



Pacific R2R Programme

Gender Mainstreaming Strategy

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Prepared by
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Produced and published by
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Abbreviations

CC	climate change
CEDAW	Convention on the Elimination of Discrimination against Women
FSM	Federated States of Micronesia
GEAP	Gender Equality Action Plan
GEF	Global Environment Facility
ICM	Integrated Coastal Management
IW	International Waters
IWRM	International Waters Resource Management
NGOs	Non-government organisations
PICTs	Pacific Island countries and territories
PMUs	Project Management Units
PPA	Pacific Platform for Action
R2R	Ridge to Reef
RMI	Republic of the Marshall Islands
RPCU	Regional Programme Coordinating Unit
SDGs	sustainable development goals
SIDS	Small Island Developing States
SPC	Pacific Community
STAR	System for Transparent Allocation of Resources
UNDP	United Nations Development Programme

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*Vanuatu Rapid Coastal Assessment team member surveying plant species.
Photo by Ethan Gabriel (Havilah Enterprise)*

1. INTRODUCTION

The Pacific R2R Programme is a global test case that is aimed at achieving the sustainable development of Pacific Small Island Developing States (SIDS) within a truly integrated environmental and natural resources management framework. The goal of the programme is to maintain and enhance Pacific Island countries' ecosystem goods and services (provisioning, regulating, supporting and cultural) through integrated approaches to land, water, forest, biodiversity and coastal resource management that contribute to poverty reduction, sustainable livelihoods and climate resilience. The programme supports and addresses national priorities and development needs of 14 Pacific Island countries and territories (PICTs), including Cook Islands, Federated States of Micronesia (FSM), Fiji, Kiribati, Republic of the Marshall Islands (RMI), Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu, while delivering global environmental benefits by focusing on a more cross-cutting approach to water, land and coastal management (SPC 2019).

The gender mainstreaming strategy is a systematic approach for ensuring that projects are gender and socially inclusive. In this case, this strategy addresses the link between gender equality and environmental sustainability, sustainable livelihoods, poverty reduction, climate resilience in communities and the promotion of the inclusion of other vulnerable groups. It is also important to note that the lack of attention to gender inclusion where it is needed may result in gender related, unintended negative consequences.

Clear organisational structures and procedures to support gender mainstreaming will ensure that the gender mainstreaming processes continue even when skilled individuals leave an organisation. The more deeply embedded the practice of gender analysis becomes in the work of the Pacific R2R in-country, the more likely staff members will include gender mainstreaming in their work.

In the PICTs, culture, social dynamics and norms highly influence gender relations. Many cultural practices pose barriers to the progress of gender inclusion work, especially at the community level; however, a generalisation of women roles and an inability for women to participate in decision-making forums will undermine many positive aspects of culture that can be used as entry points into progressive gender relations. In this context, chiefs, pastors and elders' wives usually have decision-making powers in the community, which means that they can be targets of gender mainstreaming training and become the agents of change at the community level.

Gender mainstreaming

Gender mainstreaming is the process of assessing the differing implications for women and men of a project's intended outcomes and then integrating the diversity of needs of different segments of the population – women and men of different ages and other vulnerable members of communities – into the planning and implementation of a project to better reflect the whole community's development aspirations. It is a strategy for making the concerns and experiences of women, as well as of men, an integral part of the design, implementation, and monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality (GEF 2017).

Having a strategy for mainstreaming gender in the Pacific R2R Programme has a number of broad benefits, including the:

- enhancement of capacity of R2R partners to address the social dimensions of natural resources management;
- creation of more targeted services that suit stakeholders;
- increase of participation of women and men in the programme activities and drawing on a diversity of skills and knowledge to support programme sustainability;
- improvement of the governance of the programme through more inclusive participation of women and men;
- expansion of benefits and equal outcomes for women and men from the programme; and
- promotion of gender equality and human rights.

1.1 Requirements of gender mainstreaming

The gender mainstreaming work should have political will or support and include gender mainstreaming targets and indicators in the project document. There must be technical expertise to do the work, or the project must have training or inclusion of gender awareness work. Staff members should have the technical capacity to integrate gender considerations into their everyday work and have the necessary capacity to develop and implement the gender mainstreaming strategy. Resources should be set aside to ensure the inclusion of women, disadvantaged men and other vulnerable groups in the gender activities that are undertaken. A list of gender-sensitive indicators is included in the gender action plan, to help in the monitoring and evaluation of these gender activities. Indicators help track the progress of gender work in interventions that are carried out.

1.2 Gender mainstreaming policies and approaches that support this gender mainstreaming strategy

The R2R *Gender Mainstreaming Strategy* is based on the United Nations Development Programme (UNDP) *Gender Equality Strategy (2018–2021)*, the *GEF Mainstreaming Implementation Strategy (2018)*, and the *SPC-Pacific Platform for Action for Gender Equality and Women’s Human Rights (2018–2030)*.

1.2.2 UNDP: Gender Equality Strategy 2018–2021

The prominent global commitments that guide UNDP efforts to advance gender equality include: the *United Nations Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)*; the *Beijing Platform for Action*; the *Millennium Declaration and Development Goals*; the *International Conference on Population and Development*; the *United Nations General Assembly* resolutions that address gender equality issues; *United Nations Security Council* resolutions on women, peace and security; the *United Nations Framework Convention on Climate Change*; the *Hyogo Framework for Action*; aid effectiveness commitments; and a range of regional commitments.

UNDP is committed to making gender equality a basic human right and a necessity for a sustainable world a reality. Women’s empowerment and gender equality are vital to achieving the *2030 Agenda for Sustainable Development*, which envisions a world “of universal respect for human rights and human dignity” in which “every woman and girl enjoys full gender equality and all legal, social and economic barriers to their empowerment have been removed.” (UNDP 2018). Since the launch of its first gender equality strategy, *UNDP Gender Equality Strategy 2008–2013*, UNDP has developed the institutional framework for ensuring gender equality results and has invested in building capacities to bring gender analysis into all areas of its work. The *UNDP Gender Equality Strategy 2018–2021*, the third such strategy, provides a road map to elevate and integrate gender equality into all aspects of UNDP’s work to reduce poverty, build resilience and achieve peace in communities and territories, by helping to accelerate progress towards the *2030 Agenda for Sustainable Development*. In particular, the strategy delineates UNDP’s commitment to:

- strengthening UNDP interventions that tackle structural changes and accelerate gender equality and women’s empowerment;
- strengthening the integration of gender equality into UNDP’s work on the environment, energy, and crisis response and recovery;
- better aligning UNDP programming with the centrality of gender equality and women’s empowerment in order to achieve sustainable development; and
- building upon institutional mechanisms for gender mainstreaming, such as the gender marker, which provides measurable standards and incentives to drive development progress.

