence against women (VAW) are obtained in surveys that feed into a global database. Data collection is, however, difficult and risky, and surveys are conducted infrequently. Some of the data sources are more than 20 years old. Nevertheless, available data document convincingly that VAW in 13 Pacific Island Countries (PICs) is considerably more prevalent than the global estimate of 35 percent, but they also document considerable differences in the prevalence among PICs. **Table 1** presents data on VAW published by UNFPA.

Table 1.	Intimate partner and non-partner VAW in Pacific Island Countries							
	INTIMATE PARTNER PHYSICAL VIOLENCE		**INTIMATE PARTNER SEXUAL VIOLENCE**		**NON-PARTNER PHYSICAL VIOLENCE**		**NON-PARTNER SEXUAL VIOLENCE**	
	LIFETIME	**LAST 12 MONTHS**	**LIFETIME**	**LAST 12 MONTHS**	**LIFETIME**	**LAST 12 MONTHS**	**LIFETIME**	**LAST 12 MONTHS**
Cook Islands	30%	7%	13%	5%	39%	8%	7%	>1%
Fiji	61%	19%	34%	14%	27%	N.D.	9%	N.D.
Kiribati	59%	39%	30%	21%	24%	8%	10%	3%
Marshall Islands	48%	16%	21%	6%	33%	4%	13%	1%
Micronesia, Fed.	29%	19%	18%	13%	10%	3%	8%	3%
Nauru	47%	21%	21%	10%	N.D.	N.D.	47%	12%
Palau	23%	7%	10%	4%	14%	3%	15%	3%
Papua New Guinea	56%	44%	31%	24%	N.D.	N.D.	N.D.	N.D.
Samoa	41%	18%	20%	12%	62%	N.D.	11%	N.D.
Solomon Islands	46%	N.D.	55%	N.D.	18%	N.D.	18%	N.D.
Tonga	33%	13%	17%	11%	68%	N.D.	6%	N.D.
Tuvalu	33%	24%	10%	5%	N.D.	N.D.	N.D.	N.D.
Vanuatu	51%	33%	44%	33%	28%	N.D.	33%	N.D.

Data Source UNFPA https://asiapacific.unfpa.org/en/knowvawdata (accessed 28/12/20)
*N.D. = no data*
No data are available for Niue

---

[1] WHO. Violence against women prevalence estimates 2018. United Nations Inter-Agency Working Group on Violence Against Women Estimation and Data (UNICEF, UNFPA, UNODC, UNSD, UNWomen); 2021.

[2] https://unstats.un.org/sdgs/indicators/indicators-list/ (accessed 28/12/20)

Prevalence data on combined intimate partner sexual and physical violence reported by women as experienced during their lifetime and within the preceding 12 months are presented in **Figure 1**.

Figure 1. Intimate partner physical and/or sexual VAW in Pacific Island Countries
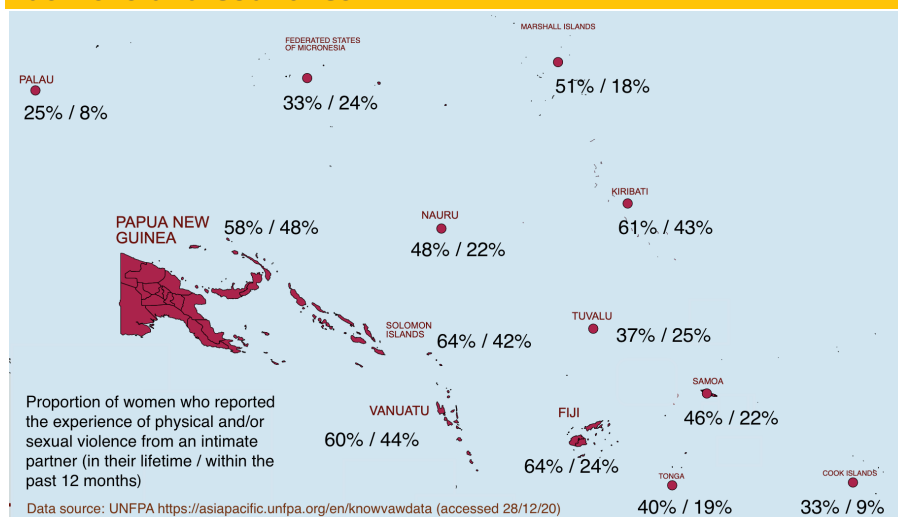
Because of the high prevalence of violence against women and girls (VAWG), services and laws that protect them and provide access to care are of highest priority. PIC governments have made commitments to end VAWG in several national, regional and global agreements, including the *Pacific Platform for Action on Advancement of Women and Gender Equality* in 1994 (PPA) which was periodically renewed, in 2018 under the title *Pacific Platform for Action on Gender Equality and Women's Human Rights*, the *Cairns Communiqué* in 2009, and the *Pacific Leaders Gender Equality Declaration* in 2012 which was reaffirmed in 2015. By 2017, 13 PICs had passed comprehensive Domestic Violence / Family Protection legislation:[3]

- **Cook Islands:** Family Protection and Support Act (2017)
- **Fiji**: Family Law Act (2003), Family Law Act Amendment (2012), Domestic Violence Act (2009)
- **FSM Kosrae State**: Family Protection Act (2014)
      Pohnpei State: Domestic Violence Act (2017)
- **Kiribati**: Family Peace Act (2014)
- **Nauru:** Family Protection and domestic Violence Act (2017)
- **RMI:** Domestic Violence Prevention and Protection Act (2011)
- **Palau:** Family Protection Act (2012)
- **Papua New Guinea (PNG):** Family Protection Act (2013)
- **Samoa:** Family Safety Act (2013)
- **Solomon Islands:** Family Protection Act (2014)
- **Tonga:** Family Protection Act (2013)
- **Tuvalu:** Family Protection and Domestic Violence Act (2014)
- **Vanuatu:** Family Protection Act (2008)

A 2014 submission by the UN Gender Group to an Australian Parliamentary Enquiry noted that '*a closer look at the implementation of Family Protection Acts that were passed a number of years ago, … , reveal that the services that should be provided to survivors are still not available.*'[4] Progress in the implementation of the legislation has since been made. In 2018 a Regional Working Group on the Implementation of Domestic Violence Legislation was established for countries to discuss their status of implementation of domestic violence laws, highlight implementation needs and share key learnings. The SPC dashboard on domestic

---

[3] https://rrrt.spc.int/ending-violence-against-women-and-girls (accessed 18/03/2021)
[4] UN Secretary General's Unite to End Violence against Women Campaign. Submission 49 to the Australian Parliamentary Enquiry on Empowering Women and Girls; 2014

violence legislation, however, lists zero countries as providing evidence that justice and other services set out under legislation are available and resourced.[5]

While laws and services that protect women and girls continue to be a high priority, the up-stream issues that drive the violence they are experiencing need to be understood and addressed in order to generate lasting changes. Unequal power relations between men and women perpetuated by gender-based social norms and systemic discrimination are at the root of VAWG. These norms are acquired from early childhood onwards and reenforced by social institutions including in households, schools, churches and the media. Violent behaviour towards women can be a social norm where there is a shared belief that it is appropriate and linked to norms about gender roles and power, particularly in the case of intimate partner violence.[6] Research by the Fiji Women's Crisis Centre (FWCC) documented that many women accept men's rights to assert their power, including by means of violence.[7]

- 43 percent of women agree with one or more *justifications* for a man to beat his wife
- 60 percent think that *a good wife obeys her husband even if she disagrees*
- 55 percent believe that *it is important for a man to show his wife/partner who is the boss*
- 53 percent do not agree that woman has the right to choose her own friends
- 33 percent believe that a wife is obliged to have sex, even if she doesn't feel like it

The researchers also reported that 58 percent of all women surveyed believed that people outside the family should not intervene if a man mistreats his wife, contributing to the very high prevalence of unreported acts of violence. According to the Pacific Women report, between 50 and 90 percent of women survivors of violence in the PICs never seek assistance.[8]

The recent (2019) baseline South Tawara Health Living Study in Kiribati found that 38 percent of ever-partnered women had experienced physical and/or sexual violence by an intimate male partner within the last 12 months. It also found an imbalance with more men in partnerships reporting that they had perpetrated physical or sexual violence than women disclosing that they had experienced it. This indicates a reluctance among women for sharing their experiences of intimate partner violence. When asked about social norms around intimate partner violence, 88 percent of women and 70 percent of men agreed that wife-beating was justifiable under at least one condition.[9]

Gender inequality in the Pacific is addressed in the regional PPA and its periodic renewals since 1994. In the 2016 Pacific Forum Leaders Communique, the leaders noted that '*since the adoption of [the platform], regional progress on achieving gender equality has generally improved, albeit slowly. Common challenges include attitudinal and behavioural barriers, insufficient funding, and fragmentation and lack of coordination amongst agencies.*'[10]

INTERSECTIONAL ANALYSIS OF VAWG

'*Women with disabilities are twice as likely to experience domestic violence and other forms of gender-based and sexual violence as non-disabled women and are likely to experience abuse over a longer period of time and to suffer more severe injuries as a result of the violence.*'[11] In 2013, UNFPA published a study analysing

---

[5] https://rrrt.spc.int/ending-violence-against-women-and-girls (accessed 18/03/2021)
[6] Pacific Women. Ending Violence against Women Roadmap Synthesis Report. Pacific Women 2017
[7] FWCC. Somebody's life, everybody's business: National Research on Women's Health and Life Experiences in Fiji. FWCC 2013
[8] Pacific Women. Ending Violence against Women Roadmap Synthesis Report. Pacific Women 2017
[9] Equality Institute. South Tawara Healthy Living Study; Baseline Report. Equality Institute 2019
[10] 47th Pacific Islands Forum Communiqué. September 2016
[11] Ortoleva S, Lewis H. Forgotten Sisters - A Report on Violence against Women with Disabilities: An Overview of Its Nature, Scope, Causes and Consequence. Violence Against Women with Disabilities Working Group 2012.

the sexual and reproductive health and VAW with disabilities in Kiribati, Solomon Islands and Tonga.[12] According to surveys, an estimated three to four percent of the population in these countries live with at least one disability, about equally distributed among men and women. This is much lower than the global estimates of 15 to 19 percent. The surveys, however, did not include milder forms of disabilities and acknowledged that mental health problems and intellectual impairment were generally underreported. The study, which included interviews with a relatively small number of women living with disabilities, indicated that they are generally exposed more frequently to human rights violations than non-disabled women. Women with intellectual impairment are often subjected to involuntary contraception or sterilisation, and there are indications that women with disabilities may experience sexual violence perpetrated by acquaintances or strangers at a higher rate than other women. While organisations supporting the rights of women living with disabilities are active in all three countries, the national legislations and policies provide only limited protection of their human rights. One of the country studies also addressed the issue of disabled women who identify as lesbian, gay, bisexual, transgender or intersex (LGBTI) who lived with a double burden of discrimination.

While same sex relationships continue to be illegal for men in several PICs, only the Solomon Islands prohibit same sex relationships among women although the law is reportedly not enforced. Despite gradual legislative changes in the Pacific countries, LGBTI persons do not have adequate protection and redress for abuses and discrimination, leading to wide-spread human rights abuses, mental and physical violence, social exclusion and discrimination at home, in schools, in the workplace and in the media.[13] A climate of homophobia that is still dominant in most countries throws a curtain of silence over the experience of violence by lesbian and bisexual women and transgender and intersex persons and obscures any information about its prevalence.

---

[12] UNFPA. A Deeper Silence: The Unheard Experiences of Women with Disabilities – Sexual and Reproductive Health and Violence against Women in Kiribati, Solomon Islands and Tonga. UNFPA 2013

[13] Nguyen A. Promoting and Protecting the Rights of Lesbians, Bisexual Women, Transgender and Intersex Persons. United Nations Entity for Gender Equality and the Empowerment of Women. UN Women Regional Office for Asia and the Pacific 2016

2 THE PACIFIC PARTNERSHIP PROGRAMME

The Pacific Partnership to End Violence Against Women and Girls (Pacific Partnership) Programme aims to address the challenges of gender inequality and VAWG in the Pacific. It was launched in November 2018 after a year of preparatory work and is expected to end in August 2022. An extension to 2023 is currently being negotiated. The Programme is jointly implemented by UN Women, the Secretariat of the Pacific Community (SPC) and the Pacific Islands Forum Secretariat (PIFS).

The Programme is a first ever opportunity for three key partners in the Pacific, two regional intergovernmental entities and a UN Programme, to work jointly under a common framework. It intends applying international best practice informed by lessons learnt in the Pacific to achieve progress towards gender equality and ending VAWG by challenging negative social norms and practices, enhancing awareness and practice of respectful relationships and gender equality among women, men, girls and boys, and increasing access to essential services for survivors of VAWG. The Programme has three components (outcomes), each implemented under the responsibility of one of the three partners, although not all of them in all countries. The complementary approach aims at creating a comprehensive programme for ending VAWG and promoting gender equality. The three components and the countries of implementation are presented in **Figure 2**.

Figure 2. Outcome objectives and partner responsibilities

The three partners are implementing their programme components in cooperation with governments, civil society organisations (CSOs), faith-based organisations (FBOs), communities and other national and regional partners. The Programme includes:

- Research, learning, and knowledge management to synthesise and apply new evidence, emerging practices, and learning
- Sustainable institutional capacity building
- Promotion of Pacific-driven thought leadership
- Partnership and coordination with a wide range of actors on preventing VAWG and promoting gender equality

The logic of the Pacific Partnership Programme is summarised in a high-level theory of change framework presented in **Figure 3.** It is further detailed in a matrix of outcomes, intermediate outcomes, outputs, sub-outputs and indicative activities.[14]

Under **Outcome 1** (SPC), the planned activities include support to ministries of education in the development of school curricula that integrate gender equality, social inclusion, human rights and child protection; teacher training and development of educational resources; and support to non-formal education including youth-led community activities, school outreach and media campaigns promoting gender equality.

