

**Government of the Cook Islands**

**COOK ISLANDS COUNTRY PLAN**

**2013 - 2015**

*For the*

**PACIFIC WOMEN SHAPING PACIFIC DEVELOPMENT INITIATIVE**

March 2013

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**Acronyms**

BTIP Business, Trade & Investment Board

CEDAW Convention on the Elimination of all forms of Discrimination Against Women

CINCW Cook Islands National Council of Women

CRC Convention of the Rights of the Child (CRC)

CRPD Convention on the Rights of Persons with Disabilities

FAO Food, Agriculture Organisation

GADD Gender and Development Division

HOM Head of Ministry

ILO International Labour Organisation

JCD Joint Commitment for Development

MDGs Millennium Development Goals

NGOs Non-Governmental Organisations

NSDP National Sustainable Development Plan

PSC Public Service Commission

PTI Punanga Tauturu Inc.,

SPC Secretariat of the Pacific Community

UNDP United Nation Development Plan

UNFPA United National Family and Population Assistances

UN Women United Nation Women

# BACKGROUND

1.1 The Cook Islands *National Policy on Gender Equality and Women’s Empowerment Implementation Plan2011-2016*isbased on: analysis of the causes and outcomes of gender inequalities; the range and capacity of stakeholders; in-country consultations with Government sectors (including national and island institutions), key stakeholders, NGOs and civil society; and findings of the Secretariat of Pacific Community’s (SPC) stocktake of gender mainstreaming capacity. Policy objectives include: empowering women and achieving gender equality; creating an enabling environment for translating Government commitment to gender equality and women’s human rights into reality; aligning national plans to implement Government’s international and regional gender equality commitments; and monitoring and reporting on progress in line with Government commitment to regional and international obligations.[[1]](#footnote-1)

* 1. The *Implementation Plan* has Ministerial/Government support and partnership with the Cook Islands National Council of Women (CINCW).[[2]](#footnote-2)With specific outcomes, outputs, actions (activities), timelines, budgets, and nominated lead and supporting Government agencies, the *Implementation Plan* provides an aid-effective basis for aligning and harmonising Country Plan support under the *Pacific Women Shaping Pacific Development* Initiative. Potential priority areas for funding for an initial two-year period (across three financial years)have been discussed with representatives of the Cook Islands Government and the Initiative Task Force (refer Attachment D for people consulted). With support of a consultant, two specific projects have been identified - both implemented through Government and civil society partnership -that meet the priorities and funding gaps of the Cooks Islands national policy and the Australian Initiative’s key results areas (KRAs) and selection criteria.

# CONTEXT

## 2.1 Key challenges

Over the past decade the gender gap has narrowed in the Cook Islands due to changing attitudes, the traditionally high status of women, economic growth, lowered fertility, and a common agenda between the Government and the CINCW for the advancement of women. These economic and social changes, however, have brought specific challenges to women. Often, their responsibilities have grown as their roles have expanded and the extended family has dispersed through migration to Rarotonga and beyond. Key manifestations of persistent inequality include:[[3]](#footnote-3)

2.1.1 Low participation of women in decision-making and leadership– Despite their comparatively high level of education and proven capacity to hold senior management positions, women are still poorly represented in public office (currently two women in Parliament and none in Cabinet). Far fewer women stand for election than men. Among the constraints limiting women’s participation in politics and decision-making bodies are lack of time (due to a combination of family responsibilities and livelihood activities), lack of financial resources for campaigning, disaffection with mainstream political parties, and limited networking and social capital.

2.1.2. Unequal access to productive and economic resources *-* A significant gender difference in earnings for paid employment sees more women than men in the lowest income brackets. Female-headed households (24 percent) suffer greater risk of low incomes and social isolation, particularly households headed by elderly women. Although six-week maternity leave provisions were recently passed for women employed in both the public and private sector, there is no policy to support the parental role of women and men. Consideration of a number of policies to encourage seasonal work in New Zealand and Australia is unlikely to benefit women with their family responsibilities.