1.2.1 GEF: Gender Implementation Strategy The GEF revised *gender strategy and action plan* (GEF 2018) introduces new principles and requirements to mainstream gender into the design, implementation and evaluation of GEF programmes and projects. It marks a distinct shift in GEF's approach to gender mainstreaming – from a gender-aware “do no harm” approach to a gender-responsive “do good” approach that will allow GEF to more strategically seize opportunities in order to address gender gaps that are critical to the achievement of global environmental benefits.

The objectives of the *GEF Gender Mainstreaming Strategy* (GEF2017) are:

... to attain the goal of gender equality, the equal treatment of women and men, including the equal access to resources and services through its operations. To accomplish this goal, the GEF Secretariat and GEF Partner Agencies shall mainstream gender into their operations, including efforts to analyse systematically and address the specific needs of both women and men in GEF projects (GEF 2017).

The *GEF Policy on Gender Equality* requires programmes/projects that have identified gender-responsive measures and actions included in their results framework, and the logical framework has gender-sensitive indicators and sex-disaggregated data collected. This means that gender considerations should be part of the project's theory of change, through outcomes, outputs and indicators. This entails conscious consideration of how proposed project activities and results may affect women and men differently, and how reducing gender gaps could support project success and sustainability. A core component of tracking gender results is the formulation of sex-disaggregated and gender-sensitive indicators.

The objective of the *GEF Policy on Gender Mainstreaming* is that “the GEF Secretariat and GEF Partner Agencies shall strive and attain the goal of gender equality, the equal treatment of women and men, including the equal access to resource and services through its operations.” The policy requires GEF partner agencies to have policies or strategies that satisfy minimum requirements to ensure gender mainstreaming.¹

1.2.3 SPC's Pacific Platform for Action for Gender Equality and Women's Human Rights 2018–2030

The Revised PPA for *Gender Equality and Women's Human Rights 2018–2030* considers existing regional and international instruments for promoting gender equality. These include the *2012 Pacific Leaders Gender Equality Declaration* (PLGED) and the *2030 Agenda for Sustainable Development*, as well as the commitments made by PICTs to progress gender equality. These commitments include national gender policies, the Framework for Pacific Regionalism, the *SAMOA Pathway*, the *Beijing Platform for Action*, the *Convention on the Elimination of all Forms of Discrimination against Women* (CEDAW), the *Convention on the Rights of the Child* (CRC) and the *Convention on the Rights of Persons with Disabilities* (CRPD). The objective of the *Revised Pacific Platform for Action for Gender Equality and Women's Human Rights 2018–2030* is to accelerate the implementation of gender commitments at all levels in order to achieve gender equality and the promotion and protection of the human rights of all women and girls, in all their diversity.

¹ The *Gender Equality Action Plan (GEAP)* was approved by the GEF Council at the 47th Council meeting in October 2014. The GEAP (GEF/C.47/09. Rev.01) aims to operationalise the gender mainstreaming policy.



Tonga Member of Parliament and former Minister of Agriculture, Food and Forestry Losaline Ma'asi discusses Tonga IW R2R Project Results and Lessons Learned during stakeholder consultation meeting, Nukualofa Tonga (August, 2021). Photo by Tonga IW R2R Project

2. THE PACIFIC R2R PROGRAMME GENDER MAINSTREAMING STRATEGY

The *Pacific R2R Programme Gender Mainstreaming Strategy* is based on the premise that the development objective of gender equality is indivisible from the development goal of improvements in people's lives and the environments that they depend on. It is guided by the commitments that countries made in the *Revised Pacific Platform for Action for the Advancement of Women and Gender Equality (RPPA)*, the *2012 Pacific Leaders Gender Equality Declaration*, and the prominent regional and global conventions to gender equality, including the sustainable development goals (SDGs).

The gender mainstreaming strategy recognises that a key aspect of a successful R2R towards socially-just and inclusive sustainable development is gender equality and empowerment of women. Moreover, it acknowledges that projects, when gender blind, often contribute to perpetuating and even widening gender gaps, which – in the context of most PICTs – deprive, firstly and mostly, women of their rights to access natural resources and undervalue or overlook their contribution in natural resources management, despite the widespread recognition that women have always played a critical role in water, land and coastal management.

The strategy thus attempts to ensure that the project considers the differential needs of its women and men partners at the regional, national, local and community levels, such that they are afforded equal power and access to decision-making, choices and resources.

Gender mainstreaming is one of the guiding principles of the *GEF Regional R2R Programme* and is embedded thoroughly throughout the results framework as a combination of targeted gender analysis and gender mainstreaming in programme activities, along with the systematic collection of baseline and on-going sex-disaggregated data.

Gender mainstreaming is to be done through two pathways – gender mainstreaming in programme activities and targeted gender analysis of national projects. Mainstreaming assistance is provided at two levels: *Regional Programme Coordinating Unit (RPCU)* staff and national project managers (NPM), in order to develop facilitation competencies on the mainstreaming of a gender and development (GAD) perspective into regional and national component design and management, and into those national and local governance institutions that are involved in the project's implementation.

2.1 The purpose of the gender mainstreaming strategy

The purpose of this strategy is to guide the work of the GEF Pacific R2R Programme to have effective and appropriate mechanisms to support gender mainstreaming. This is a critical component of the Pacific R2R Programme's broader policy processes and will ensure that the programme continues to meet best practices in this area. The strategy sets out entry points for gender mainstreaming initiatives, the key steps required for implementation and proposed indicators for success.

The objectives of this strategy are to:

- increase the effective representation of women, and women's interests, through leadership at all levels of decision-making;
- ensure women's and men's equal participation in project processes, and their equal benefits from services and outcomes;
- enhance government and programme partners' capacity to effectively mainstream gender; and
- enhance the gender evidence-based knowledge to inform policy and practice.

2.2 What the gender mainstreaming strategy includes

The list below outlines the items that are included in the gender mainstreaming strategy.

- Institutional capacity for gender mainstreaming.
- Consideration of gender elements in project review and design.
- Understanding of gender analysis/assessments.
- Measures to minimise/mitigate adverse gender impacts.
- Integration of gender-sensitive activities.
- Monitoring and evaluation of gender mainstreaming progress.
- Inclusion of gender experts in projects.