Under **Outcome 2** (UN Women), planned activities include supporting faith-based and sporting organisations in implementing community-based prevention and social change programmes and campaigns to advance gender equality and zero tolerance for VAWG; generating evidence on

Figure 3. PPEVAWG high level theory of change

Issue: Violence against women and girls in the Pacific is a violation of human rights issue and among the highest globally. There is an urgent need to prevent and respond to violence against women and girls in the Pacific

IF...
(1) Communities, governments, civil society organisations, faith-based organisations, and women's organisations work at the individual and community level to support shifts in social norms, practices and structures that drive violence against women; and

and IF...
(2) women and girls who experience violence have access to quality essential services (health, social service, police and justice) to recover from violence (UN Essential Services Package)

THEN THERE WILL BE...
(3) a substantial reduction in VAWG and increased access to services for women to recover from violence

BECAUSE...
(4) gender equality and respect for women will be advanced through transformed social structures, norms and practices; and (5) those experiencing violence will be empowered to recover and rebuild their lives with appropriate assistance and support

The programme theory is based on three theoretical understandings, demonstrated in current evidence on what works to prevent VAW

Violence against women and girls is preventable. It is a result of gender inequality and can be prevented by addressing the unequal structures, norms and practices that perpetuate gender inequality.

Community mobilisation including whole of school programmes are effective in changing harmful gender norms and preventing violence against women.

Prevention and response services must work together in countries with high rates of violence and low access to services. Access to services must include investment in improving both the quality and reach of services that respond to women and girls experiencing violence. The UN Women Essential Services Package is a set of best practices that have been developed globally. The Essential Services Package is being contextualised to the Pacific through this programme

Source: PPEVAWG Monitoring, Evaluation and Learning Framework; September 2019

effective prevention of VAWG and capacity strengthening for the delivery of evidence-informed interventions; support for the development and implementation of national strategies, action plans, legal frameworks, and coordinated services responding to VAWG; support of frontline services for survivors of VAWG (health, social, protection, legal); convening partners to advance regional and national approaches to training, registration and accreditation of counsellors; developing a pool of certified trainers and supporting partners in strengthening essential services with a focus on organisations providing services to people with disabilities and those working with members of the lesbian, gay, bisexual, transsexual, and intersex (LGBTI) community.

Under **Outcome 3** (PIFS), planned activities include support to accountability mechanisms and advocacy activities led by non-state actors (NSAs) such as budget analysis, shadow reporting and VAWG policy-to-action tracking; increasing CSO representation in key oversight bodies such as reference groups, peer reviews, elections monitoring and committees; support of national policy dialogue and learning events on VAWG; and the development of a network of champions and mentors of high-level political, faith-based and traditional leaders and CSO advocates for gender equality and ending VAWG.
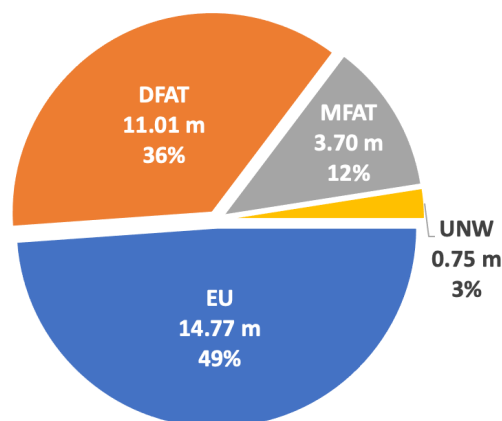
---

[14] Available in the PPEVAWG Monitoring, Evaluation and Learning Framework (September 2019) and copied in the evaluation inception report

The target beneficiaries of the Programme include the entire population of the Pacific Island Countries, estimated at 2.3 million. In addition, PNG has a population of about 8.8 million, however only Outcome 3 is implemented in this country.

The Pacific Partnership Programme currently works with a budget that, since inception, has grown to a total value equivalent to approximately US\$ 30.2 million for programming in nine PICs: Fiji, Kiribati, PNG, RMI, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. Timor-Leste is included as a tenth country in the Pacific Partnership, but according to information from UN Women no activities have been conducted or are planned in this country. The programme countries were

Figure 4. Financial contributors (US\$ equivalent)

selected because they had either already embarked on initiatives aligned with relevant result areas or had expressed interest in receiving technical and financial assistance from regional organisations. The financial donors to the Programme include the European Union (EU), the Australian Department of Foreign Affairs and Trade (DFAT) and the New Zealand Ministry of Foreign Affairs and Trade (MFAT) as well as a contribution by UN Women.

Table 2.   Grant agreements of the Pacific Partnership 2018-2020

YEAR	DONOR	GRANT RECIPIENT	US\$ EQUIVALENT
2018	EU	SPC*	4,838,897
		PIFS*	1,861,114
		UN Women	8,072,583
	DFAT	UN Women	7,267,941
	UN Women	UN Women	750,000
2019	MFAT	UN Women	2,766,268
		DWA (Vanuatu)*	932,339
2020	DFAT	UN Women (Kiribati)	1,412,584
		UN Women (Solomon Islands)	2,325,029
		Total	**30,226,755**

* As per Co-Delegation agreement, UN Women has the coordination and administrative role for the EU grant portfolio, while SPC and PIFS are solely responsible for specific outcome results and resource management

**Grant to the Department of Women's Affairs Vanuatu (by agreement included in the Pacific Partnership with support from UN Women)

2.1 OTHER RELEVANT REGIONAL PROGRAMMES

PACIFIC WOMEN SHAPING PACIFIC DEVELOPMENT

Pacific Women is a 10-year A\$320 million umbrella programme of DFAT from 2012 to 2022 working with a wide range of partners (including 14 PIC governments) and initiatives (including the Pacific Partnership) in the implementation of four gender equality outcomes:[15]

---

[15] Pacific Women Shaping Pacific Development. Annual Progress Report 2019

- Ending violence against women,
- economic empowerment,
- leadership and decision-making, and
- enhancing agency.

THE TRANSFORMATIVE AGENDA FOR WOMEN, ADOLESCENTS AND YOUTH IN THE PACIFIC

The programme is funded by DFAT and managed by UNFPA. It is budgeted at €18.7 million over five years (2018-2022) and brings together governments, civil society organisations, educational institutions and other partners to address the unmet need for family planning in six PICs. The following outcomes are pursued:

- Increased availability and quality of integrated sexual and reproductive health (SRH) information and services
- Increased demand for integrated SRH information and services, particularly for family planning
- More conducive and supportive environment for people to access and benefit from quality SRH services

THE SPOTLIGHT INITIATIVE

The Spotlight Initiative is a global, multi-year partnership between the European Union and the United Nations to eliminate all forms of violence against women and girls. Under the initiative, five programmes were launched in the Pacific Region in 2020, including a Pacific Regional programme and country programmes in Papua New Guinea, Samoa, Timor-Leste and Vanuatu. The first phase of the Regional Programme is implemented over four years by UN Women, UNFPA, UNICEF and IOM in partnership with the SPC Regional Rights Resource Team (RRRT) with a budget of US$6.2 million. It has four outcome areas: [16]

- **Policies and legislation**: Support for development and implementation and advocacy of the Family Protection Act (FPA) and for efforts of the International Labour Organization on adherence to the Violence and Harassment Convention in the workplace
- **Institutions**: Strengthen gender-responsive budgeting as well as advocacy capacity of CSOs; technical support for research on violence; and strengthen referral pathways and frontline services for survivors of violence
- **Prevention**: Develop a comprehensive regional primary prevention framework; community dialogue with faith-based organisations; regional exchange, learning and evidence building; and material development and training
- **Data**: Support standard setting for data collection, analysis and dissemination on VAWG; and support for population-based surveys on domestic violence

OTHERS

UNICEF supports child rights, child protection and education sector programmes in all PICs; **UNDP** supports gender equality through programmes for women's economic empowerment and access to land. **UNFPA** leads the Pacific Gender Based Violence and Emergency sub-cluster at regional level. **UN Women**, together with the Ministry of Women, Children and Poverty Alleviation and the Fiji Women's Crisis Centre leads a Gender Based Violence Working Group at national level in Fiji (formed under the Fiji Safety and Protection Cluster). Several international NGOs are active in this field, for instance the '**Gender Justice and Women's Rights**' programme of **OXFAM** in the Solomon Islands.

---

[16] Spotlight Initiative. Pacific Regional Programme Snapshot

3 THE MIDTERM EVALUATION

3.1 EVALUATION SCOPE AND PURPOSE

The Pacific Partnership Programme has been implemented since January 2018 and, at the time of data collection for the evaluation in December 2020, was at the mid-point of its implementation period. Although a mid-term evaluation was not planned and budgeted for in the initial grant agreement, the Programme Steering Committee (PSC) resolved in October 2019 to commission this evaluation to 'guide any potential redesigns, adjustments and other programmatic decisions for the rest of the programme period.'[17]

According to the terms of reference (Annex 1), the primary users of the evaluation include the executives and the management and programme teams of the three programme partners, the PSC, and other donors and development partners in the Pacific working in the thematic areas of promoting gender equality and ending VAWG. The evaluation also aims to inform the work of national stakeholders in the countries where the Programme is implemented, including government institutions and non-state actors (NSAs).

The terms of reference defined the objectives as of the evaluation as follows:
- Document and evaluate the Programme's relevance, effectiveness, efficiency, coherence, and impact
- Reflect on the progress of the Programme and the validity of its theory of change given the current context and revise it if needed
- Identify 'what works' and needs to be continued, what needs to stop, and what new adaptations are required
- Provide learnings, findings, conclusions, and recommendations to inform implementation for the remainder of the Programme, as well as to guide the future direction and investment into the Pacific Partnership
- Facilitate learning between Pacific Partnership partners, donors and organisations working to end VAWG in the Pacific

A limited number of agreements and memoranda of understanding (MOU) with the Programme's implementing partners were signed in 2018, for instance with Oceania Rugby in May 2018 to challenge gender norms and promote life skills in a sporting environment, and with Raising Voices in October 2018 for technical support in implementing the SASA![18] community mobilisation approach in the Strengthening Peaceful Villages (SPV) Programme in Kiribati and for the work with FBOs in Fiji. Most, however, were only developed and agreed in 2019, and a considerable number of implementation agreements with CSOs and FBOs working at country level were finalised as late as 2020, especially in Vanuatu which was only added to the scope of the Pacific Partnership Programme in 2019. Interviews with key informants at country level confirmed that little or no data were available to assess the Programme's effectiveness, impact or sustainability. While the evaluation questions on these parameters were maintained according to the terms of reference, few answers were available, and the evaluation, in line with the formative purpose of the evaluation as defined by the PSC, focused primarily on evaluating the Programme's relevance, coherence, efficiency, and potential for sustainability in order to generate early lessons that could guide the Programme during the remaining implementation period.

---

[17] PSC Minutes, 17 October 2019
[18] Start, Awareness, Support and Action

The evaluation covered nine countries included in the Programme (excluding Timor-Leste). However, as per the terms of reference, key informant interviews with programme stakeholders were only conducted in Fiji, Kiribati, the Solomon Islands and Vanuatu.

3.2 STAKEHOLDER MAPPING

Girls and women are the **ultimate rights holders** addressed by the Pacific Partnership Programme. Their right to protection and freedom from bodily and mental harm is the central and therefore also the main benchmark against which all programme activities should be evaluated. However, as agreed with the Evaluation Management Group (EMG), primary data collection at the level of ultimate rights holders was out of scope of this evaluation.

The **ultimate duty bearers** of the Pacific Partnership Programme include the governments and legislative bodies of the PICs, the PPEVAWG partners (UN Women, SPC, PIFS) and the international donor agencies that are funding the Programme. Other national or international institutions that implement or fund programmes for gender equality and/or EVAWG in the Pacific are additional duty bearers, although not directly linked to the Pacific Partnership Programme.

Non-state actors (NSAs) including CSOs, FBOs and private sector entities as well as public institutions such as schools, law courts and health facilities are **intermediate duty bearers** in their role as service providers and/or representatives of the interests of girls and women. They are also rights holders in terms of their relationships with governments and with the three PPEVAWG partners.

A database of 278 stakeholders was provided to the evaluation team by the EMG. The list includes representatives, technical and programme staff of:
- Programme partners (UN Women, SPC, PIFS)
- PIC government ministries, departments and services, including police and educational services
- CSOs, FBOs, sports organisations, associations and crisis centres
- Research institutions
- Programme donors and collaborating international agencies

For data collection, the stakeholders were categorised into five main groups and sampled for key informant interviews (KIIs) or focus group discussions (FGDs) and/or invited to participate in an on-line survey. Generic scripts for KIIs and FGDs were developed for each of the five groups. Stakeholders in the three groups not invited to participate in the on-line survey were over-sampled for KIIs and FGDs.

Table 3.   Stakeholder representatives (total and numbers sampled)

STAKEHOLDER GROUP	KIIs AND FGDs		ON-LINE SURVEY INVITATIONS
	TOTAL	SAMPLED	
1. Pacific Partnership Programme partner staff	29	22	-.-
2. Pacific Partnership Programme donor staff	14	10	-.-
3. PIC government staff involved in programme implementation	83	18	80
4. Staff of NSAs involved in programme implementation or support	145	38	120
5. Staff of external international agencies involved in EVAWG	3	2	-.-
X. Stakeholders not allocated because of insufficient information	4	-.-	-.-
Total	**278**	**90 (32%)**	**200**

3.3 METHODOLOGY

The evaluation methodology, key questions and framework were largely defined by the terms of reference reflecting the Programme's monitoring, evaluation and learning framework (MELF).[19] During inception, the evaluation questions were somewhat modified and reorganised to better reflect the formative purpose of the evaluation. They are presented in the evaluation matrix (Annex 4) and listed in the report under each sub-sections of **Section 4** (Findings).