2.1.3. Violence against women *-* Domestic and sexual violence remain a sensitive issue - many cases are not brought to Court and communities often turn a blind eye. The problem of sexual and domestic violence is only now being addressed. Besides the adoption of legal measures to eliminate violence against women, there is a need to further develop and strengthen services for victims.

2.1.4. Recurrent health issues - The adolescent fertility rate is high (68 births for 1,000 women among women aged between 15 to 19 years), as is prevalence of sexually transmitted infections (STIs) among younger men and women(up to 46 per cent).Women’s reproductive health rights are constrained by current policy requiring a husband’s authorisation if his wife requires sterilisation; and illegal abortion (unless the life of the mother is threatened or if the pregnancy is the result of rape or incest). The growing burden of non-communicable diseases (NCDs)is also affecting women’s health in terms of their vulnerability and primary role in providing care to family members.

2.1.5. Specific challenges for women living in the outer islands (Pa Enua)- Relatively high income per capita masks the subsistence lifestyle of the outer islands' population where remoteness limits access to public services, employment and markets. Greater dependency on natural resources for livelihoods increases people’s vulnerability to climate change impacts. Gender roles are stricter in island communities and women have less opportunity to participate in decision-making and local governance bodies.

Despite clear gender equality and women’s empowerment policy and delivery approach underpinned by political commitment - the ability of the Cook Islands and its development partners to meet these challenges is significantly constrained by:

2.1.6 Lack of capacity within Cooks Islands’ women’s machinery with personnel facing technical capacity challenges and multiple demands on their time (e.g. total of two staff in the Gender and Development Division - GADD),which contributes to;

2.1.7 Failure to mainstream gender equality across Government programs–with limited production and use of sex disaggregated data and gender analysis for guiding policy making, program design and service delivery; little accountability system for mainstreaming gender at the institutional and individual levels; and insufficient financial and human resources for mainstreaming gender.

## 2.2 Current responses

These challenges are addressed through the Government’s *National Policy on Gender Equality and Women’s Empowerment Implementation Plan2011-2016* and associated management responses that seek to engage all sectors and Government agencies, at both national and island levels, in contributing appropriate resources (human, financial and material) to play a leading and/or supportive role (as appropriate) in delivery (see below). The Public Service Commission is now incorporating gender mainstreaming as a key result area in the job descriptions of Permanent Secretaries. Under a Memorandum of Agreement, SPC also provides short-term gender capacity development support several times each year to assist with policy implementation.[[4]](#footnote-4)

Development partner support is led by New Zealand (as the major development partner) to the National Sustainable Development Strategy (*Te Kaveinga Nui*), which includes a gender equality component. As Cook Islands has free association with NZ, Australia's bilateral development assistance is delivered by NZ through a delegated cooperation program agreed between the three Governments.[[5]](#footnote-5) This Cook Islands Joint Commitment for Development (JCD) is broadly aligned with the Cook Islands National Sustainable Development Plan objectives. Other specific current and/or planned development partner support across the priority policy outcomes of the *Implementation Plan* includes from: UN agencies (UNDP, UN Women, ILO, FAO, UNFPA); regional agencies (PIFS, SPC, USP); and AusAID’s Pacific Leadership Program (PLP).

# RATIONALE FOR INITIATIVE SUPPORT

3.1 Australia is well-positioned, through the *Pacific Women Shaping Pacific Development* Initiative, to contribute further to supporting Cook Islands gender equality challenges. Projects proposed for Country Plan support for an initial two-year period are: (i) strengthening capacity for gender responsive development towards an enabling environment for the full participation of women in economic development; and (ii) strengthening capacity towards the elimination of violence against women (refer Project Summaries at Attachments A and B for specific details). The selection of these activities is based on: priorities of the Government to tackle economic empowerment and violence against women as focus areas for effecting broader change in women’s lives; alignment to the section criteria of the *Pacific Women Shaping Pacific Development* Initiative; assessment of current Government and development partner support to the *Implementation Plan*; the identification of critical funding gaps where Australian assistance can make a difference; and the ability for Australian investment to build on current programs to achieve increased scale or provide complementary investment. The proposed projects are based on: sound analysis of the options for reducing gender inequality in the Cook Islands (supported by SPC and PIFS) and expressed through the *National Policy on Gender Equality and Women’s Empowerment Implementation Plan2011-2016*; and commitment within Government with improved policy, implementation and management arrangements (see below).