Gender analysis

A gender analysis begins with the collection and analysis of sex-disaggregated data (i.e. information that is collected and presented separately on women and men). Women and men often perform different roles, which leads to different experiences, knowledge, talents and needs. Gender analysis explores these different roles and experiences so that policies, programmes and projects can identify and meet the different needs of women and men. Gender analysis also facilitates the strategic use of distinct knowledge and skills that are possessed by women and men.

2.2.1 Gender terms

Table 1. Gender terms

Gender bias	Refers to beliefs about women and men, boys and girls that are passed from generation to generation through the process of socialisation. They change over time and differ in different cultures and populations.
Gender discrimination	Gender discrimination occurs when individuals are treated differently based on their sex. This affects both women and men.
Gender equality	Refers to equal chances or opportunities for groups of women and men to access and control social, economic and political resources, including protection under the law (such as health services, education and voting rights). It is also known as equality of opportunity – or formal equality.
Gender inequality	Refers to unequal participation in society due to stereotypes, norms, beliefs and discrimination based on a person's gender (e.g. unequal pay for a female and male employee despite the same qualification and position).
Gender relations	Refers to social relations between and among women and men that are based on gender norms and roles. Gender relations often create hierarchies between and among groups of women and men that can lead to unequal power relations, and disadvantage one group over another
Gender roles	Refers to what males and females are expected to do (in the household, community and workplace) in a given society (e.g. men are typically expected to do field work while women are expected to take care of domestic work).
Gender stereotypes	Refers to images, beliefs, attitudes, or assumptions about certain groups of women and men. Stereotypes are usually negative and based on assumed gender norms, roles and relations.

Through their different roles and responsibilities, and varied priorities and needs, women and men alike shape the drivers and pressures on environmental resources and systems. Women and men use natural resources in different ways. They also influence, in different ways, global, regional, national and local incentives and behaviours, and markets and policies that impact the health of the global environment. As such, women are vital to tackling environmental challenges. Nevertheless, gender inequalities and gaps persist. The *GEF Gender Implementation Strategy* identifies three gender gaps that are most relevant to GEF projects and programmes and these include the unequal access to and control of natural resources, the unbalanced participation in decision-making in environmental planning and governance at all levels, and the uneven access to socio-economic benefits and services.

The transformative potential of addressing gender gaps and more effectively engaging women, stems not only from the opportunity to engage more people in environmental efforts in terms of absolute numbers, but also from (i) the inclusion of unique skills, knowledge and experiences of women, including their roles as primary users and stewards of many natural resources; and (ii) supporting women's roles to change the causal chain of environmental degradation (from their involvement in governance and the public and private sectors, to their choices as consumers in the global market and their investment choices).

The overall objective of the strategy is to ensure a more holistic approach to resource management under the R2R.



Local Early Action Planning (LEAP) process. Photo by Republic of the Marshall Islands National R2R Project

3. GENDER MAINSTREAMING STRATEGY TARGET AREAS

The key target areas for this gender strategy are as follows:

- Capacity building and training that is gender and socially inclusive.
- Participation of all sectors of communities including women, men, youths and other vulnerable members in all stakeholder consultations.
- Gender inclusion in skills-building and decision-making.
- Knowledge management, and monitoring and evaluation that is gender inclusive.

3.1 Priority areas to be addressed

Unequitable access to and control of natural resources

Women continue to be held back by structural constraints and gender norms that are related to access to and control of land, water and other productive assets and biological resources. Even when the law guarantees women equal rights as men, many women have less control over natural resources, and tend to have less secure tenure, operate on smaller farms, and have less access to agricultural services, education and finance compared with their male counterparts. Research shows that women's agricultural productivity in developing countries could increase 20–30% if they had the same access to productive resources as men (FAO 2011). In PICTs, ownership of land, marine and other natural resources is primarily passed through men. Exceptions to these are countries that are matrilineal in nature like Palau, RMI, FSM and Nauru, as well as larger countries like Solomon Islands and Fiji, where there is also matrilineal land heritage, which allows women to own land.

Unequal opportunities in environmental decision-making and leadership

Gender norms, women's greater time constraints and lower educational levels continue to prevent women from participating in decision-making that is related to the management and sustainable use of natural resources. In PICTs, cultural and social structures and norms prevent women from freely participating in decision-making processes.

Uneven access to socio-economic benefits and services

Women often have less opportunities than men to access income-generated activities, services, credit, technology, information and capacity building activities. Women's roles as care givers restrict their participation in development and therefore limit access to benefits and services in PICTs.

Cultural practices and norms that pose barriers to gender progress

Culture, traditional beliefs, perceptions, social dynamics and norms highly influence gender relations in PICTs. For example, ethnicity and culture are significant factors in gender relations in Solomon Islands. The traditional culture "kastom" dictates the role of women and men, and this is also true for other PICTs. This means that gender affects how women and men conceive themselves and their capabilities; how women and men interact within the framework of social expectations and how opportunities are structured; and how resources are distributed within institutions like the market and the state (Kruijssen et al. 2015).

The lack of political will to advance gender equality

There is lack of political will to advance gender equality, which may be partly due to the level of understanding of gender equality and its implications for achieving SDGs. The 2015 review of 20 years of implementation of the *Beijing Platform for Action* noted that "in most PICTs, attention, resources and capacity committed to gender equality have been insufficient to achieve substantive gains."

3.1.1 Entry points to ensure gender equality

In many PICTs, cultural and social barriers may exist that could limit the participation of women and youths, thus there has to be consideration for where to have the meetings/consultations, and meetings should also be at times when women are free to participate. Issues that need to be addressed in relation to such meetings are as follows:

- Considering separate meetings for women and men for some communities where women will not speak or participate freely during community consultations. Having leaders or chiefs in the same room as women and youths may not work in some societies because of respect for chiefs and protocols that exist, which may not allow women to speak or engage.
- Supporting women's improved access, use and control of resources, including land, water, forest and fisheries, by contributing to the shaping of policy and gender norms to improve women's access to and control over such resources (SPC 2017)
- Enhancing women's participation and role in natural resources decision-making processes, with women as agents of change at all levels by promoting women's equal engagement in community, rural and urban planning processes, and promoting women's voices in decision-making and policy in global and national planning and decision-making bodies.
- Targeting women as specific beneficiaries by increasing awareness of the roles of women and men in the sustainable management and use of natural resources, and creating opportunities from (alternative) sustainable livelihoods and income-generation opportunities.
- Investing in women's skills and capacity by supporting capacity development of different groups, including communities, women's organisations and government officials at the national and sub-national levels in order to capitalise on the complementary roles of women.