The evaluation approach was participatory and based on an appreciative inquiry method that aimed at exploring the views of stakeholders about the relevance of planned and implemented strategies and the alignment with their aspirations. To supplement the stories of change and strengths-based ideas expressed by stakeholders in interviews, the review of programme and public documentation and the more closed-questioned survey provided depth to the evaluation findings.
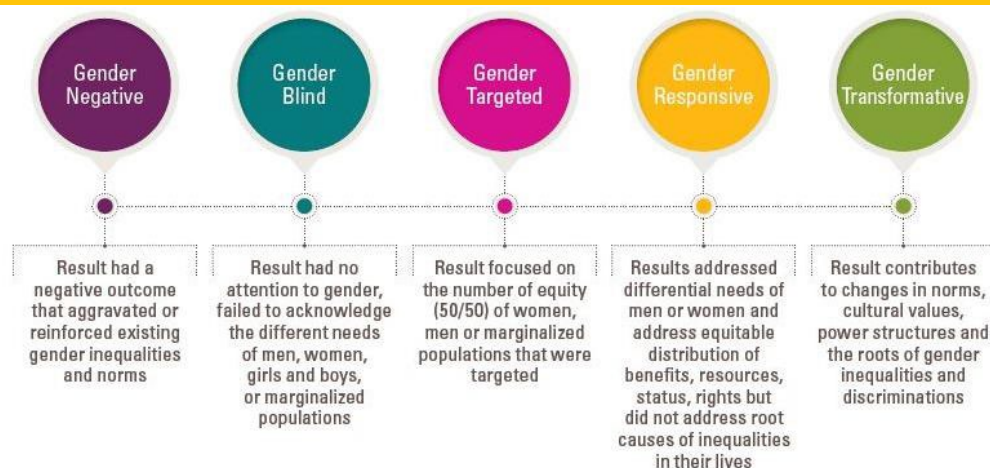
Initial findings were summarised in an aide memoire and presented to programme partners for validation. In two subsequent rounds of consultation, draft reports including the conclusions and recommendations were also discussed with the programme partners.

HUMAN RIGHTS AND GENDER EQUALITY

Human rights and gender equality approaches were integrated throughout the evaluation process in line with UNEG norms on human rights and gender equality.[20] The approach and data collection tools were reviewed by Pacific nationals to test their appropriateness and cultural alignment. Data gathering and analysis methods were designed to collect disaggregated information and to test the inclusiveness of the Programme. Data on sex, age and level of disability were collected from interview and survey respondents. Since no data were collected from ultimate beneficiaries, the inclusiveness of the Programme at implementation level was explored by asking implementing partner representatives specific questions about inclusion in interviews and the survey.

A gender analysis was not included in the terms of reference but was added as a requirement for UN Women evaluations. The UNEG gender result effectiveness scale (GRES) to evaluate gender mainstreaming was applied.

Figure 5. Gender result effectiveness scale

Gender Negative	Gender Blind	Gender Targeted	Gender Responsive	Gender Transformative
Result had a negative outcome that aggravated or reinforced existing gender inequalities and norms	Result had no attention to gender, failed to acknowledge the different needs of men, women, girls and boys, or marginalized populations	Result focused on the number of equity (50/50) of women, men or marginalized populations that were targeted	Results addressed differential needs of men or women and address equitable distribution of benefits, resources, status, rights but did not address root causes of inequalities in their lives	Result contributes to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations

Source: UNEG Guidance on Evaluating Institutional Gender Mainstreaming, (final draft) 2018

---

[19] Pacific Partnership Monitoring, Evaluation and Learning Framework (version 6). September 2019
[20] UNEG Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance. UNEG/G(2011)2

Few results were available to be assessed at this early stage of the Programme. Instead, gender mainstreaming on four regional and nine country projects or initiatives in Fiji, Kiribati, Solomon Islands, Tonga and Vanuatu was assessed on the basis of planned activities as described in project proposals and documents, a training manual and one formative evaluation report.

ETHICAL STANDARDS

The UNEG ethical guidelines for those who conduct evaluations in terms of integrity, accountability, respect and beneficence[21] were strictly adhered to by the evaluation team. Since no data at the level of ultimate Programme beneficiaries were collected, formal ethical clearance was not obtained with agreement of the EMG. Respondents to the survey as well as participants in group and key informant interviews were assured full confidentiality, and all data and quotes were anonymised prior to presenting them in the report or sharing them with UN Women.

DOCUMENT REVIEW

A review of documents provided by UN Women was initiated during the inception phase in November 2020 (59 documents). Additional documents were obtained during data collection from programme partners and through internet searches resulting in a total review of more than 100 documents. (see Annex 7) All documents were analysed using the NVivo content analysis software after coding them according to the evaluation questions of the terms of reference.

KEY INFORMANT INTERVIEWS

The 90 sampled key informants were contacted by email with a request for an individual or group interview conducted either in person by one of the five national researchers or via voice over internet protocol (VOIP) by one of the three evaluation core team members. Not all sampled stakeholders could be reached, and some alternate respondents were contacted on suggestion of identified stakeholders who mentioned that they had minimal or no interactions with the Programme. A list of key informants is provided in **Annex 3**. The distribution of the 79 realised against planned interviews by stakeholder group is presented in **Table 4**.

Table 4. Sampled key informants and interviews conducted		
STAKEHOLDER GROUP	**SAMPLED**	**INTERVIEWED**
Pacific Partnership Programme partner staff	22	19 (86%)
Pacific Partnership Programme donor staff	10	10 (100%)
PIC government staff*	18	17 (94%)
Staff of implementing NSAs*	38	31 (82%)
Staff of external international agencies involved in EVAWG	2	2 (100%)
Total	**90**	**79 (88%)**

Information from stakeholders in this group (excluding some regional organisations and organisations providing technical assistance) was also sought through the on-line survey (see below).

Among the interviewed informants, 81% were female and the majority (56%) were in the age group of 36 to 62 years. Only one of the informants self-identified as person with a physical disability, four were over 62 years old and two identified as working in a remote location.

Interviews were semi-structured using interview scripts developed for each stakeholder group on the basis of the questions in the evaluation matrix. Full confidentiality was assured to all interviewees. Transcripts were coded according to the questions in the evaluation matrix, filed in a password-protected folder and analysed, together with reviewed documents using the NVivo content analysis software.

---

[21] UNEG Ethical Guidelines for Evaluations. UNEG 2020

ON-LINE SURVEY

Invitations to participate in the on-line questionnaire survey were sent to 200 stakeholders working in PIC government ministries, departments and services, including police and educational services as well as CSOs, FBOs, sports organisations, associations and crisis centres. The questionnaire was aligned with the questions in the evaluation matrix and extensively pretested. The response rate by the first deadline of December 24th, 2020 was low and a reminder was therefore sent on January 10th, 2021 with a new deadline of January 30th.

Among the 200 stakeholders sampled, 11 emails were returned for incorrect address or unavailability and 26 questionnaires were closed after respondents answered in an initial screening question that they had no involvement with the Pacific Partnership. These 37 names were removed from the denominator giving a final sample of 163. Among these, 77 respondents submitted questionnaires that were either fully or almost fully completed resulting in a final response rate of **77/163=47%,** surpassing the target of 33% defined at inception. **Table 5** summarise the profiles of the survey respondents.

Table 5. Profile of on-line survey respondents		
IN WHICH COUNTRY ARE YOU WORKING? (N = 77)		
Solomon Islands	15	19%
Fiji	14	18%
Republic of Marshal Islands	11	14%
Kiribati	11	14%
Samoa	9	12%
Vanuatu	8	10%
Tonga	4	5%
Federated States of Micronesia	2	3%
Palau	1	1%
Papua New Guinea	1	1%
Regional work	1	1%
WHERE DO YOU WORK? (N = 77)		
Government ministry or department	38	49%
CSO, FBO, sporting organisation or crisis centre	29	38%
School or educational institution	6	8%
Other*	4	5%

* One response each for 'community', private sector, independent statutory body, and national human rights institution

Among the respondents, 57/74 (77%) were female and 48/75 (64%) in the age group of 36 to 62.[22] Five respondents (7%) indicated that they lived with one or more physical or mental disability.

Responses to multiple choice questions and questions with Likert scale responses were tabulated and narrative responses were extracted for content analysis together with reviewed documents and interview transcripts. Survey responses are presented in Annex 2.

3.4 LIMITATIONS

COVID-19

As anticipated, contact restrictions to control the spread of COVID-19 limited data collection. The core evaluation team could not visit any of the Programme countries. All interviews by the three members of the core team were conducted by VOIP. National researchers in the four focus countries (Fiji, Kiribati, Solomon

---

[22] Three respondents chose not to identify their gender and two not to state their age

Islands and Vanuatu) conducted individual and group interviews using standardised scripts and provided transcripts to the core team for analysis. Only few visits to NSA implementing sites were possible. Where these were done, the observations were summarised by the interviewers and included in the content analysis framework. Meetings with women and girls who are end beneficiaries of the Programme were specifically excluded from the terms of reference of the evaluation.

TIMEFRAME OF THE EVALUATION

The inception phase could not be concluded in November 2020 as planned, in part due to a lengthy review and revision process of the draft inception report. Data collection was therefore delayed and started in the second week of December. At this time, however, many key informants could no longer find time to schedule meetings prior to their year-end holidays. The tropical cyclones Yasa in December and Ana in January further disrupted the schedule of interviews and meetings. The response rate to the on-line survey by the initial deadline of December 24th was also low. Data collection could only start again in the second week of January and the target date for completing interviews and closing the survey was extended to January 30th.

EVALUATION SCOPE

The evaluation questions of the terms of reference defined a scope that encompassed all parameters from relevance to impact of the Programme. Programme interventions, however, only started gradually after initiation of programme activities in November 2018 and some agreements with implementing partners were signed as late as 2020, only a few months prior to the start of the evaluation. While the evaluation matrix maintained the scope outlined in the terms of reference, findings on effectiveness, impact and sustainability of interventions were limited or could not be clearly attributed to the Pacific Partnership. This was primarily due to the limited implementation time, the long-term nature of the work and the multiple programmes in the Pacific on gender and EVAWG (see next point). The mid-term evaluation therefore focuses primarily on the parameters of relevance, coherence and efficiency as well as on the Programme's short-term outputs as discussed with the ERG during inception.

ATTRIBUTABILITY OF INTERVIEW AND SURVEY RESPONSES

More than half (46/77) of the survey respondents stated that they were also involved in other internationally funded programmes on EVAWG. Several among them were not clear about which international programme supported their activities, and it was not always certain that their assessments could be fully attributed to the Pacific Partnership or to one of the three outcome areas of the Programme. This was not unexpected in a situation where bilateral, multilateral and international NGO actors have been addressing, and continue to address, gender inequality and VAWG issues with multiple programmes among the relatively small population of the PICs.

INTERNAL DATA SOURCES

The evaluation findings are generated almost exclusively from data sources internal to the Programme. All but two interviewed key informants and all survey respondents were involved in implementing, managing or funding the Programme or components of the Programme. While this may be appropriate for a formative mid-term evaluation, it raises questions of observer bias in the data collected. This is, to some extent, mitigated by the broad spectrum of programme activities, and by triangulation of data from all sources within this spectrum. For instance, the relevance of the Programme's support of women in sports was not only explored in interviews with sporting organisations, but also with faith-based groups, staff of crisis centres, teachers and government officials. Evidence-based results, for instance through the longitudinal South Tarawa Healthy Living Study in Kiribati, were not yet available at the time of the evaluation. A final programme evaluation will have to rely more strongly on data collected from such independent sources, as well as directly from end-beneficiaries of the Programme.

4 EVALUATION FINDINGS

During the inception phase, the 17 evaluation questions of the terms of reference (Annex 1) were restructured in agreement with the EMG into seven main evaluation questions and 13 sub-questions. The evaluation parameter of 'impact' was removed and instead the parameter of 'lessons learnt' was added. The evaluation questions are presented in Annex 4 and under each sub-heading of this section.

4.1 RELEVANCE

1. To what extent is the Pacific Partnership Programme relevant to partner governments and civil society (national and regional), donor priorities and local communities?

(a)   How and how well does the Pacific Partnership adapt to changing contexts, priorities and realities?

As pointed out by interviewed stakeholders, efforts to change social norms and systemic gender-based discrimination that are the root causes of VAWG have to be conceived with a long horizon of years if not decades against a dynamic process of social change. At the same time, women and girls continue to experience violations of their right to protection, care and justice, and require urgent and immediate action. PIC government commitments to address gender inequality as a root cause of VAWG date back to the adoption of the first PPA in 1994. By March 2021, all but two PICs had signed up to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).[23] The most recent update of the PPA (2018-2030) includes a clear commitment to a multi-sectoral response to VAWG.[24] The Pacific Partnership programme documents are aligned with these global and regional standards and commitments.

The Pacific Partnership Programme received many positive comments from stakeholders about its comprehensive approach to addressing discriminatory social gender norms, particularly through its partnership with governments, schools, churches, community and sports organisations, while at the same time strengthening the realisation of the rights of women and girls to protection, care and justice. On the question about how the Pacific Partnership Programme differs in comparison to other initiatives to end violence against women and girls, several government respondents commented on this comprehensiveness. *'In the Pacific Partnership we do protection, prevention and prosecution. While the other programmes just do one of the P's approach.' [Government stakeholder / on-line survey]*

Other comments by interviewed NSA and government stakeholders highlighted the ability of the Programme to unite regional actors in working towards a common goal. They mentioned the presence of the programme partners in countries and the engagement of the Programme with regionally credible implementation partners that have insight into the cultures and priorities of the region, while acknowledging the complexity of changing social norms underlying the VAWG in the cultural contexts of the PICs.

More than 80 percent of survey respondents rated the activities as either 'exceptionally useful' or 'generally useful and relevant'. The average ratings of activities under each outcome are presented in **Table 6**.

Table 6. Perception of the relevance of the 3 outcomes by survey respondents		
RATINGS OF USEFULNESS OF ACTIVITIES UNDER EACH OUTCOME (RATINGS OF 'GENERALLY' AND 'EXCEPTIONALLY' USEFUL ONLY) *		
	GENERALLY USEFUL	**EXCEPTIONALLY USEFUL**
Average ratings for 8 activities under Outcome 1 (21-26 respondents)	31%	54%
Average ratings for 9 activities under Outcome 2 (48-50 respondents)	39%	44%
Average ratings for 5 activities under Outcome 3 (33-35 respondents)	38%	45%

* Detailed activity ratings are presented in Annex 2 under Q13, Q15 and Q17

---

[23] Tonga and Niue are yet to sign up to CEDAW. Palau is a signatory and all other PICs have ratified.
[24] www.spc.int/sites/default/files/wordpresscontent/wp-content/uploads/2017/09/PPA-2018-Part-I-EN2.pdf

None of the 22 activities were rated 'not useful' and only about 20 percent were rated as needing minor improvements. The similarity of respondent ratings of activities between outcomes and within outcomes, together with the overall high rating of their usefulness, indicate that there are no perceived differences in the relevance of activities delivered across the three outcomes. However, some interviewees mentioned areas that, in their view, were not, or not sufficiently, covered by the Programme including:

- Economic empowerment of women and gender equality in the labour market. Stakeholders acknowledged that this was out of scope of the Programme and some mentioned that UNDP was active in this area.
- A suggestion to expand the current Outcome 2 to include the health sector response to gender-based violence and to consider UNFPA as a co-delegate in the Pacific Partnership to support this component alongside the social services response led by UN Women.
- Efforts to address the impact of COVID-19 and climate change on the situation of women and girls.