3.2 However, the *Implementation Plan* is in its early stage with limited reporting to date or evidence of lessons learned. Delivery will be limited in the short-term by current significant capacity constraints and subsequent mainstreaming of responses at lower levels of government. The lack of resources and capacity within GADD limits its potential to make progress. There is an urgent need to develop the capacity of GADD to be a key driver for the mainstreaming of gender perspectives and women’s human rights and to improve its policy analysis and advocacy role. The CEDAW Committee’s 2007 review and SPC’s 2012 Stocktake have both recommended strengthening of the national machinery, both horizontally and vertically, and to provide it with appropriate human and financial resources to permit it to work effectively.

3.3 Approaches under the Country Plan are, therefore, based on helping the National Women’s Machinery develop its capacity for improved mainstreaming in the short-term, to sustainably strengthen access to services, women’s coalitions, and impacts on individual women. Within proposed Country Plan projects, it is envisaged that support to GADD by technical expertise through a sustained process of implementation of a small range of Country Plan activities would provide: the necessary hands-on experience and equip GADD for similar work in a range of other areas in the future; as well as ensure some specific early outcomes of efforts. This could involve a series of collaborative meetings amongst GADD, the relevant sector and key central agencies with gender and human rights awareness sessions, and hands-on training. This approach harmonises with, complements and builds on the technical assistance provided by SPC with additional technical expertise to be sourced from a combination of AusAID, UN agencies and other development partners. Additionally - with two staff currently allocated to coordinate the mainstreaming of the *National Policy on Gender Equality and Women’s Empowerment Implementation Plan2011-2016*- it is proposed that the Country Plan support a full-time a local staff salary within GADD to support implementation of the Country Plan with the expectation that the position will be incorporated into the Government budget at project completion.

# KEY RESULT AREAS

Policy priority outcomes of the Cook Islands *National Policy on Gender Equality and Women’s Empowerment* are closely linked to the *Pacific Women Shaping Pacific Development* Initiative key result areas (KRAs) as demonstrated in the table below. Specific Cooks Islands Country Plan support will be targeted to Policy Priority Outcomes 3 and 6, and Initiative KRAs 5 and 6. Work in these areas will also contribute to Initiative KRAs 1 and 3.

|  |  |
| --- | --- |
| ***Cook Islands Policy Priority Outcomes*** | ***AusAID Gender Initiative KRAs*** |
| 1. Gender responsive Government programs and policies | Enhanced knowledge and evidence base to inform policy and practice (KRA 1)Positive changes in social norms, values, practices and attitudes towards gender equality and women’s agency (KRA 3) |
| 2. Equitable participation of women and men in decision making and governance systems | Improved women’s leadership and decision making opportunities (KRA 4)Strengthened women’s groups and coalitions for change (KRA 2) |
| **3. An enabling environment for the full participation of women in economic development** | **Increased economic opportunities for women (KRA 5)** |
| 4. Improved capacity of women to contribute to climate change adaptation strategies |  |
| 5. Improved capacity of women to address health Issues | Improved gender outcomes in education and health (KRA 7) |
| **6. Elimination of violence against women** | **Reduced violence against women and expanded support services (KRA 6)** |