3.2. Gender rating scale

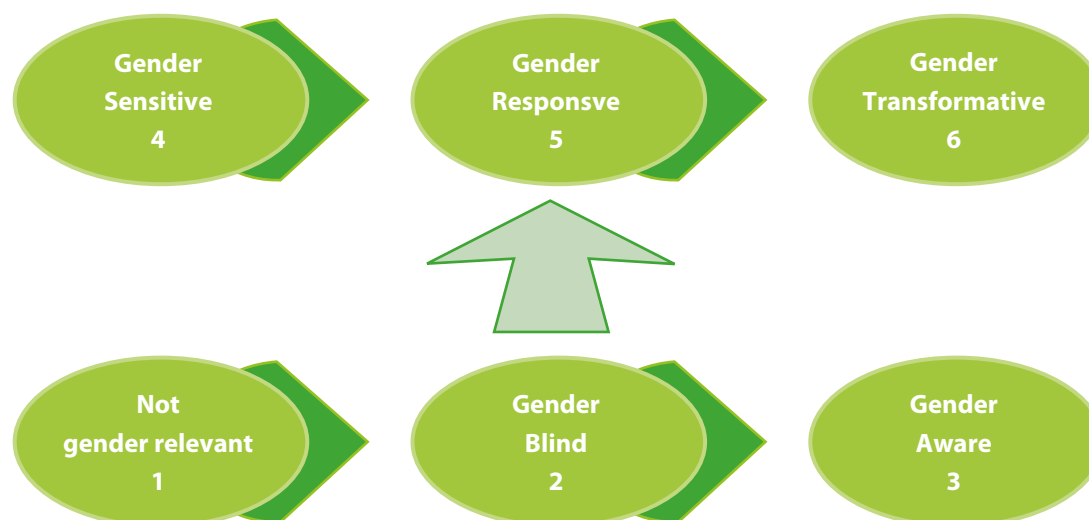


Figure 1. Different levels of gender awareness (GEF, 2018).

Table 2 (taken from GEF-9) covers GEF gender rating scales. The gender rating scales are particularly relevant in reporting against requirements of GEF funded projects and programmes (GEF, 2018).

Table 2. Gender rating scale

Not gender relevant	This is where gender plays no role in the planned intervention.
Gender blind	This refers to a conscious or unconscious lack of attention to different gender roles and responsibilities, and, consequently, the failure to analyse policies and projects in terms of the differences in their effects on women and men.
Gender aware	This includes knowledge and recognition of the differences in socially assigned gender roles, rights, entitlements, responsibilities, and obligations while accommodating and working around existing gender norms.
Gender sensitive	This adopts gender-sensitive methodologies (a gender assessment is undertaken, gender-disaggregated data are collected, and gender-sensitive indicators are integrated in monitoring and evaluation to address gender differences and promote gender equality).
Gender responsive	Here, gender-based differences in role areas of influence and access to resources are considered in the design of the strategy that is developed, and gender equality is promoted in its implementation.
Gender transformation	This is when a project goes beyond gender mainstreaming and facilitates a critical examination of gender norms, roles and relationships; strengthens or creates systems that support gender equity; and/or questions and changes gender norms and dynamics.



4. CONSIDERATIONS IN GENDER MAINSTREAMING

4.1 Culture and social dynamics

In PICTs, gender disparities that have the effect of excluding women are the result of the roles that society assigns to women and men; attitudinal and structural barriers to equal participation in decision-making; obstacles to access to justice, inheritance and ownership; and value systems that link masculinity with authority of women and men in the different parts of the Pacific Islands region. There needs to be an understanding of the underlying causes of inequality in order to be able to address gender disparities and inequalities (SPC 2017). Cultural and social dynamics can have a lot of influence on gender dynamics, thus the following actions need to be advanced:

- Recognising that changes in community attitudes and behaviour can only be achieved gradually, and this requires the support of both women and men in order to break down stereotypes about gender roles and responsibilities in the home, employment and community.
- Ensuring that the perspectives of women and men are considered when informing national development plans and budgets and decision-makers need to recognise the roles of women and men in both the formal and informal sectors in their economic and social policies and programmes.
- Enhancing legal protection and reforming discriminatory laws and, most importantly, ensuring that, once enacted, the laws are implemented and enforced.
- Removing gender disparities in relation to property rights and improving access to finance and technology.
- Improving public and private business culture and practices to increase women's employment prospects and acknowledge the importance of the informal sector to the overall economy.
- Reducing and redistributing unpaid work and care. This factor requires careful and well-supported negotiation and a shift in societal values and norms to recognise that sharing these responsibilities has benefits for individuals, families and communities.
- Strengthening the collective voice and representation of women in all of these factors to ensure sustained progress and success.

4.2 Stakeholder engagement plans

Stakeholder engagement plans include gathering information from stakeholders who have been and will be engaged in the project; dissemination of information to the different sectors of communities; roles and responsibilities of different stakeholders; resource access and use requirements; and timing of engagement throughout the project/programme cycle.

Systematic consideration of gender inclusion during the stakeholder identification and consultations stage is needed to ensure that women's and men's voices alike are heard. It strengthens the design and implementation of GEF-financed activities by reducing risks and addressing the social and economic needs of affected stakeholders.

Activities should be conducted, designed and implemented in an inclusive manner so that women's participation and voices are – regardless of background, age, race, ethnicity or religion – reflected in decision-making, and that consultations with women's organisations, including Indigenous women and local women's groups, are supported at all levels.

4.3 Gender-responsive activities

Gender-responsive activities are required to ensure equal opportunities for women and men to participate in and benefit from projects that are implemented; for example, activities that aim to address barriers between women and men regarding access to opportunities and resources (entrepreneurship opportunities, training, etc.).

This includes activities that help to address identified gender gaps and opportunities to empower women; for example, activities or strategies that address underlying gaps between women and men that can help enhance delivery of environmental benefits (e.g. barriers for women to participate in decision-making, or gender gaps relating to control of or access to land).

The national Project Management Units (PMUs) have a key role in gender-responsive project design, which collects and reports on gender mainstreaming nationally, identifies areas for strengthened gender mainstreaming and for sharing lessons learned through gender mainstreaming actions. Each national Integrated Waters (IW) and System for Transparent Allocation of Resources (STAR) project will identify country-specific entry points for gender mainstreaming in their national project results frameworks.

Gender analysis is described as “the collection and analysis of sex disaggregated information. Men and women both perform different roles. This leads to women and men having different experience, knowledge, skills and needs. Gender analysis explores these differences so policies, programs and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of distinct knowledge and skills possessed by women and men”.