Respondents also mentioned that increased efforts should be made to include people with different gender identities and sexual orientation, people who live with disabilities, and people living in remote areas. While some respondents acknowledged that inclusion of one or several of these groups was a strength of the Programme, others felt that more could be done.

Most interviewees acknowledged that the Programme made efforts and was quite successful in working with men for the prevention of VAW, while some commented on the challenges of involving men in implementation. This is reflected in two project reports that mentioned difficulties in retaining the interest of men in what they considered to be 'women's projects' and in the statement of one stakeholder: *'The message should use a more respective and accepted concept to provoke a sense of responsibility from both women and men.' [Government stakeholder/ Interview]*

In the on-line survey, respondents were asked to rate the usefulness of nine Pacific Partnership activities to their work. Between 49 and 52 respondents rated the activities after deducting those who indicated that the activity was not applicable. About an equal number (21-24) of government and CSO respondents rated the usefulness of the activities. (**Table 7**) The remaining respondents were either from the education sector or categorised as 'other'. Although the numbers are small, it suggests that there is a difference in the appreciation of the relevance of activities between government and CSO stakeholders (including FBOs and sports organisations). The table compares the number and proportion of government and CSO respondents who rated each activity as 'useful' or 'very useful'.

Table 7. Perception of usefulness of programme activities by survey respondents				
HOW USEFUL HAS THE PACIFIC PARTNERSHIP PROGRAMME BEEN TO YOU IN YOUR JOB? (RATINGS OF 'USEFUL' AND 'VERY USEFUL' ONLY)				
	GOV. RESPONDENTS (N=21-24)		**CSO RESPONDENTS (N=21-22)**	
	USEFUL	**VERY USEFUL**	**USEFUL**	**VERY USEFUL**
Develop laws and policies	5 (22%)	**12 (52%)**	11 (50%)	7 (32%)
Understand legal requirements	**10 (45%)**	9 (41%)	8 (38%)	7 (33%)
Understand our government's commitments	9 (39%)	**13 (57%)**	10 (45%)	10 (45%)
Communicate with law and justice system and people	8 (36%)	**11 (50%)**	9 (43%)	9 (43%)
Increase my knowledge and skills on gender equality and ending violence	8 (32%)	**16 (64%)**	8 (36%)	13 (59%)
Engage with members of government on gender equality and ending violence	10 (40%)	**13(52%)**	10 (45%)	9 (41%)

How useful has the Pacific Partnership Programme been to you in your job? (ratings of 'useful' and 'very useful' only)				
	Gov. respondents (N=21-24)		CSO Respondents (N=21-22)	
	Useful	Very useful	Useful	Very useful
Advocate for gender equality and ending violence	9 (36%)	**16 (64%)**	9 (41%)	12 (55%)
Deliver assistance and services to survivors of violence	9 (39%)	10 (43%)	**10 (45%)**	9 (41%)
Collect and document evidence	11 (50%)	10 (45%)	**13 (62%)**	4 (19%)

Among all respondents, only three considered one of the activities as 'not useful', and the rating of 'a little useful' was selected by between four percent and 21 percent of respondents. Well over 80 percent of implementers considered that the programme activities were relevant to their work. The sample sizes for the sub-group analysis are small, but the analysis suggests that government staff rates most activities of the Programme higher than staff of CSOs, FBOs, sports organisations. Narrative responses from regional partners such as Oceania Rugby and the Pacific Conference of Churches, as well as by some national implementing partners emphasised the need to contextualise solutions to local context and culture, stating that regional solutions cannot be immediately implemented in PICs without informed adaptation.

1.A. ADAPTING TO CHANGING CONTEXTS

Even during its short duration of implementation, the Pacific Partnership Programme could demonstrate its flexibility to adapt to changing contexts and realities because of the emergence of the COVID-19 pandemic in 2020 as well as disruptions caused by tropical cyclones that are a constant threat to lives in the Pacific Islands.

The COVID-19 pandemic had a disproportionately negative impact on women's wellbeing globally, including in the Pacific as documented extensively by UN Women.[25] Several interviewed stakeholders mentioned how the pandemic affected their work. Activities stalled, and budgets could not be spent as planned. However, they also mentioned that the Programme showed considerable flexibility in adapting training schedules, planned activities and service referral guidelines to the new situation. The largest proportion of knowledge products (25%) generated or in production by the Programme in 2020 were related to the pandemic. Government staff in the Solomon Islands appreciated that the Pacific Partnership assisted in communications about the pandemic, especially about access to services for women and girls.

An interviewee in Vanuatu commented on the ability of the Pacific Partnership Programme to shift its focus on protecting women and girls in emergency situations created by the Tropical Cyclone Harold which caused extensive damages across several programme countries. This included support provided to the Vanuatu Women's Centre and assistance provided after the complete destruction of a crisis centre in Tonga.

In interviews, the Programme received high marks by several key informants about its adaptability and flexibility. Mentioned, for instance, was the contextualisation of educational resources to cultural settings and education systems in the programme countries. Interviewed SPC staff mentioned the mapping of cultural concepts, proverbs, legends, practices and songs in Kiribati, the Marshall Islands and Tuvalu for the development of adapted communications on human rights together with the national education authorities. Adaptations of teachers' training packages on gender equality and EVAWG in Kiribati and alignment with a new national curriculum were documented in the 2018 Pacific Partnership narrative report. In interviews, Kiribati government staff commented favourably on the flexibility and ability of the Programme to function in a complex environment. There are, however, also context-related challenges that require continued

---

[25] E.g., UN Women: COVID-19 and ending violence against women and girls; April 2020.

attention, for instance the tension between the Programme's rights-based approach to promoting gender equality and the traditional approaches to preventing violence by many faith-based organisations.

4.2 COHERENCE

2. How coherent is the Programme in the context of regional and country EVAWG programmes?

(a) To what extent and how do the three Pacific Partnership Programme partners (SPC, UN Women, PIFS) establish linkages with one another, work together, avoid duplication and share best practices and lessons for programme implementation?

(b) How does the Pacific Partnership Programme support or complement other regional and country programmes and avoid duplication?

2.A. INTERNAL COHERENCE OF THE PACIFIC PARTNERSHIP PROGRAMME

An indirect indicator of internal coherence is the relative homogeneity of ratings by implementing partners of the usefulness of activities under the three outcomes. The ratings for eight activities under Outcome 1, nine under Outcome 2, and five under Outcome 3 are summarised in **Table 6** (Section 4.1) and further detailed in **Annex 2**. Average ratings of activities implemented under all three outcomes were similarly high (83% to 85% generally or exceptionally useful), indicating that the Programme is perceived by the implementing partners as being well balanced.

At regional level, the Programme has several mechanisms to assure coherence across the three outcomes, including regular technical coordination meetings and joint activities such as the mapping of CSOs. The constraint to coherence at country level most frequently mentioned by stakeholders is the fact that not all three outcomes are implemented in all programme countries. While acknowledging the need for piloting implementation such as in Kiribati, the current Programme roll-out does not translate the three-pillar approach of the theory of change into programming at country level. Some PICs have initiated efforts to close this gap, such as Fiji which is currently working towards inclusion under Outcome 1.

Table 8. Country-level programme implementation		
OUTCOME 1 (SPC)	**OUTCOME 2 (UN WOMEN)**	**OUTCOME 3 (PIFS)**
-.-	Fiji	
Kiribati	Kiribati	
Republic of the Marshall Islands	-.-	
-.-	Samoa	CSOs in all PICs supported with regional programming
-.-	Solomon Islands	
-.-	Tonga	
Tuvalu	-.-	
Vanuatu*	Vanuatu*	

* starting under the 2020 workplan

This suggests that cohesive programming at country level across all three outcomes can only be realised in Kiribati and, with a delayed start, in Vanuatu, although the Human Rights and Social Development Division (HRSD) of SPC provides support to the education sector in additional PICs outside the Pacific Partnership, and the regional programme of UN Women provides limited support in countries beyond the six countries listed under Outcome 2. The limitation was acknowledged in an interview with a programme partner: *'While there is broad-level coordination, the Programme is not inherently linked across outcomes since we implement in different countries/geographical areas and at different levels.'* [Programme partner / Interview].

Interviewed **state and non-state implementing partners** generally commented favourably about the Programme's cohesiveness, not necessarily across outcomes but rather within outcomes. *'[compared to other programmes], there is more integration, collaboration and involvement of policy direction with different players.' [Government stakeholder / on-line survey].* NSAs acknowledged that the partnership has enabled increased access to technical expertise, strengthened their mandates and accountability and introduced new ways of working with the programme partners. *'The Programme's strengths are partnership and capacity building and staff commitment to the work they are bound to fulfill and the support UN Women offered to our staff in the management and implementation of the Programme.' [NSA stakeholder/ interview]* In this respect the Programme is perceived as having evolved, for instance in the work with regional partners that cannot always speak on behalf of their national membership nor directly translate agreed programme decisions into actions at national level.

The three **programme partners** coordinate their activities in technical meetings of the Programme Coordination Committee conducted at least quarterly and chaired by UN Women, as well as in a bi-annual high-level meeting of the Programme Steering Committee with membership of the three partners and the three principal donor organisations. There are also additional technical meetings, fortnightly or monthly meetings of the communications coordinators, and joint communication workshops and events for reflection and learning at regional and country level. Despite these mechanisms, one interviewed partner staff in a leadership position mentioned little knowledge of the work of other programme partners and uncertainty about the frequency of Steering Committee meetings. This confusion may have been due to recent disruptions by COVID-19.

In interviews, the programme partners mentioned additional consultations, for instance in Kiribati, assuring coherence between the SASA! programme under Outcome 2 and the support for the revision of the education curriculum under Outcome 1. This type of activity-centred coordination was generally more active between SPC and UN Women. PIFS, as a regional political body with a convening rather than implementing role, does not have a presence at country level. It has, however, facilitated country level dialogues among programme partners and government leaders during regional meetings. On the regional level, PIFS coordinates its activities closely with SPC as confirmed in interviews with staff of both organisations. Interviewed SPC staff mentioned that SPC provided significant informal support to PIFS for the start-up of activities under Outcome 3.

Programme donor representatives suggested in interviews that there are opportunities to increase cohesion by reviewing the scope of the partners' activities and improving the alignment with each partner's strength and ability to add value. For instance, the strengths of PIFS in the areas of convening, advocacy and policy influence was mentioned, while grant management is not an area in which PIFS has a strong history compared to the other partners. These views were also echoed by some interviewed programme partners. Donor representatives, however, also acknowledgments the potential of the Pacific Partnership for a holistic approach to EVAWG. *'The Pacific Partnership is such a unique Programme because it brings together government agencies, civil societies, NGOs, to work together. Theoretically, it just looks really good, but the challenge is getting these organisations to really work cohesively together and not work in silos.' [Donor stakeholder / Interview]*

One structural and rather fundamental constraint to internal programme cohesion mentioned by a donor representative was the funding of the Programme. Especially with the continued growth of the Pacific Partnership, funds are increasingly earmarked for partners, countries and activities. This constrains the flexibility of the Programme to seize opportunities for collaboration and to shift resources from activities that are underspent to activities that are slowed by resource limitations.

1.B. COHERENCE WITH OTHER PROGRAMMES TO END VAWG IN THE PACIFIC REGION

The main internationally funded initiatives promoting gender equality and EVAWG in the Pacific are presented in Section 2.1. In the on-line survey, state and non-state implementing partners were asked whether they were also involved in any of these or any other internationally-funded EVAWG programme.

Table 9. Involvement of implementing partners in other programmes		
ARE YOU INVOLVED IN ANOTHER DONOR-FUNDED PROGRAMME ON VAWG? (*MORE THAN 1 POSSIBLE RESPONSES*) (77 RESPONDENTS)		
I am not involved in any other programme	30	39%
DFAT: 'Pacific Women Shaping Pacific Development'	25	32%
UNFPA: 'Transformative Agenda for Women, Adolescents and Youth in the Pacific'	16	21%
EU: 'Spotlight Initiative'	12	16%
I don't know if my organisation is involved in any other programme	9	12%
Other*	4	5%

* Responses included the UNDP Access to Justice programme (1), the UNICEF Child Protection programme (1), the OXFAM programme in the Solomon Islands, and one response that could not be allocated to a donor-funded programme

About one third of the respondents (23) did not know or answered the question by providing the name of a project that could not be allocated by the evaluation team to a known programme. Implementers, including those working in government, often manage their resource envelop without necessarily knowing which international programme envelope supports their activities. The number of state and non-state implementers of activities promoting gender equality in the Pacific is limited, and funding from several envelopes often converges on the same recipients. One of the effects was evident in the evaluation, with respondents in Vanuatu and in the Solomon Islands expressing evaluation fatigue because of multiple requests for interviews and questionnaire surveys for evaluations by different donor agencies.

In narrative survey responses, two government stakeholders mentioned that the Pacific Partnership allowed programmes to become more coherent and less fragmented. For instance: *'The Programme is involving all government offices that are engaging with EVAW.' [Government stakeholder / on-line survey].* However, there were also comments that this whole-of-government approach could be strengthened, and that silos still exist because of the channelling of all programme support to one ministry such as education or gender.

The regional Gender Coordination Group is the main mechanism to promote coherence among institutions working for gender rights and equality. As a forum for the exchange of information it contributes to these goals. The decision by MFAT and the Government of Vanuatu to join their bilateral funding for gender programming in the envelope of the Pacific Partnership signals the readiness of international development partners to strive for greater coherence. Interviews with programme staff and two UN agencies confirmed a collaborative relationship between SPC and UNICEF increasing the coherence of support to the education sector, while some competition between the Social Citizenship Education programme of SPC and the Comprehensive Sexual Education programme of UNFPA was mentioned. Other co-ordination groups like the Gender Cluster and EVAWG Taskforce in Vanuatu also assist in assuring cohesiveness between the Pacific Partnership and other programmes. One respondent however stated that it is not only a crowded space for programming, but that there are also too many coordination groups and platforms.