# OUTCOMES/RESULTS

Aligned to the Government’s *Implementation Plan*, the **objectives** and expected **outcomes** on the lives of women at the end of the Country Plan implementation period are summarised below. These objectives and expected outcomes are based on sound analysis and extensive consultations as mentioned above. Details of specific activities that are expected to lead to outputs and outcomes, delivery arrangements and costing are outlined in the Project Summaries at Attachments A and B.

|  |  |  |
| --- | --- | --- |
| ***Project*** | ***Objectives*** | ***Expected Outcomes*** |
| 1. Strengthening capacity for gender responsive development toward san enabling environment for the full participation of women in economic development  | Strengthening capacity to:1. Identify new economic opportunities for women
2. Promote and support women’s businesses in both the formal and informal sectors
3. Support women’s access to financial services and other productive assets for the development of their enterprises
4. Support the integration of women living with disability in socio economic development
 | Strengthening capacity to help:1. Increase benefits from new livelihood options and economic opportunities for women
2. Women’s increased access to productive assets
 |
| 2. Strengthening capacity towards the elimination of violence against women | Strengthening capacity to:1. Improve legal frameworks, law enforcement and justice systems
2. Improve the coordination of services providers
3. Enhance response and protective systems to address violence against women at the community level
 | Strengthened capacity to help improve:1. Legal frameworks, law enforcement and justice systems
2. Services to victims
3. Community level mobilisation to intervene and protect victims
 |

# MANAGEMENT ARRANGEMENTS

6.1 At the national level, implementation of the Country Plan will be overseen (in line with the broader *Implementation Plan*), by the National Women’s Machinery comprising GADD(within the Ministry of Internal Affairs) in partnership with the CINCW. GADD leads coordination of implementation within Government Task Forces, and the CINCW coordinates implementation with civil society organisations. As implementation requires engagement of all sectors and Government agencies at both national and island levels, each agency involved in project outcomes of the Country Plan will contribute appropriate resources (human, financial and material) and play a leading and supportive role (as appropriate) in implementation. National roles and responsibilities are summarised as follows:

|  |  |
| --- | --- |
| ***Sector and stakeholder group*** | ***Roles/Responsibilities*** |
| National Steering Committee (chaired by Secretary of Internal Affairs and comprising Heads of Ministries and key stakeholders) | * Advice and monitoring of implementation of the national policy
* Adopt the implementation plan, annual plan and annual report of each Task Force
* Review progress, make recommendations and present plans and report to Cabinet
* Advocate for appropriate resources for achieving policy targets
* Oversee reporting to CEDAW Committee
 |
| Task Forces (comprising representatives of agencies involved in implementing related outcomes) | * Coordinate and monitor implementations of activities within each priority policy outcome
* Develop 5-year implementation plans and prepare annual plans for submission and annual reporting to the National Steering Committee
 |
| Gender and Development Division, Ministry of Internal Affairs | * Inform, advise, coordinate and provide technical assistance to different levels of Government
* Support monitoring and reporting on progress and gaps at the national, regional and international levels
* Member of the National Steering Committee and all Task Forces
 |
| HOMs/CEOs of each Government Ministry and Agencies | * Provide oversight, policy guidance and direction and advocacy to ensure integration of gender-responsive actions into the Medium Term Budgetary Framework and annual work/business plan and budgets
 |
| The Island Council and Women Development Officers | * Coordinate implementation through islands development plans and liaison with GADD
* Monitor and report progress and gaps in implementation
 |
| The Cook Islands National Council of Women | * Focal point for civil society organizations
* Facilitate information sharing, collaboration, consultation and monitoring and reporting on implementation
* Member of the Steering Committee and Task Forces
 |

6.2 These national management arrangements (with specific Country Program roles and responsibilities detailed in the Project Summaries at Attachments A and B), provide the basis for the proposed aid modality for the Country Plan as direct financing through the Government of Cook Islands. This is based on aid effectiveness principles of alignment to national policies and processes and harmonisation of support with other development partners; assessment of appropriate programming approaches and management arrangements of national processes; value for money and comparative advantage (i.e. sound public expenditure management and accountability systems, relationship networks, acceptance and reputation with national stakeholders); as well as maximising efficient and effective administrative arrangements appropriate to the Cooks Islands and AusAID.