Source: GEF 2017.

4.4 Gender integration checklist

The gender integration checklist contains a series of questions that are to be used as a guide for ensuring that gender is mainstreamed within the different project phases. The checklist can help to identify potential gender issues or problems that may arise with the introduction of a project or any development intervention. The checklist is also intended to indicate possible areas or entry points within the project / programme stages where gender mainstreaming could be introduced and addressed. Furthermore, it can serve as a guide in developing strategies to address these identified potential gender issues or problems. The checklist and corresponding strategies span the project cycle stages from project identification to project design, through to project implementation, and monitoring and evaluation.

4.5 Risks and assumptions

Certain gender issues cut across many PICTs and these include low levels of political participation, poor working conditions, domestic violence, declining access to customary land rights, low levels of legal literacy about rights to land and property, and culturally enforced discrimination and inequality of women (Khan 2008). In addition to this, the lack of expertise in-country to work on gender issues can result in gender inclusion work not being undertaken or just largely reflect numbers of women that turn up to meetings, with no strategic attempt at making interventions gender and socially inclusive.

Local governance mechanisms may be hard to work through and need a lot more work to understand and to convince communities when working on gender mainstreaming. The lack of gender awareness at the community level will require time and resource to enable the gender mainstreaming work. An example of how risks and assumptions can be captured is shown below in table 3.

Table 3. Risks and assumptions

Risks/assumptions	Lessons learned	Solutions/way forward
Assumption that women are included in community meetings. Assumption that all men are included in in decision-making forums (Palau).	Unwritten rules of resource use in communities determine inclusion/non-inclusion of women/men in community meetings and decision-making.	Use existing institutions and social/cultural norms. Finding entry points and women with status in the community (businesswomen, pastors' wives, teachers, etc.).
Lack of expertise in gender mainstreaming work.	Need for training of trainers.	Gender mainstreaming training for project implementers. Appointment of gender focal points.
The assumption that cultural norms allow for gender work, including timing and engagement of women. Cultural norms and expectations of vocal engagement of women and assertiveness.	Time and engagement of women to be sensitive to social practices. The culture of silence and other cultural norms that restrict women speaking or being engaged in public spaces to be considered.	Have meetings at times and places conducive to women Using participatory rural appraisals exercises in community meetings and using tools that are appropriate to the local context.
No gender analysis of projects.	No analysis will result in generalised approaches.	Gender analysis to be conducted using the tools provided.

5. GENDER ACTION PLAN

There are five components in this plan and each has outcomes, outputs, gender activities and indicators, which are outlined below in table 4.

Table 4. Gender Action Plan

Component 1: National demonstration sites to support R2R ICM/IWRM approaches for island resilience and sustainability			
Outcome	Output	Gender activities	Indicators
1.1: Development of successful pilot projects that test innovative solutions, and involve the joining of International Coastal Management (ICM), IWRM and climate change (CC) adaptation (linked to national STAR projects via larger Pacific Ridge to Reef (R2R) network).	Pilot projects are established.	Gender mainstreaming to be included in all work that is done on project pilot sites.	Gender inclusive interventions that are included in all pilot projects are established.
1.1.1: Development of 14 national pilot project area diagnostics based on R2R approach, including baseline environmental state and social data, incorporating CC vulnerabilities, and reviews of local governance of water, land, forests and coasts.	Pilot project sites that are established in 14 PICTs with gender inclusion in baseline assessments are completed.	<i>The Pacific R2R National Projects</i> to conduct gender analyses and develop country/project specific gender action plans.	Women's voices (including indigenous peoples and local community groups) in partnerships and alliances with regional and national networks are promoted. Sex-disaggregated data are collected and reported on.
1.1.2: Development of 14 national pilot projects test methods for catalysing local community action, utilising and providing best practice examples, and building institutional linkages for integrated land, forest, water and coastal management.	Gender mainstreaming is present in programmes. The Pacific R2R Programme and pilot projects involve women and men and assess the potential impacts and benefits of the projects on women and men, and in reducing gender inequality.	The RPCU to support national IW and <i>STAR Project</i> teams to collect and report sex-disaggregated data of pilot project coordinating committees and stakeholder engagement activities.	Baseline developed and periodic gender assessments, analyses and re-planning of the national demonstration projects conducted in collaboration with the national women's machineries or related offices.
1.2: Carrying out National diagnostic analyses for ICM in order to prioritise and scale-up key ICM/IWRM reforms and investments.	National diagnostic analyses for ICM is conducted in most sites.	Activities for scaling up key ICM/IWRM reforms to be gender inclusive.	Participation of women, youths and/or vulnerable groups at the community level in all consultations is undertaken and in all interventions that are planned.
1.2.1: Identification of areas for replication in each of the 14 participating PICTs, characterised by diagnostics for ICM/IWRM reforms, investments and CC adaptation.	A diagnostic approach to guide the identification of required R2R reforms and actions at the priority sites, which include gender analysis of the issues and equality, is developed.	Diagnostic approach to include gender analysis of the issues.	Replication sites engage women and other vulnerable groups in all stages of project implementation.

1.2.2 Community development of methodology and procedures for characterising island coastal areas for ICM investment.	There is an increased use of women's knowledge and voices in natural resources management planning and decision-making in PICTs.	The diagnostic procedure for selecting priority sites to recognise the different roles, knowledge and priorities of women and men and, through gender analysis, set the baseline for gender-responsive management in the 14 PICTs.	Attendance at stakeholder engagement is at least 30% women.
1.3: Establishment of community leader round-table networks for strengthened "community to cabinet" in ICM/IWRM.	Community to cabinet approach is successfully adopted in all target countries.	Community-leader round-table networks that are established are to include the participation of women, youths and other vulnerable groups in communities.	Number of community leaders at round-table networks successfully established – there is a high participation of women in these networks.
1.3.1: Strengthening and formalising of institutional relationships between national and community-based governance structures through national Pacific R2R Programme, along with inter-ministry committees in 14 Pacific SIDS.	There is support for an equal, equitable or fair representation of women and men in community leader participation.	Fair representation of women in committees and forums at all governance levels to be ensured.	Women's practical needs (e.g. hours of work – reduced or increased) and strategic needs (increased proportion of women attending decision-making events, number of times women's needs and priorities are included in decisions and capacity to participate in decision-making at the community level) are identified.
1.3.2: Establishment of four national private-sector and donor partnership forums for investment planning in priority community-based ICM/IWRM actions.	Forums that are held in community-based ICM/IWRM are gender inclusive and consider time for meetings to be held when women and youths can attend.	Participation in forums to be gender and socially inclusive.	Forums that are held are gender inclusive and there is a marked increase in gender considerations/inclusion of women in investment planning.