Stakeholders acknowledged increased cohesion in gender programming in the region through the Pacific Partnership, however they also noted that the progress was fragile. Comments such as *'there are still silos', 'there is too much of guarding territory'* and *'there is almost competition between donors'* were recorded in some interviews. One respondent felt that *'women are missing out because of too much tunnel vision'. [NSA stakeholder / interview]* Several NSA stakeholders mentioned that the multitude of programmes increased their burden of reporting and the complexity of managing donor funds. They stated that they were in the process of completing grant applications to Pacific Partnership Programme partners and donors that were,

however, not within the funding envelope of the Pacific Partnership Programme. Some donors identified multiple gender programmes in their portfolio where more regionally led coordination and programme updates would be useful.

Discussion with donors and programme partners of the Spotlight initiative in particular raised a number of concerns. Although it is too soon to draw conclusions, several programme donors and partners expressed the fear that the initiative may result in more fragmented and potentially less cohesive programming in future. While there was an initial consideration of joining Spotlight into the Pacific Partnership, this was found to be not feasible because of the funding structure of the initiative as well as its tight timelines. Interviewed donor representatives were also concerned about dilution of the brand established by the Pacific Partnership.

SPC and UN Women staff embedded in ministries and in countries were considered a strength of the Pacific Partnership. The question was raised on how to leverage this strength by engaging with multiple government departments and NSAs to further advance the cohesiveness of programming at country level. This would include increasing engagement in sectors such as health or justice, even if the Programme does not currently deliver relevant activities in the country. In the health sector, UNFPA was identified as the main agency working on EVAWG. There were suggestions that health could be a 'shared space' but this would also require that donors align their funding. *'Essential services must work together on referrals for effective follow up of survivors of violence.'* [NSA stakeholder/ interview]

This stakeholder feedback is consistent with the Pacific Partnership Programme description under the EU grant:

- *'UN Women, SPC and PIFS will ensure synergy and complementarity with the work of other development partners and UN agencies wherever possible, including USP, UNICEF and UNESCO in terms of education, UNFPA in terms of health service provision to survivors of VAWG, and overall gender programming supported by Pacific Women Shaping Pacific Development in the region.'*[26]

There are examples on how this complementarity is implemented, for instance in the collaboration between SPC with UNICEF and USP in the education sector in several countries and regionally. Synergy and complementarity are ensured by the information exchange that occurs during the meetings of the regional Gender Coordination Group, but, according to stakeholder views, there is still margin for improvement.

---

[26] Pacific Partnership to End Violence Against Women and Girls, Annex 1: Description of the Action. FED 2018/397-508

4.3 EFFECTIVENESS

> **3. To what extent have outcomes been achieved or has progress been made towards the outcomes?**
> (a) *How has the Programme enabled women and girls to access quality, affordable, and accessible services to recover from violence?*
> (b) *How well do the three outcomes combine towards achieving regional results?*
> (c) *How has the Programme included, reached and benefitted marginalised groups, including persons with disabilities, persons with diverse gender identities, and persons living in rural and/or remote locations?*
> (d) *What unexpected results have emerged? Why? How?*
> (e) *What enablers and barriers have influenced programme achievements? What innovative approaches have contributed?*
> **4. To what extent can the Programme effectively communicate results and advocate for change?**
> (a) *To what extent has the Pacific Partnership built mechanisms of knowledge management and information sharing to inform EVAWG programming in the Pacific more broadly?*

It is arguably too early to evaluate the effectiveness of the Programme in achieving outcomes at the time of a mid-term evaluation. Some activities started late, and outcomes in terms of changes in social norms can only be achieved and measured over long periods. Nevertheless, a large majority of respondents to the on-line survey reported positive changes in 12 areas covered by the Programme's theory of change, and almost all (96%) acknowledged a contribution of the Programme to these changes.

Table 10. Perception and attribution of changes by on-line survey respondents

WHAT HAS CHANGED IN YOUR COUNTRY SINCE 2018 AND HOW? (N=77)	SOME NEGATIVE	NO CHANGE	SOME POSITIVE	MAJOR POSITIVE	DO NOT KNOW
1. Children and/or youth awareness of gender inequality and gender-based violence	0 (-.-)	1 (1%)	**62 (86%)**	9 (13%)	*5*
2. Children and/or youth advocating for gender equality, human rights and to end VAWG	1 (1%)	5 (7%)	**57 (80%)**	8 (11%)	*6*
3. Community awareness of gender equality and gender-based violence	0 (-.-)	3 (4%)	**51 (72%)**	17 (24%)	*6*
4. Communities advocating for gender equality, human rights and to end VAWG	1 (1%)	6 (8%)	**55 (77%)**	9 (13%)	*6*
5. Community-led programmes to end violence against women and girls	0 (-.-)	3 (4%)	**48 (67%)**	21 (29%)	*5*
6. Women and girls accessing better protection services / safe places	1 (2%)	8 (12%)	**36 (53%)**	23 (34%)	*9*
7. Women and girls accessing better health and social services (physical, emotional, social)	1 (1%)	9 (13%)	**35 (50%)**	25 (36%)	*7*
8. Access to justice and policing for those who experience family violence	2 (3%)	6 (8%)	**40 (56%)**	23 (32%)	*6*
9. CSOs, faith-based and private sector capability to support communities	0 (-.-)	5 (7%)	**45 (64%)**	20 (29%)	*7*
10. CSOs, faith-based and private sector capability to support government	0 (-.-)	3 (4%)	**47 (69%)**	18 (26%)	*9*
11. Government commitment to international treaties, national legislation and policies addressing gender equality and ending VAWG	1 (1%)	4 (6%)	**40 (56%)**	27 (38%)	*5*

WHAT HAS CHANGED IN YOUR COUNTRY SINCE 2018 AND HOW? (N=77)	SOME NEGATIVE	NO CHANGE	SOME POSITIVE	MAJOR POSITIVE	DO NOT KNOW
12. Government communication and/or programmes promoting gender equality and/or to end VAWG	1 (1%)	4 (5%)	**46 (62%)**	23 (31%)	*3*
HOW MUCH DO YOU THINK THE PACIFIC PARTNERSHIP HAS INFLUENCED THE CHANGES YOU HAVE SEEN? (N = 77)					
I have not seen any changes				3	4%
The Pacific Partnership did not influence any changes. They happened for other reasons				0	(-.-)
The Pacific Partnership may have had some influence				27	35%
The Pacific Partnership has influenced the changes				47	61%

These results should be interpreted with caution because they are based on responses provided exclusively by staff of state and non-state programme implementing partners and are therefore subject to an observer bias (see Section 3.4)

3.A. ACCESS TO SERVICES

Improvements in the access to services are directly supported by the Programme under Outcome 2 in Fiji, Kiribati, Samoa, the Solomon Islands and Tonga, as well as on demand in the other programme countries. The performance monitoring framework (PMF) monitors access to services at the outcome level with the indicator '*Percentage of referrals by services providers (police, health, justice, etc.) to crisis centres*' in four countries. Samoa is not included among the PMF outcome indicators, but a narrative report on progress is included in the annual donor report. 'Percentage' refers to percentage point increases over referrals recorded in the previous year, with annual targets set at ten percentage points.

Data are provided by survivor support centres such as the Fiji Women's Crisis Centre (FWCC) or by organised networks of state and non-state organisations working towards improved services for survivors such as the SAFENET networks in the Solomon Islands and in Kiribati. Baseline data were first reported in the 2020 annual report which states that the targets of a 10-percentage point annual increase were surpassed in Fiji, Kiribati and the Solomon Islands, while no data were available from Tonga. The reported data are presented in **Table 11**.

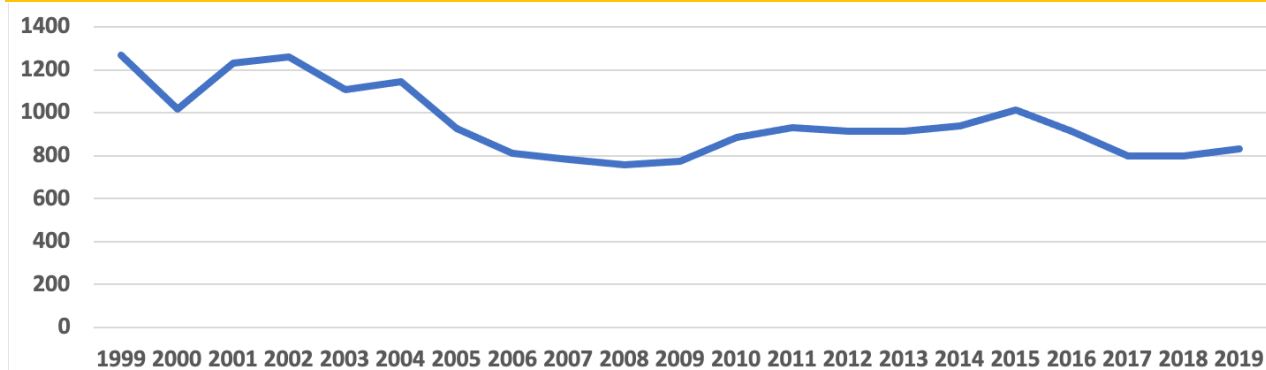| Table 11. Performance data for sub-outcome 2.2 reported in 2020 (Fiji & Kiribati)		
INDICATOR	BASELINE (DISAGGREGATED)	VALUE FOR 2020
Fiji: % of referrals by services providers on cases of VAWG	2017: Police: 18 Social Welfare: 1 Doctor: 5 Employer: 7	**Target Surpassed** Police: 26 (+44 pp) Social Welfare: 3 (+200 pp) Doctor: 3 (-40 pp) Employer: 21 (+200 pp)
Kiribati: % of referrals by services providers (police, health, justice, etc.) within the SAFENET	0	**Target Surpassed** 30.5% overall increase between 2019 to 2020 for the whole of SafeNet
Solomon Islands: % of referrals by services providers (police, health, justice, etc.) within the SAFENET	0	**Target Surpassed** 15% increase from 2019 to 2020

Source: Third Progress Report to European Union, and the Governments of Australia and New Zealand (January 1st to December 21st, 2020)

While some reported percentage increases look impressive, they are calculated on the basis of very small numbers in Fiji, i.e. an increase from 31 to 53 referrals per year between 2017 and 2020. The numbers for Kiribati and the Solomon Islands are not provided. Where they are quoted in the narrative report, for instance for referrals to the Solomon Island Planned Parenthood Association, the 120 percent increase in referrals represents 11 clients and only two percent of all clients registered by the organisation.

Referrals serve as a proxy indicator for quality of services while access and utilisation are not directly monitored. They are complex metrics that are influenced by availability, accessibility and quality of services as well as by the incidence of violence and by a number of contextual factors. Nevertheless, the 2020 Annual Report also refers to a four percent increase in the number of clients registered at FWCC between 2017 and 2019 as additional evidence for programme effects. However, when reviewing the client data reported by FWCC over the past 20 years, this change looks like an inconclusive fluctuation as illustrated in **Figure 5.**

Figure 6. Number of clients served by FWCC from 1999 to 2019

Source: : http://www.fijiwomen.com/publications/statistics/fiji-womens-crisis-centre-statistics/ accessed 10/02/21

At the output level, the PMF includes six indicators for access to services, some of them disaggregated among two or three countries thus adding up to 10 indicators. According to the 2020 report, the targets for 3/10 indicators were surpassed, 1/10 achieved, 5/10 not achieved or postponed because of COVID-19 restrictions, and one indicator was not reported. The indicators record primarily the number of guidelines, practice standards and standard operating procedures for responders to gender-based violence (GBV) that were developed, scores for capacity assessments of institutions, and numbers of GBV counsellor registered.

While these output achievements are no evidence for improved service delivery, they indicate that the Programme has made progress in laying the foundations for improvements in the quality of services. This also included the opening of the first crisis centre in Kiribati in 2018 that provides counselling to survivors of violence using a human rights-based approach. The progress was commented by some interviewed key informants and in narrative responses to the questionnaire survey. *'The Programme, through UN Women, provided us with training and refresher workshops on responding to women and girls who are survivors of gender-based violence and family violence.' [NSA survey respondent]*

Several interviewed government respondents mentioned an increase in reporting of gender-based violence by women and by communities. One of them noted that *'an increased number of registered communities on [name of island] organised themselves to bring together their voice and power to collectively stand up against any form of violence that affect members of their community.' [Government stakeholder / interview].* Overall, however, the evaluation did not find any independently verifiable evidence that the Programme has increased access to services. While a majority of survey respondents did perceive at least some improvements as indicated in the responses to questions 6 and 7 in **Table 10**, it is also of note that for these two questions the highest proportion of respondents reported no change (12% and 13%) and one respondent even felt that access had deteriorated since 2018. This response has to be interpreted in the context of COVID-19 which may have created additional barriers to access in some locations.

3.B. SYNERGY OF THE THREE OUTCOMES TOWARDS ACHIEVING REGIONAL GOALS

This evaluation sub-question is discussed under Section 4.2 (Coherence)

3.C. INCLUSION

Inclusion is one of the four key principles of the Programme's rights-based approach of non-discrimination, participation, accountability, and empowerment. Survey respondents and interviewees were asked whether they had difficulty walking, seeing, hearing, or concentrating. Only one interviewee and five among 77 survey respondents who answered the question self-identified as persons with differential ability.

Inclusion of marginalised and disadvantaged groups in programme activities was explored in the on-line questionnaire.