Component 2: Island-based investments in human capital and knowledge in order to strengthen national and local capacities for R2R ICM/IWRM approaches incorporating climate change adaptation

Outcome	Output	Gender activities	Indicators
2.1: Building of national and local capacity for ICM/IWRM implementation to enable best practice in integrated land, water, forest and coastal management, as well as CC adaptation.	Capacity building of country staff is undertaken through post-graduate courses.	Women to participate in the post-graduate programme.	Women are equal to men in the participation in training offered through the post-graduate programme and in other national capacity building activities.
2.1.1: Delivery of innovative post-graduate training programme in ICM/IWRM and related CC adaptation for project managers and participating stakeholders through the partnership of internationally recognised educational institutes and technical support and mentoring programmes	The Pacific R2R Programme conduct regional gender-responsive analysis to identify appropriate programmes for supporting effective professional development.	Equal opportunities to be given to both women and men to participate in the post-graduate training.	There is a high participation of women in the post-graduate courses that are offered. Women programme managers who graduate are enhancing the work in natural resources management in the R2R projects.

<p>2.1.2: Strengthening of capacity for civil society and community organisation participation in ICM/ IWRM and CC adaptation through direct involvement in implementation of demonstration activities.</p>	<p>The Pacific R2R Programme conducts gender analysis and implements targeted capacity building programmes at priority communities in the 14 PICTs.</p>	<p>The RPCU to support national IW and STAR project teams to collect and report sex-disaggregated data on the capacity of training programme participants' and community stakeholders' understanding of – and capacity for – R2R management.</p>	<p>There is capacity development of different groups – including communities, women's organisations, and government officials at the national and sub-national levels – which is built through training and capacity building exercises.</p>
<p>2.2: Initiation of incentive structures for retention of local R2R expertise and inter-governmental dialogue on human resource needs for ICM/ IWRM.</p>	<p>Inter-governmental dialogue on human resource needs for ICM/ IWRM is done in all target countries.</p>	<p>Dialogue on human resources needs at the country level to include women and other vulnerable groups in communities.</p>	<p>Women comprise 30% of all local R2R expertise that is retained. All dialogue that is conducted is gender inclusive.</p>
<p>2.2.1: Identification of national human capacity needs for ICM/IWRM implementation, and competencies of national and local government units for ICM/IWRM implementation to be benchmarked, tracked, and capacity building support secured.</p>	<p>Gender assessment of national and local government competences and capacity needs is conducted and supporting the communication tools that are developed.</p>	<p>Gender assessment of national and local government competencies and capacity development needs for ICM/ IWRM to be carried out.</p>	<p>Support is provided for capacity development of different groups – including communities, women's organisations and government officials at the national and sub-national levels – in order to capitalise on the complementary roles of women and men.</p>
<p>2.2.2: Analysis of existing Public Service Commission salary scales and required functional competencies of key ICM/IWRM personnel, and appropriate guidelines and incentive structures explored to encourage retention of skilled and experienced staff members.</p>	<p>The Pacific R2R Programme identifies and recommends – through gender analysis – the differing needs and priorities of women and men and, in particular, identifies what the obstacles and opportunities are for retaining women in technical and managerial roles.</p>	<p>The RPCU to support national IW and STAR project teams to collect and report sex-disaggregated data on tracking competencies and Public Service Commission employment conditions.</p>	<p>Gaps in gender participation are identified and interventions are implemented to address these gaps. Sex-disaggregated data are collected and used for tracking gender progress.</p>

Component 3: Mainstreaming of R2R and ICM/IWRM approaches into national development planning			
Outcome	Output	Gender activities	Indicators
<p>3.1: Endorsement of national and regional, respective strategic action frameworks for ICM/IWRM.</p>	<p>National Strategies and regional strategic actions are endorsed.</p>	<p>National and regional strategic action frameworks to be developed with participation of women and other vulnerable groups.</p>	<p>Women are targeted as specific beneficiaries by increasing the awareness of the roles of women and men in the sustainable management and use of natural resources.</p>

<p>3.1.1: Compiling and documentation of national recommendations for 14 PICTs for coastal policy, legal and budgetary reforms for ICM/IWRM in relation to integration of land, water, forest and coastal management, and CC adaptation, with options for harmonisation of governance frameworks.</p>	<p>The Pacific R2R Programme has reviewed existing relevant policies, laws, executive orders, presidential decrees, departmental strategic plans, local/municipal by-laws and regulations in 14 PICTs.</p>	<p>Review to include an analysis of gender inclusion in policies, strategic plans, etc.</p>	<p>Targeted support to raise awareness and assist women in exercising their legal rights and membership in national forums is provided.</p>
<p>3.1.2: Endorsement by leaders of inter-ministerial agreements and strategic action frameworks for 14 PICTs on integration of land, water, forest and coastal management, and capacity building in development of national ICM/IWRM reforms and investment plans.</p>	<p>Gender-responsive development and operation of a programme of national leader and stakeholder consultations on efforts to harmonise governance frameworks and strengthen evidence-based planning to initiate dialogue on Strategic Action Framework development has been undertaken in 14 PICTs.</p>	<p>The Pacific R2R Programme to include gender equality and mainstreaming principles in the development of a draft regional strategic action plan for ICM, including gender-responsive outcomes and indicators.</p>	<p>Capacity building and consultations on ICMs are gender inclusive and take gender priorities into account in outcomes and indicators.</p>
<p>3.1.3: Completion of national State of the Coasts reports for 14 PICTs and launched to their leaders during national coastal summits in coordination with national R2R projects, and demonstrated as a national development planning tool, including guidelines for diagnostic analyses of coastal areas.</p>	<p>Development of targeted gender analysis of State of the Coasts reports and guidelines for diagnostic analysis of coastal areas, which consider gendered use of coastal resources, has been undertaken.</p>	<p>The Pacific R2R Programme to include gender equality and mainstreaming principles in the development of State of the Coasts reports for 14 PICTs, including gender-responsive outcomes and indicators.</p>	<p>There is support for women's improved access, use and control of resources. There are contributions from the PCU in countries to shaping policy and gender norms to improve women's access to and control over land, water, forests and other natural resources.</p>
<p>3.2: Achievement of coordinated approaches for R2R integrated land, water, forest and coastal management and CC adaptation in 14 PICTs.</p>	<p>Coordinated approach at all levels of implementation at the country level has occurred.</p>	<p>All community approaches to R2R and CC adaptation work to be coordinated with all stakeholders and especially ensures gender inclusion.</p>	<p>R2R approaches are gender sensitive. Coordinated work includes the participation of all sectors of communities, including women.</p>
<p>3.2.1: Network of community leaders and local governments from pilot projects to hold periodic national and regional round-table meetings, complemented by community technical exchange visits.</p>	<p>The Pacific R2R Programme supports gender inclusive membership in national ICM/IWRM pilot project inter-ministry committees; in particular, representative and/or national gender experts.</p>	<p>Strategic inclusion of women and other vulnerable groups in inter-ministry committees to be ensured.</p>	<p>There is a strengthening of women's decision-making capabilities regarding land, forests, water and other biological resources. Training opportunities are offered to help women participate in decision-making forums.</p>

<p>3.2.2: Formation of 14 national networks of ICM/ IWRM pilot project inter-ministry committees, by building on existing ICM/ IWRM committees, to contribute to a common results framework at the project and programme levels.</p>	<p>The Pacific R2R Programme supports gender inclusive development of Terms of Reference for national inter-ministry committees.</p>	<p>Inter-ministry committees to be gender inclusive.</p>	<p>There is an increased number of women in committees and engaged in decision-making processes.</p>
<p>3.2.3: Periodic inter-ministry committee meetings in 14 PICTs to be conducted and results documented. Participation data assembled and reported to national decision-makers and regional forums.</p>	<p>The Pacific R2R Programme develops and implements a system for identification and annual reporting, including sex-disaggregated data on best practice community-level inputs in order to execute pilot activities.</p>	<p>The RPCU to support national IW and STAR project teams to collect and report sex-disaggregated data on membership and attendance in committees.</p>	<p>Sex-disaggregated data are collected by women and men. Sex-disaggregated data are available for planning and decision-making, and affect all sectors of the communities including women.</p>
<p>3.2.4: Participatory techniques to be used to gauge learning and change in perception among inter-ministry committee members in targeted PICTs.</p>	<p>Participatory techniques that promote gender participation and social inclusion are used to ensure learning.</p>	<p>The Pacific R2R Programme to promote gender-sensitive approaches to gauge learning and change in perception among inter-ministry committee members in targeted countries.</p>	<p>Activities that increase gender equality, monitoring and reporting of gender mainstreaming activities are implemented, using participatory techniques.</p>

Component 4: Regional and national R2R indicators for reporting, monitoring, adaptive management and knowledge management to be developed and used for monitoring of interventions

Outcome	Output	Gender activities	Indicators
<p>4.1: National and regional formulation and adoption of integrated and simplified results frameworks for integrated multi-focal projects to be completed.</p>	<p>Results framework with gender indicators at the national and regional levels is developed.</p>	<p>Integrated results framework with gender indicators at the national and regional levels to be formulated.</p>	<p>All results frameworks that are developed at the national and regional levels include gender activities and indicators.</p>
<p>4.1.1: Development of national and regional reporting templates, based on national indicator sets and regional frameworks in order to facilitate annual results reporting and monitoring from 14 PICTs.</p>	<p>Sex-disaggregated data are collected to enhance reporting templates and monitoring work.</p>	<p>Sex-disaggregated data to be collected throughout various activities of the project for inclusion in monitoring and evaluation, allowing gender considerations to be reflected in reporting.</p>	<p>Sex-disaggregated data are collected and used for monitoring work.</p>
<p>4.1.2: Unified/harmonised multi-focal area results tracking approach and analytical tool to be developed and proposed to the GEF, its agencies and participating countries.</p>	<p>Gender-responsive, unified/harmonised multi-focal area results tracking approach and analytical tools are developed.</p>	<p>Tools that are developed to help track that results areas are to be gender inclusive.</p>	<p>Tracking tools that consider gender priorities and concerns are developed. These tools are gender and socially inclusive.</p>

4.1.3: Conducting of national planning exercises in 14 PICTs with relevant ministries on embedding R2R results frameworks into national systems for reporting, monitoring and budgeting.	National planning exercises that consider the different gender inclusion situations in-country are developed.	National planning exercises to be conducted in selected PICTs in order to explore the alignment of national indicator sets with convention reporting, and to investigate the inclusion of gender-responsive indicators.	Gender assessments of projects and other national documents that identify areas for gender inclusion, are conducted, and gender action plans to reflect gender inclusion in national planning exercises are developed.
4.2: Establishment of national and regional platforms for managing information and sharing of best practices and lessons learned in R2R.	Developed national and regional platforms for managing information are gender inclusive.	Gendered information on R2R, best practices and lessons learned on gender mainstreaming work at the national and regional levels to be identified and managed.	Information on best practices and lessons learned that includes gender is shared
4.2.1: Development and implementation of regional R2R communications strategy, and assistance to be provided to national R2R project, including partnerships with national and regional media and educational organisations.	Information and sharing of best practices and lessons learned, along with specific contributions and roles of women and men, considered.	Development of support to be established for gender-responsive national and regional platforms for managing information, sharing best practices and lessons learned from efforts of this project to test the integration of water, land, forest and coastal management.	Platforms for sharing gender inclusive best practices and lessons learned, using an integrated R2R approach, are identified, developed and strengthened.
4.2.2: Participation in conferences, and development of R2R website and information database to be carried out.	Activities and conferences include women and men.	Participation in conferences, etc., to be gender and socially inclusive.	Participation at conferences and other media forums are gender inclusive and content of media release is gender sensitive/responsive.
4.2.3: Establishment of Pacific R2R network, online in regional and national portals, and to contain, among other things: databases, rosters of national and regional experts and practitioners on R2R, register of national and regional projects, repository for best practice R2R technologies, and lessons learned.	Monitoring of the effectiveness of communication efforts and lessons learned is gender and socially inclusive.	The Pacific R2R Programme to collect and report sex-disaggregated data in monitoring the effectiveness of communications efforts.	Full and timely access to knowledge and information is provided to women, youths and other vulnerable members of communities. Most relevant public stakeholders involved in the R2R Project have previous gender related training, and/or have national women's offices.

Component 5: R2R regional and national coordination			
Outcome	Output	Gender activities	Indicators
5.1: Effective programme coordination of national and regional R2R projects to be established.	Specific coordination efforts at the national and regional levels are gender inclusive.	Coordination mechanisms to be strengthened and take into account all other existing institutions, including gender and social inclusion institutions.	Gender equality is considered in coordination interventions.