Table 12. Perception of the programme's inclusiveness by on-line survey respondents					
HOW WELL DOES THE PACIFIC PARTNERSHIP PROGRAMME SUPPORT PEOPLE WHO ARE MARGINALISED OR DISADVANTAGED? (N=56)					
	DISCRIMINATORY	NO EFFORT FOR INCLUSION	SOMEWHAT INCLUSIVE	FULLY INCLUSIVE	DON'T KNOW / NOT APPLICABLE
Women and girls living in rural and remote locations	0 (-.-)	1 (2%)	**28 (57%)**	20 (41%)	*7*
Women and girls with disabilities	0 (-.-)	2 (4%)	**26 (52%)**	22 (44%)	*6*
People who identify as Lesbian, Gay, Bisexual, Transgender, Queer, or Intersex (LGBTQI)	1 (2%)	3 (7%)	**22 (52%)**	16 (38%)	*14*
People over 62 years' old	1 (2%)	4 (9%)	**22 (49%)**	18 (40%)	*11*

The largest proportion of respondents categorised the Programme as being 'somewhat inclusive'. Narrative responses and interview comments were mixed. Activists and staff working in organisations promoting the rights of marginalised groups tended to draw attention to gaps in the Programme's inclusiveness, while others focused on the Programme's efforts to close these gaps. This is illustrated in the following two quotes:

- *In our human rights education activities, we have a module on understanding stereotypes, and an activity on identifying and addressing the needs of vulnerable and marginalised students. [NSA stakeholder / on-line survey]*
- *The Pacific Partnership is inclusive in terms of inviting the participation of LGBTQI organisations. But the gender conversation is usually just binary. Unless gender is addressed on a spectrum, LGBTQI persons are missed out. [NSA stakeholder / interview]*

In the descriptions of Outcome 1 and Outcome 2, reaching rural youth and rural women are emphasised. It is clear that efforts were made under both outcomes, but that there are challenges because of the Pacific Island geography which were further exacerbated in 2020 by travel restrictions and lockdowns for the control of COVID-19. Some respondents commented on the logistic challenges:

- *Training workshops for teachers are conducted after school hours, usually from 2:30 to 4:30 PM. Teachers living on the islets generally require more than one hour to reach the mainland where these training sessions are held, and they rarely make it on time. [Government stakeholder / on-line survey]*
- *With the scattered islands in our region, it is difficult for women to access services. Even if there is a case of rape, there may be no fuel for the boat to take the woman to report the incident. She may have to wait a few days until there is a boat going to the market. [Government stakeholder/ interview]*

While some training and workshop activities in 2020 were moved to a virtual platform, it did not solve the issue because of poor connectivity and internet bandwidth in rural areas and small islands. It is therefore not surprising that nine survey respondents commenting on Outcome 1 and/or Outcome 2 activities commented on challenges and asked for improvements in programming in rural areas. *'Working in the rural*

areas must receive more emphasis. The urban areas have a lot of involvement.' [Government stakeholder / on-line survey]

Gender mainstreaming was analysed as part of the inclusion analysis using the UNEG Gender result Effectiveness Scale (GRES). Since no project results reports were available for analysis, it was based on planned activities as described in the documentation of 13 projects provided to the evaluation team. Among these, nine were rated as gender transformative and aimed at changing discriminatory norms and power structures, while the remaining four were assessed to be gender responsive by focusing primarily on improving the access, quality and utilisation of services for women and girls without directly addressing root causes of gender inequality. This is, however, a preliminary assessment as documented by the only project evaluation that was available (the project was carried over from an earlier programme). While the project strategy included transformative elements, the evaluation found that implementation of these strategies was weak. The assessment of the projects is presented in Annex 5.

3.D. UNEXPECTED RESULTS

When asked about unexpected changes, three survey respondents commented on the effectiveness of the Programme in promoting girls' participation in team sports as a vehicle to drive social change. Involving women and raising their visibility in sports as participants and managers in order to accelerate gender equality has been promoted for several years by international programmes such as the web-based sportanddev.org.[27] At the same time, gender-based violence in sports organisations is an issue of concern. In 2019, UN Women therefore contracted the University of the South Pacific (USP) to conduct a study on the experience of violence by women and girls participating in rugby in Fiji and Samoa. The study found that female rugby players are often stereotyped and experience opposition in their families and violence in the community. Safety concerns were a leading factor in discontinuing sport participation among women in Samoa and Fiji.[28]

The Programme therefore started working with national and regional rugby organisations to ensure that the necessary safeguards were in place, while supporting a programme in Tonga, Fiji and Samoa to change gender norms by promoting the participation of women in team sports. Programme support was instrumental in overturning a ban in Tonga on girls in public schools playing rugby, and nine women were sponsored for training to acquire international accreditation as coaches and referees. In 2020 a survey of young players in the Get Into Rugby Plus programme in Fiji documented important shifts in attitudes towards equal respect and support of girls in and off the field.[29] Survey respondents and interviewed stakeholders were overall enthusiastic about the effects of the programme. This is underlined by a comment of an interviewed rugby manager:

- *'One of our colleagues used to think that a partnership with UN Women was the dumbest thing we could ever come up with. He even resisted it. Today, he will tell you that this programme has completely and utterly changed him. Now he is the number one advocate for getting girls to play rugby, for recruiting and training female coaches and for having women's voice in committees.' [NSA stakeholder / interview]*

Testimonies about personal changes were also offered by stakeholders in the Outcome 1 programme on social citizenship education (SCE). Although they may be considered anecdotal, they are significant when considering that social norms change through accumulated changes of individual attitudes and behaviours.

---

[27] www.sportanddev.org
[28] Report not yet published but quoted in the Programme's 2020 annual report.
[29] Oceania Rugby News 13/03/2020: GIR PLUS Program showcases a Change in Attitudes and Behaviours according to Program Results

- *'I always disagreed with the idea that girls should be taught about equality as I thought they would be rebellious in terms of responsibilities in the home and in the community. However, after I took part in the mentoring and training of teachers on these topics, my perspectives changed. I realised that the norms were not changed but improved in a positive way so that girls and women are considered as capable and as strong as boys and men.' [Education sector stakeholder / on-line survey]*

Organisational behaviour is another area in which some stakeholders perceived that the Programme generated unexpected results. While cooperation, for instance between governments and CSOs, is part of the programme design, it was nevertheless signalled as an unexpected positive outcome by several interviewed or surveyed respondents. Comments came primarily from government and NSA participants in the SAFENET initiatives in the Solomon Islands and In Kiribati. Although both initiatives predate the Pacific Partnership, interviewees confirmed that they were strengthened through the ongoing technical and financial support by the Programme. A government stakeholder participating in SAFENET commented: *'To me what is unique about the Programme is that it brought us together as a team that communicates on the work we are doing. Unlike in the past you now know who is doing what. That is one specific and unique thing about the Pacific Partnership Programme through SAFENET.' [Government stakeholder / interview]* An interviewed CSO stakeholder in another country was surprised about the early engagement of government in the Programme: *'We didn't expect that the [country] government would come on board this early.' [NSA stakeholder / interview]*

3.E. ENABLERS AND BARRIERS

To explore stakeholders' views of enablers for programme achievements, survey respondents were asked about the usefulness of programme activities to their work. The survey results are presented in **Table 7** (Section 4.1). All activities were considered 'useful' or 'very useful' with the highest combined scores (97% and 96%) for *'increase my knowledge and skills on gender equality and ending violence'* and for *'advocate for gender equality and ending violence'*. This indicates that technical assistance/training and advocacy/communication were valued as the most important enablers among staff implementing programme activities.

In interviews and narrative questionnaire responses, several stakeholders pointed to the enabling collaboration between state and non-state actors in the Programme as already noted under the heading of unexpected results. National ownership of coordinating bodies such as the Vanuatu EVAWG Taskforce helps build programme relevance and intervention coherence and sustainability. The support of the Pacific Partnership to national coordination structures was identified as a key enabler by interviewed government and NSA informants, as well as acknowledged by donor representatives working at country level. The coordination structures '*pull everyone together to sit at one table and discuss openly what are the challenges, what are the needs and where they can fit in.' [Donor stakeholder / interview]*

Among the barriers, interviewed and surveyed stakeholder most often mentioned the COVID-19 pandemic, citing difficulties in implementation due to lockdowns and travel restrictions, but also due to the increased workload and shifting priorities in government departments involved in containing the spread of the disease. Government ownership is a key for a continued and effective effort of prevention and response to VAWG. It is an enabler wherever it is strong, but it can also be a barrier when priorities change. *'We are worried that we may not be able to carry out everything we have planned for because there are talks that the ministry which we are under will be removed. This has caused a lot of uncertainty among our staff'. [Government stakeholder / interview]* There have also been delays, for instance, in the adoption of the EVAWG Policy Monitoring Tool that was developed by PIFS in consultation with CSOs because it is still waiting for buy-in by the PIC governments.

Programme partners and implementing organisations mentioned resource constraints as a barrier for effective programme management. SPC representatives indicated a strong need for increased staff resourcing for demands of the Programme in communications and in monitoring and evaluation. Only two implementing partners mentioned delays in accessing resources. '*The admin funding process from Bangkok can delay funds and at times travel will be coordinated in the first instance with funds being received after the event. When trying to build trust and reputation these delays can cause harm if the coordination of meetings/trainings etc don't eventuate due to lack of funds.*' [*Government stakeholder / interview*].

Capacity and skill gaps, for instance for forensic examinations in Kiribati, were mentioned, mirroring the statements about the enabling potential of the Programme's training and technical assistance activities. Several stakeholders also cited community norms and culture as a major barrier to overcome. '*The most challenging issue I came across regarding this Programme is the culture itself whereby men have the power at home and in society.*' [*NSA stakeholder / on-line survey*] It is, of course, the goal of the Programme to overcome this barrier.

4.A COMMUNICATION OF RESULTS AND ADVOCACY

The Pacific Partnership Communications and Visibility Strategy 2018-2022 states that '*communication is integral to achieving the Pacific Partnership's objectives including increasing access to quality response services for survivors of gender-based violence.*' It commits to reach multiple levels of society through …

- *'advocacy to inform and motivate decision-makers to create a supportive environment;*
- *engaging participation of institutions, community networks, civil society, religious and sporting groups, and others to raise demand for and sustain progress; and*
- *behaviour change communications with individuals and groups to inform, motivate, problem-solve and transform.*'[30]

The 2020 annual report mentions 132 communication outputs generated by the Programme since 2018, including, among others, television and radio spots, and a number of high visibility and impact publications such as the Rising Tide poetry anthology linked to the SCE programme,[31] knowledge products such as the report of the South Tawara baseline study on violence against women and girls in Kiribati,[32] and consensus papers such as the Warwick Principles on engaging men in prevention of violence against women.[33] The 2020 annual report lists 82 Facebook posts and 77 tweets posted by UN Women, SPC and PIFS, with unique views in the range of about 200,000 for each channel. However, the social media footprint of the Pacific Partnership appears to be considerably larger. The evaluation team located many posts and blogs referring to programme activities on the websites and in the social media channels of implementing partners.

The Programme's PMF monitors communication and advocacy activities with one outcome and three output indicators under Outcome 2 and Outcome 3. The following results were reported in the 2020 annual report:

- *Number of new knowledge products developed to support practitioners in prevention and response to violence against women (achievement against target: 9/2)*
- *Number of new VAWG guidelines, protocols and materials produced that aligned with Essential Services best practice standards (achievement against target: 12/4)*
- *Number of shadow reports with contributions by NSA/CSOs and position papers tabled at high level PIFs meeting (achievement against target: 0/2)*

---

[30] Pacific Partnership Communications and Visibility Strategy V18 (updated 28/11/18)
[31] https://rrrt.spc.int/resources/publications/rising-tide-poetry-anthology
[32] https://asiapacific.unwomen.org/en/digital-library/publications/2020/07/south-tarawa-healthy-living-study
[33] http://www.fijiwomen.com/wp-content/uploads/2020/12/Warwick-Principles-FINAL-17.11.20.pdf

For the first two indicators, the targets for 2020 were surpassed by a wide margin of more than 300 percent. The target for the third one was not achieved because of delays in finalising the policy monitoring toolkit.

Overall, the monitoring framework does not do justice to the extensive communications and advocacy efforts and outputs of the Programme. Tracking of the print, internet and social media footprint of the Programme is somewhat limited by the fact that the Programme does not have a dedicated web space and a unique logo that identifies the Pacific Partnership in all printed and virtual media and channels.

The absence of a unique brand is an overall limitation of the Pacific Partnership. Highly visible communication outputs carry different constellations of logos. The Rising Tide poetry anthology, for instance, is published under the logo of SPC and the EU, while the Warwick Principles and the summary report of the South Tarawa study carry the logos of UN Women and the three programme donors, each time in addition to the logos of the relevant implementing partner such as USP, FWCC, the Equality Institute or the Government of Kiribati. In many cases communication products published on the websites of implementing partners can only be identified as outputs of the Pacific Partnership by reading the acknowledgements.

Branding has been an issue of discussion by the Programme Steering Committee, however only minimal adjustments were proposed in the standardised programme description to reflect the Programme's growth. Investments in a strong and highly visible unique brand can hardly be justified at mid-point in a programme of limited duration. It could, however, have been considered during the Programme's design phase and it should be included in any considerations or discussions about continued partnership programming beyond the life of the current Programme.

Survey respondents who stated that they were familiar with Outcome 2 of the Programme generally considered the communications activities under this outcome useful and relevant, although 17 percent among them thought that they could be improved. Their general satisfaction was echoed in interviews: *'The Pacific Partnership is different from other programmes. There is quarterly feedback which is even rolled out to the sub-stations. This enables transparency and accountability and communication among each other.' [NSA stakeholder / interview]*. Another staff working at the community level noted: *'I think that a lot of women in the communities are aware because a lot of awareness and advocacy and training has been given to women, girls and young people. A lot of reporting has been done and this means a lot of people in the community understand and know where to go for services.' [NSA stakeholder / interview]*

Interviewed programme donor representatives commented on the transparency of communications by the Programme. *'Communication of the Pacific Partnership Programme is strong. Each month UN Women provides communication updates about what is happening with key upcoming events. There are many, almost 100 events each month. That's how big it is.' [donor stakeholder / interview]* Staff of donor agencies working at country level, however, voiced the concern that they were not always sufficiently informed about programme activities, especially when these activities were supported with local mission funds. However, as noted by one donor representative in a social media workshop, communications should be directed primarily to the programme beneficiaries and, to a lesser degree, to the coordinating and funding agencies. In this respect, the Programme is performing to a high standard.

4.4 EFFICIENCY

5. How well managed is the Pacific Partnership Programme in terms of timing, budget, quality, learning and governance?

(a)   How well has the Programme achieved planned spending (budget) and timing (workplan) to-date?

(b)   What programme elements and mechanisms (design and delivery) have most resulted in programme achievements, reductions in duplication and other cost-effectiveness measures? Does this vary across outcomes, partners or countries?