<p>5.1.1: The functioning of overall Pacific R2R Programme coordination unit with alignment of development worker positions, which contribute to coordinated efforts among national R2R projects (Year 1).</p>	<p>Pacific R2R Programme coordination unit is functioning, overall, with alignment of gender mainstreaming requirements, which contribute to coordinated efforts among national R2R projects.</p>	<p>The Pacific R2R Programme to support the collection, distillation and communication of best practices in promoting gender equality, the support of women's empowerment and mainstreaming gender from the national IW and STAR projects.</p>	<p>Coordination efforts are gender inclusive and communication on promotion of gender equality and empowerment of women is continuously implemented.</p>
<p>5.1.2: Technical, operational, reporting and monitoring support to be provided to national R2R projects, as may be requested by PICTs in order to facilitate timely delivery of overall programme goals.</p>	<p>Support is provided by Pacific R2R Programme to countries on project teams' capacity for mainstreaming gender and collection and communication of gender equality.</p>	<p>In consultation with the PCU in countries, annual technical support programmes for 14 PICTs to be developed and implemented. These are to be gender and social inclusive.</p>	<p>Reporting and monitoring support work is provided, and is inclusive of the collection and communication of gender equality data.</p>
<p>5.1.3: Assistance to be provided to participating countries in the <i>Pacific R2R network</i> for, among other things, harmonised reporting and monitoring, and other regional and national and capacity building modules.</p>	<p>Support is provided to the 14 PICTs on monitoring and evaluation, and reporting of results in the 14 PICTs is gender inclusive.</p>	<p>Activities of outcome 4.1 are built on in order to provide targeted support to 14 PICTs for STAR project planning, monitoring and evaluation, results reporting and gender mainstreaming.</p>	<p>Harmonised reporting and monitoring and evaluation are gender inclusive.</p>
<p>5.1.4: Periodic planning and coordination workshops to be conducted for national project teams in the <i>Pacific R2R network</i>.</p>	<p>Coordination workshops that are conducted in-country are gender and socially inclusive.</p>	<p>Coordination workshops that are conducted in-country to be gender and socially inclusive, and to include other vulnerable groups.</p>	<p>All coordination workshops, programme steering committees and technical working groups are gender inclusive.</p>

5.1 List of potential gender indicators

The following is a list of potential gender-responsive indicators that can be incorporated into the regional programme framework, as well as the national IW and *STAR R2R Project* frameworks. It is not exhaustive and is intended as a guide for project staff members when they are reviewing project frameworks.

The responsive indicators are as follows:

- Attendance at stakeholder engagement is at least 30% women.
- Attendance at participatory environmental monitoring is at least 30% women.
- Number of independent consultations for women held to elicit their input into project activities (where culturally appropriate).
- Increased participation of women.
- Increased proportion of women attending decision-making events.
- Number of times women's needs and priorities are included in decisions.
- Number of resources allocated to address women's needs and priorities.
- Capacity to participate in decision-making at the community level.
- Access to environmental information.
- Membership of women in steering/environment committees.
- Membership of women in project boards.
- Membership of women in programme management units in-country.
- Meaningful participation of women and other vulnerable groups in community meetings.
- Participation of women and other vulnerable groups in community decision-making forums.
- Participation of women and other vulnerable community groups in skills training and other training for monitoring, etc. undertaken at the community level.
- Access to relevant information to make meaningful contributions to project activities.
- Percentage of the budget/investments benefitting women directly.
- Percentage of increased access of productive resources, proportion for women.
- Hours of work – reduced or increased (if reduced it can be a positive indicator; if increased, there is a need to measure the benefits versus the increased work).
- Benefits of the projects for women and for men.
- Impacts of planned activities /interventions of men, women, and other vulnerable groups in communities.
- Increased access to and control over resources by women, youths and other vulnerable groups.

5.2 Institutional effectiveness of gender mainstreaming

Roles and responsibilities

Effective implementation of the *GEF Pacific R2R Programme Gender Mainstreaming Strategy* is a joint responsibility between the RPCU and national PMUs of both IW and STAR projects. The RPCU has a key role in coordinating implementation and gender mainstreaming in regional outputs and takes the lead role in developing and adapting reporting mechanisms. The coordination role also includes annual regional reporting on the actions that are taken and progress made on the implementation of the regional strategy.

The national PMUs have a key role in gender-responsive project design and each national IW and STAR project identifies country-specific entry points for gender mainstreaming in their national project results frameworks and through gender analysis, and incorporate gender-responsive activities with associated indicators.

Capacities for gender mainstreaming

Gender training is to be held for all staff members in order to have a basic understanding of and adequate technical capacity in gender mainstreaming.

The *Regional Gender Mainstreaming Toolkit* that was developed to be used with this *Gender Strategy and Action Plan* will guide the work on gender mainstreaming in the 14 PICTs. The toolkit will be used by all project staff members to incorporate gender responsiveness into national project frameworks.

Regional and national training events will include a session on gender mainstreaming where expert facilitators are available. Gender mainstreaming continues to be pursued at the country level through the *Department of Women, Internal Affairs, Social Affairs*, and there are non-governmental organisations (NGOs) and civil society organisations in each country that deal with gender mainstreaming relate issues.

Partnerships

Regional, national and local partnerships are important for sustaining activities that promote change over the long term and ensure sustainability of gender inclusion work. National IW and STAR project teams are expected to establish partnerships with their respective national departments for women or ministries that looks after women and other vulnerable groups, as well as with NGOs in-country that work with women's empowerment and equality. Through these organisations, project teams are able to capitalise on on-going gender inclusion work in-country.

Role of NGOs

The NGO community will have a significant stakeholder role in promoting awareness of water, land and coastal management, and use issues and concerns, especially in demonstration project areas and in presenting the linkages both to social development and to sustainable, ecosystem-based management. NGOs have already been actively involved in partnering with national GEF Pacific IWRM demonstrations by providing additional resources to local communities and facilitating the development of community leadership. Women NGOs can play an important role in gender awareness and capacity building work at the country level.

Knowledge management and communications

The Pacific R2R Programme knowledge management provides an opportunity to extract lessons learned and knowledge on what does or does not work, and thereby helps to support countries with further refining of their gender equality and mainstreaming approaches. The Pacific R2R Programme will seek out specific examples of lessons learned in mainstreaming gender and empowering women through project delivery, and nourish these to grow into good practice examples for PICTs. These examples may be found in project management and delivery, particular community member or group participation, technical capacity development or other areas. These good practice examples are a fundamental aspect of a successful project and will show how to institutionalise the changing model of natural resources management in the Pacific Islands region.

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