The Pacific Partnership Programme is governed by the Programme Steering Committee which meets biannually. The membership comprises high-level representatives of the programme partners (UN Women, SPC and PIFS) and programme donors (EU, DFAT, MFAT) as well as a CSO representative. It is co-chaired by the Secretary General of the Pacific Islands Forum and the Head of Cooperation of the European Union Delegation for the Pacific. The PSC reviews and discusses annual work plans as well as updates of the activity status and mid-year and budget implementation rates as well as other relevant documents, such as programme extension requests and the status of the Programme's midterm evaluation. Technical Committee meetings of programme staff of the implementing partners and donor agencies are organised monthly where implementation issues are discussed in greater detail.

The Programme outcomes and outputs are monitored with the PMF established in 2019 and integrated in the annual donor reports submitted to the EU and DFAT. The PMF only monitors the results achieved under the initial programme grant from the EU and DFAT in 2018 (see **Table 2**). Draft logical frameworks for two of the three additional financing agreements (Kiribati and Vanuatu) also exist, but there are not yet any performance reports against the indicators. The PMF includes 15 outcome and 39 output indicators, however since several performance indicators under Outcome 2 are disaggregated by country there are 15 additional indicator fields under this outcome. The fact that the PMF is not updated with the programme expansion nor discussed in the PSC or Technical Committee meetings indicates that it is used primarily as an accountability rather than as a programme management instrument. Several of the indicators and targets raise questions, for instance two indicators under Outcome 1 with baseline values at 98% to 100% and targets set at 'no change', as well as baseline values for several Outcome 2 indicators established on the basis of extremely low denominators which make the reports of large over-achievements of percentage targets rather meaningless.

While a critical examination of the performance monitoring and management instruments of the Pacific Partnership Programme indicates that there is room for improvement, the more important observation is that they were developed and continue to be applied for the management of the initial grant agreement signed with the EU and DFAT in 2018. The Pacific Partnership, however, has grown significantly since then, with four additional contributions from MFAT and DFAT totalling about US$ 7.4 million, and prospects of a further contribution from the Asian Development Bank (ADB) in 2021. In interviews, programme management stated that the Programme has started to take on the format of a '*multi-donor trust fund*' although it has never been officially referred to as such. Changes were made at the governance level by including a representative of the New Zealand government in the PSC. At the management level, however, nothing has changed. This includes the mid-term evaluation for which the expansion of the Programme with the contribution of MFAT was included in programmatic terms, but without any relevant information about its management. A further complication is the fact that all additional contributions that the Pacific Partnership has received until now have been geographically earmarked, adding to already existing thematic and geographic earmarking of the original grant agreement.

5.A. IMPLEMENTATION AND BUDGET EXECUTION

Programme implementation is managed with the aid of detailed annual workplans that are updated in mid-year with reports of the implementation status for each activity. The evaluation team received copies of the updated workplans for 2019 and 2020, and the annual financial reports from 2018 to 2020. However, these documents only cover the original EU and DFAT financing agreement, including the contribution by UN Women. (see **Table 2**) Detailed budgets for the remaining three grant agreements with MFAT and DFAT for programmes in Kiribati, the Solomon Islands and Vanuatu were also provided, however, without workplans and expenditure reports. The workplan budget execution of the original grant in 2019 and 2020 is presented in **Table 12**.
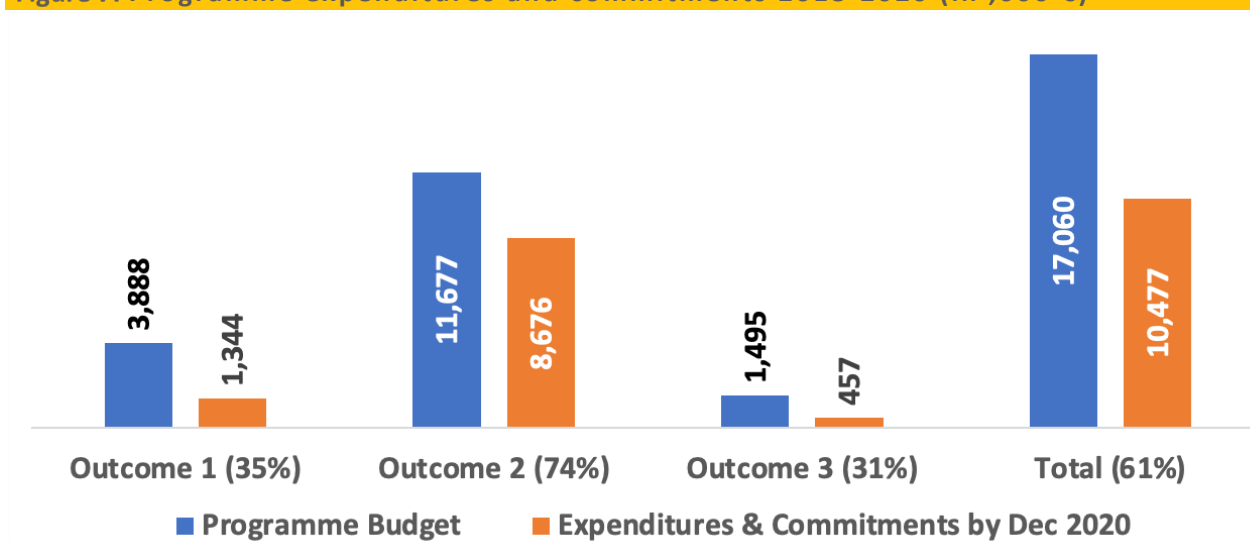
Table 13. Workplan budgets and expenditures by outcome for 2019 and 2020 (€)								
	WORKPLAN BUDGET*		**EXPENDITURES**		**BUDGET EXECUTION***		**FORWARD COMMITMENTS**	
	2019	**2020**	**2019**	**2020**	**2019**	**2020**	**2019**	**2020**
Outcome 1	1,413,986	814,746	531,474	555,446	38%	68%	45,165	69,374
Outcome 2	3,591,121	2,959,112	2,367,707	2,095,173	66%	71%	2,109,470	2,480,358
Outcome 3	1,126,000	549,280	151,668	269,800	13%	49%	1,309	23,010
Total	**6,131,107**	**4,323,138**	**3,050,849**	**2,920,419**	**50%**	**68%**	**2,155,944**	**2,572,742**

* Not including programme coordination and indirect management support costs. / **not including forward commitments
Sources: Annual workplans 2019 & 2020; interim financial reports, December 2019 and December 2020

In 2019, the first full programme year, the budget execution rate was low, especially for Outcome 3 implemented by PIFS. This can be explained by the late start of programme activities. Delayed recruitment of programme staff and longer than initially planned time for partnerships to be established resulted in additional expenditure delays for Outcome 1 and Outcome 3. All three partners increased their expenditure rates significantly in 2020. As illustrated in **Figure 7**, the proportion of the budget expended and committed at 26 months[34] was on track for Outcome 2 (UN Women) and therefore for the overall Programme. However, it was low for both Outcome 1 (SPC) and Outcome 3 (PIFS).

Figure 7. Programme expenditures and commitments 2018-2020 (in ,000 €)

	Outcome 1 (35%)	Outcome 2 (74%)	Outcome 3 (31%)	Total (61%)
Programme Budget	3,888	11,677	1,495	17,060
Expenditures & Commitments by Dec 2020	1,344	8,676	457	10,477

Not including programme coordination and indirect management support costs.
Source: Interim financial report, December 2020

---

[34] Although a proposal for a costed extension was discussed with donors at the November 2020 PSC, the current implementation period is still 45 months (November 2018 to August 2022) of which 26 months had passed by the end of December 2020.

Expenditures and commitments on direct management costs including human resources accounted for 22 percent of expenditures and commitments since programme start by December 2020. They were, however, spread unevenly across outcomes with 17 percent for Outcome 2 (UN Women), 40 percent for Outcome 1 (SPC), and 68 percent for Outcome 3 (PIFS). The development of direct management expenditures for each outcome over the three programme years is presented in **Table 14**.

Table 14. Direct management expenditures as proportion of outcome expenditures			
	2018	**2019**	**2020**
Outcome 1 (SPC)	34%	41%	44%
Outcome 2 (UN Women)	18%	15%	26%
Outcome 3 (PIFS)	100%	87%	61%
Total	**20%**	**23%**	**33%**

Excluding forward commitments / Source: Interim financial report December 2020

High rates of expenditures on management and human resource costs at programme start are not unusual because personnel must be engaged, and the project delivery infrastructure established. This resulted in a late start of implementation, especially by PIFS under Outcome 3 as the organisation had no established project management function. The development of the cost ratio under Outcome 3 shows a decline over three years as could be expected, albeit at very high levels. In 2020, all three programme partners experienced implementation delays because of measures taken to limit the spread of COVID-19 with the result that the management cost ratio of SPC and UN Women increased in comparison to 2019.

5.B. COST EFFECTIVENESS

The Pacific Partnership offers opportunities for efficiency gains by its regional conceptualisation, reducing duplications and providing fora for the exchange and transfers of lessons and skills among countries and implementing partners. There is indication that the work with regional partners such as the Pacific Conference of Churches (PCC) and Oceania Rugby is contributing to rolling out regional models and approaches for the prevention of VAWG and for driving institutional changes in national organisations towards more gender equality, while the cultural contexts in each country and society cannot be ignored. The regional partnerships mitigate, to some extent, the risks of fragmentation due to geographic earmarking of donor contributions to the Pacific Partnerships. The challenges of working at the regional level are experienced by PIFS which, under Outcome 3, works exclusively at this level. PIFS successfully managed an intensive process of consultation with CSOs in drafting the EVAWG Policy Monitoring Toolkit. For implementation, the toolkit will, however, have to be accepted by the PIC national governments requiring additional political efforts that have likely been underestimated.

4.5 SUSTAINABILITY

6. How have individuals, communities, and institutions adopted changes within their own practices policies and operations? How likely are these to be maintained independently of programme assistance?

(a)   What individual, community and institutional changes, which are at least in part attributable to the Pacific Partnership Programme, have been independently initiated or scaled or are likely to be, after external funding ceases?

In the on-line survey, only about a third of the respondents (38%) were confident that changes they had observed towards ending violence against women and girls would be sustained without continued external support.

Table 15. Views on potential for Programme sustainability by survey respondents		
HOW LIKELY IS IT THAT THE POSITIVE CHANGES SEEN WILL CONTINUE AFTER THE PACIFIC PARTNERSHIP ENDS? (N = 69)		
Without help, most things will go back to the old way	16	23%
Some of the good things will stay, even without the Programme	**18**	**26%**
The country / communities have taken over and need little ongoing help	**8**	**12%**
The government and communities still need a lot of help to implement these changes	27	39%

Nevertheless, changes in the education curriculum that will be rolled out starting in 2021, the mobilisation of churches and faith-based organisations and the engagement of sporting associations hold some promise for a continuation of efforts towards greater gender equality and reduction of gender-based violence.

Attitudes are changing and governments are demonstrating commitment to EVAWG by ratifying international treaties, developing National Action Plans, allocating budgets to implementation programmes, and, in some countries, leading national SAFENET networks. While it is plausible that the Programme will continue to contribute to these changes, they cannot be attributed to the Pacific Partnership as all other programmes in the region are also contributing to these developments. Furthermore, stakeholders in all groups expressed concerns about the sustainability of government leadership, skill base and political will, suggesting that further institutional strengthening is required. Shifting priorities among governments, budget and personnel constraints because of the need to respond to COVID-19 were noted by some stakeholders. Competing priorities will continue to be an issue affecting state responses to VAWG.

The success in the promotion of women's participation in rugby as players, coaches and managers is a promising development. Rugby is a popular sport in the Pacific and the increased visibility of women is generating increasing community acceptance of gender equality and a shift of gender-based power dynamics that echoes at high political levels. Several political leaders, for instance the Prime Minister of Fiji, have leadership positions in their national rugby associations and in this role have endorsed the participation of women in the sport including in leadership positions.

All interviewed CSO stakeholders affirmed that they had worked on prevention of violence or support of survivors prior to the Pacific Partnership and will continue to do so. *'I will continue to run my programmes. I am passionate about it; it is in my mandate. There is a need. For us, we will try to find resources to keep going.' [NSA stakeholder / interview]* Several acknowledged that the Programme has improved their relationship with government, and others that it had strengthened their capacity, but they also stated that they will continue to need external financial and technical support. CSOs working for gender equality that are not currently involved in the Pacific Partnership are a potential incremental resource and partner base.

In interviews, donor representatives were confident that international support for EVAWG in the Pacific will continue. *'It is pretty unlikely that we would ever pull out'. [donor stakeholder / interview]* It is, however, less certain that the coherence of the support that has been achieved by the Pacific Partnership will be maintained once the Programme ends.

There is a promise that the development of the Pacific VAWG Prevention Hub in 2021, for which the Pacific Partnership partners have been allocated funding under the Strengthening Social Protection in the Pacific programme of the ADB, will drive continued collaboration for evidence-generation, learning and capacity building on prevention of violence in the region. This initiative had, however, not yet started at the time of the evaluation and was not mentioned in any of the stakeholder interviews.

5 LESSONS LEARNT

> **7. What opportunities exist to strengthen enablers and build on positive results while addressing barriers and unexpected negative results?**
>
> *(a)   What key highlights (responses to challenges and success stories) exist across each Outcome that could be expanded/built upon?*

Any lessons that can be drawn from the Pacific Partnership Programme at this early phase of implementation are preliminary and primarily based on perceptions of stakeholders who are involved in the Programme as implementers, managers or funders and who are therefore not fully independent observers. Monitoring data available by the end of the third programme year document progress in the production of outputs, but as yet no evidence of changes in the lives of girls and women. It will take some time to generate independently verified evidence of the Programme's effectiveness, for instance through the South Tawara Healthy Living Study in Kiribati. Nevertheless, the evaluation findings allow some lessons to be drawn from the process of programme implementation that can inform decisions for the remainder of the Programme and beyond.

A COMPREHENSIVE APPROACH

VAWG is one of the symptoms, and likely the most visible and dramatic symptom, of systemic gender discrimination. While it demands a response that assures that girls and women can realise their rights to protection and survivors their rights to justice and care, an effective response to prevention has to be gender transformative, actively challenging gender norms and eliminating gender-based inequalities in social position, participation, political influence and power. While there are many projects that support organisations working towards EVAWG, the strength of the Pacific Partnership highlighted by many stakeholders is its capacity to join them in a common effort that links the efforts of prevention and response in many spheres of social life, in schools, churches, sports and politics.

In a microcosm, this comprehensiveness is illustrated in the Programme's support to women in rugby. The sport was identified as a risk for girls being exposed to discrimination and abuse, as well as an opportunity to transform social gender norms by women asserting themselves as capable participants, officials and managers. In collaboration with national and regional rugby associations and based on research evidence generated with programme support, the Pacific Partnership successfully addressed both issues to the extent that it can be expected to generate gender-transformative effects that resonate throughout society up to the highest political levels.

A COHESIVE APPROACH

While there are arguably gaps in the comprehensiveness of the Programme's coverage, for instance in health care for survivors and economic empowerment of women, the collaboration of the three programme partners, each with its unique sphere of influence, ensures that it addresses VAWG cohesively across multiple layers of social organisation. PIFS provides access to high-level political leaders, supporting on-going political commitment and mechanisms of accountability. SPC has privileged access to the education sector in all PICs, a sector in which the State can initiate gender-transformative changes at a time when children and adolescents are still in the process of assimilating and adopting social norms. UN Women and its technical partners have links to both government and civil society organisations, assuring that actions and messages at the implementation level are evidence-based and reach a wide spectrum of the communities. It is, however, noted that SPC is also providing extensive support to EVAWG to CSOs working at the community level with funding that is not part of the Pacific Partnership. The extent to which these activities are coordinated with the Outcome 2 activities supported by UN Women is not clear.

The collaboration among state and non-state actors, for instance in the SAFENET networks in the Solomon Islands and in Kribati, is not new and was not initiated by the Pacific Partnership, but, according to stakeholders, it was considerably strengthened by the Programme. Kiribati is also an example that illustrates the potential of a cohesive programme that extents over all three outcomes. Unfortunately, only Vanuatu (with a late start) and possibly Fiji (in future) can capitalise on the synergies of this cohesiveness in programming at country level. This is a lesson that should be taken into consideration in future initiatives.

A TECHNICALLY SOUND AND EVIDENCE-BASED APPROACH

There is no shortage of evidence for effective support of survivors of gender-based violence, however, always generated in a specific social and cultural context. The Programme has worked on tools and guidelines to adapt global knowledge to the context in PICs, integrating local knowledge of CSOs, many with a long experience of working in this area. Efforts to roll out these tools have only just started and will continue throughout the remaining time of the Programme.

In the area of prevention, the situation is quite different. Evidence about the effectiveness of gender-transformative programming to reduce or end VAWG is more difficult to generate and probably even more context specific than evidence for the effectiveness of support to survivors. On a limited scale, the programme for involving girls and women in rugby provides an opportunity that could be seized, especially as some baseline data have already been collected in Fiji and Samoa. The South Tawara study in Kiribati is an opportunity to study the effectiveness of prevention on a wider scale, although the results will not be available until after the Programme has ended, and the generalisability of the findings will be limited by the social context in which they will be generated.

Despite these constraints, the importance accorded by the Programme to technically sound approaches and the stewardship over the Programme's technical quality by UN Women was appreciated by programme stakeholders. It is a lesson for future programming that evidence and technical quality are not secondary to implementation activities but are essential for achieving programme results.

6 CONCLUSIONS

The conclusions of the mid-term evaluation are based on document reviews, interviews and responses to an on-line questionnaire survey of programme implementing partners. Programming under the Pacific Partnership started late in 2018 and for some components and countries as late as 2020. At this early stage in the Programme, conclusions can primarily be drawn on the Programme's relevance, coherence and efficiency, while at the same time also shedding light on its potential to achieving sustainable results.

CONCLUSION 1 (RELEVANCE)

The Pacific Partnership addresses VAWG as a global priority issue that has a particularly high prevalence in the Pacific Region. It distinguishes itself from other programmes of this nature by its comprehensive approach that combines addressing systemic gender-based discrimination as a root cause of VAWG with strengthening institutions and organisations that work towards assuring the rights of survivors of violence for protection, care and justice. This approach is well reflected in the Programme's theory of change. Evidence about the effectiveness of this integrated approach is being generated, for instance in the South Tawara research study conducted in Kiribati, although the Programme could provide opportunities for additional generation of evidence.

In its efforts to prevent VAWG, the Pacific Partnership works, among others, with institutions that are not traditionally associated with EVAWG programmes such as schools, churches and sports organisations. Preliminary evidence suggests that this approach is effective in gradually changing social norms. Girls and women are gaining power and recognition in these social institutions which can be expected to eventually result in lowering the acceptance of the physical, emotional and economic abuse they are subjected to and that is widely considered as normal or culturally appropriate by both men and women.

CONCLUSION 2 (INTERNAL COHERENCE 1)

The Pacific Partnership has been successful in strengthening the partnership of government with civil society in addressing VAWG. This is especially relevant in small countries where the pool of qualified human resources is limited. While the collaboration between state and non-state actors in initiatives such as SAFENET is not new, it has been strengthened by the Pacific Partnership Programme. At the same time, there is an inherent tension in this relationship, with CSOs being able to assimilate learnings and adapt processes quickly while some of them express frustration with government processes which they perceive as being slow and bureaucratic. A better understanding of each other's capacities and constraints is a potential achievement of the Pacific Partnership Programme that will contribute to better protection and care for survivors of violence.

CONCLUSION 3 (INTERNAL COHERENCE 2)

In its regional activities, the Pacific Partnership brings the implementers together in the development of common technical platforms and evidence-based programmes. PIFS, as a regional political body with the representation of and access to governments at the highest level has a key role in this effort towards greater cohesion of initiatives to empower women and end VAWG. SPC occupies a similar role in the education sector, while UN Women is striving to pursue this goal in collaboration with regional civil society networks such as the Pacific Women's Network Against VAW, PCC and Oceania Rugby.

While the regional profile and scope of the Pacific Partnership holds much promise for generating efficiency gains and for reducing fragmentation, the Programme does not sufficiently translate these into gains in country programmes because the synergies of its outcome pillars are not consistently translated into synergies at country level. This is further driven by the geographic and thematic earmarking of donor

contributions to the Pacific Partnership which has increased with the additional contributions received since the Programme's inception.

CONCLUSION 4 (EXTERNAL COHERENCE)

There are many internationally and nationally funded initiatives in the Pacific Island Countries that address issues of gender inequality including VAWG. With a relatively small population spread over many islands, the state and non-state implementers of programmes are incurring large transaction costs in terms of reporting to different funders, managing multiple grant accounts and responding to multiple evaluations. While the Pacific Partnership is not necessarily solving this problem, it is contributing to its mitigation by bundling international efforts that aim at achieving common goals.

CONCLUSION 5 (INCLUSION)

That gender is not a binary concept and that persons with different gender identities are particularly exposed to experiencing gender-based violence is gaining acceptance among implementing partners of the Pacific Partnership Programme. Stakeholders, however, suggested that more could be done. The same applies to the recognition that girls and women who are disabled according to the definitions of the Washington Group on Disability Statistics[35] experience frequent violations of their rights, are often exposed to violence, and have special needs for protection. Stakeholders also mentioned challenges in reaching elderly women and women living in rural areas or remote islands although the efforts made by the Programme were recognised.

Much has been done by SPC and by UN Women in involving men and boys in activities promoting gender equality to end VAWG. The Social Citizen Education Programme under Outcome 1 and the Warwick Principles adopted by the Regional Pacific Women's Network Against Violence Against Women under Outcome 2 attest to this work. However, several interviewed stakeholders mentioned challenges in reaching men and boys, including sometimes a lack of clarity on whether men are seen as perpetrators of violence or approached as potential allies in efforts to end it.

CONCLUSION 6 (STRUCTURAL EFFICIENCY)

The governance and management structures and processes of the Pacific Partnership Programme were designed for a programme initially funded under an agreement negotiated jointly among three partners, the EU, DFAT and UN Women. Since then, the Pacific Partnership has grown with the integration of three additional funding envelopes and with MFAT as an additional funding partner. The governance structure was adapted, but management structures and processes remain unchanged. There is no common instrument for performance monitoring. Performance monitoring frameworks for the additional grants are still in draft form. The framework for the original grant agreement is used as an accountability instrument rather than a performance management tool. Indicators and targets raise questions, for instance for indicators that have baseline values of nearly 100 percent leaving no room for monitoring progress, or targets that are set at '10 percentage point increase' on very low baseline values with the result that targets are met or surpassed even if the changes are of little significance in terms of service improvement.

CONCLUSION 7 (EFFICIENCY OF IMPLEMENTATION)

The efficiency of programme implementation by the three partners is not uniform. Implementation of Outcome 3 is particularly slow which should not surprise as implementation under this outcome started very late, and the development and adoption of regional initiatives by an intergovernmental institution are complex, requiring diplomacy and often lengthy negotiations. While PIFS adds considerable value to the Pacific Partnership as a convenor, advocate and voice at high political levels, it did not have a pre-existing

---

[35] www.cdc.gov/nchs/washington_group/wg_questions.htm

structure for project and CSO grant management. This affects its budget execution rates without necessarily reducing its value in the partnership.

CONCLUSION 8 (COMMUNICATION AND VISIBILITY)

In its first two years of implementation, the Pacific Partnership Programme has generated many quality communication outputs ranging from highly visible publications to website postings and social media contents. The visibility of the Programme is, however, limited by the absence of a unique brand. Communication outputs carry different constellations of logos. Communication products published on the websites of implementing partners can often only be identified as outputs of the Programme by reading the acknowledgements.

7 RECOMMENDATIONS

7.1 FOR THE CURRENT PACIFIC PARTNERSHIP PROGRAMME

Recommendation 1. (ref. Conclusion 1 and Conclusion 2) The programme partners for Outcome 1 and Outcome 2 should:

a. Within the current Programme, increase their activities and investments in intervention research and rigorous monitoring and evaluation on effective programmes and policies for the prevention of VAWG, for instance along the lines of the current South Tawara study, linked to the Strengthening Peaceful Villages Programme.

b. Within the current Programme, further analyse and document the added value of comprehensive programming for the prevention and response to VAWG and of the success in strengthening the partnership between state and non-state actors, for instance in the Solomon Islands SAFENET programme.

Although new findings on the relative effectiveness of prevention activities or combinations of activities will not likely be generated in time to influence the current Programme, the information will help guide future programming and provide a valuable contribution to global knowledge about the prevention of VAWG.

Recommendation 2. (ref. Conclusion 3) The programme partners should increase the efforts of translating the Programme's strong attributes of comprehensiveness illustrated by the combination of the three programme outcomes in a single Theory of Change into programming at country level by assuring that all three outcomes are actively supported and pursued in as many countries as possible.

Recommendation 3. (ref. Conclusion 3) The programme donors that are considering investing additional funds in the Pacific Partnership (or in a future programme) should, to the greatest degree possible, avoid geographic or thematic earmarking and instead invest in the common Theory of Change. Programme partners that are negotiating additional financing agreements with donors should insist that new funds support the overall Theory of Change with as little earmarking as possible.

Recommendation 4. (ref. Conclusion 5) The programme partners should strengthen their efforts for inclusion. While the evaluation acknowledges that much has been done by SPC and UN Women to reach disabled women, women in remote or rural areas, elderly women, people with different gender identification and people with different sexual orientation, the survey and interview responses of implementing partners indicate that there is room to further strengthen the Programme's inclusiveness. Additional attention should also be given to including men and boys in the Programme to overcome constraints mentioned by some implementing partners.

Recommendation 5. (ref. Conclusion 6) The programme partners, in consultation with donors, should fully integrate the additional financing agreements signed after 2018 in the common programme framework, including the Theory of Change, the M&E Framework and the Performance Management Framework (PMF).

Recommendation 6. (ref. Conclusion 6) The programme partners should review and revise the process and format of performance monitoring. They should:

a. Use the PMF as a living performance management instrument that is updated and accessible in real time, reviewed at least twice a year by the PSC, and annexed in full to the annual reports rather than disaggregated and embedded in sections of the report.

b.   Simplify the PMF by developing single, rather than country-specific, indicators that can still be disaggregated by country when setting targets and reporting results.

c.   Integrate the outcomes and outputs of the additional financing agreements signed after 2018 and of any future new agreements in the common PMF, ideally under existing indicators by expanding the disaggregation of targets and results. The addition of new indicators should be avoided unless new agreements add new elements to the common Theory of Change.

d.   Review and revise indicators and targets on the basis of measurability and informative value. Indicators that already have a nearly 100% achievement at baseline need to be revised as there is no room for measuring progress. This could be solved by setting targets that include the increase in coverage (e.g. >95% of teachers with positive attitudes in XX schools). Indicators with baseline data of very low numbers have a similar issue as small and insignificant increases in numbers may result in reports of large percentage increases (e.g. the increase from one to three referrals from social services is recorded as an increase of 200 percentage points). When percentage point increases are chosen as targets, the numbers on which they are calculated should always be presented in the PMF.

Recommendation 7. (ref. Conclusion 7) The programme partners should jointly review the implementation and budget execution rates under each outcome and develop feasible solutions to mitigate the differences in implementation rates. This involves identifying implementation bottlenecks for the achievement of specific outputs, adjusting budget allocations within and across outcomes to ensure that the most promising activities are pursued, and ensuring that the outcomes and outputs are distributed among the three partners according to their highest capacity for implementation.

7.2 FOR FUTURE INITIATIVES ON EVAWG IN THE PACIFIC

Recommendation 8. (ref. Conclusion 1 and Conclusion 4) The programme partners and the principal programme donors should build on the achievements of the Pacific Partnership by assuring that future initiatives for EVAWG in the Pacific continue to invest and deliver in this type of cohesive approach that unites regional organisations and institutions, PIC governments and NSAs in a continuation and expansion of the Pacific Partnership.

Recommendation 9. (ref. Conclusion 1) The programme partners and donors should, in consultation with other programmes supporting the goal of ending violence against women and girls in the Pacific, consider expanding the scope of activities by including partners with capacity to promote equality and rights in sectors not fully covered by the current Programme, such as in health and economic sectors.

Recommendation 10. (ref. Conclusion 8) In the future, the Pacific Partnership should develop a strongly branded media footprint with a common logo to be used for all communication outputs as well as a common website where all partner activities and results can be accessed.