6.3 AusAID will manage the Country Plan, under a partnership arrangement with the Cooks Islands Government, at the regional level through the Pacific Gender Equality Hub (when it is operational), with initial support from the *Pacific Women Shaping Pacific Development* Initiative team, and resourcing to support appropriate meetings and enable monitoring at the country level (refer to M&E and reporting approaches below).The partnership arrangement will detail administrative processes for ear-marking Country Plan funds under the Australian initiative to ensure attribution of results. Opportunities will be also be taken to ensure that Australian support has visibility as well as link the Country Plan to the Cook Islands Joint Commitment for Development.

# BUDGET REQUIREMENTS

Financial requirements from AusAID are summarised below. Funding levels prioritise the identified need to build national technical and gender mainstreaming capacity for Country Plan implementation within a longer-term view of scaling up delivery. Other financial, technical and administrative resources will be provided by the Cook Islands Government, Pacific regional organisations, and other key development partners - and are summarised in the Project Summaries at Attachments A and B.

|  |
| --- |
| ***BUDGET REQUIRED FROM AUSAID (AUD)*** |
| **Activity** | **2012-13** | **2013-14** | **2014-15** | **Total** |
| 1.Strengthening capacity for gender responsive development towards an enabling environment for the full participation of women in economic development  | 115,000 | 210,000 | 245,000 | **570,000** |
| 2.Strengthening capacity towards the elimination of violence against women | 40,000 | 75,000 | 55,000 | **170,000** |
| 3. M&E | 10,000 | 10,000 | 20,000 | **40,000** |
| **Total** | **165,000** | **295,000** | **320,000** | **780,000** |

# MONITORING, EVALUATION AND LEARNING APPROACHES

8.1 Monitoring and evaluation (M&E) is critical for measuring progress,learning and improvement, providing accountability, and informing and influencing stakeholders towards closing gender inequality gaps and advancing the development and status of women. Under current national arrangements for the *National Policy on Gender Equality and Women’s Empowerment Implementation Plan 2011-2016*, the National Steering Committee: monitors implementation (by National Task Forces); advises on re-directing interventions to improve project management, implementation and learning; and reports to Cabinet annually through the Ministry of Internal Affairs. Through annual reports, other reports and stakeholder forums, GADD provides information on progress of outcomes, achievements of implementation, analysis of gender information and sex-disaggregated data, and capacity building needs.

8.2 Broad monitoring and reporting approaches for the full *Implementation Plan*(that will contribute to M&E of the Country Plan) incorporates:

* MDG targets that relate to each policy outcome;
* tracking of women’s increased opportunities for training and education;
* reporting that women have been and are being actively engaged and meaningfully consulted and equally involved in decision making with men;
* targeting men’s involvement in addressing gender equality, especially in shared decision-making and addressing gender-based violence;
* direct feedback and assessment by women who are targeted by the services and/or directly involved in implementation;
* systematic collection and analysis of sex-disaggregated data and identification of gender gaps; and
* linking national plans, policies and legislation to international and regional commitments (such as the Pacific Plan, the Pacific Platform for Action, the Beijing Platform for Action, CEDAW and UN Security Council Resolution 1325).

8.3 At commencement of the Country Plan, quantitative and qualitative performance indicators will be refined, baselines identified, and data and information collection systems for outputs and outcomes established and/or improved. Ongoing monitoring of activities and finances will be undertaken to ensure each project is on track towards achieving its outputs and outcomes in terms of the change being sought, and is within budget based on annual work plans. An evaluation will be conducted towards the end of 2014 to: assess progress of implementation; obtain feedback from key partners on satisfaction with the quality of project outcomes; and learn lessons for application to strengthen future delivery.

8.4 Specific M&E reporting requirements are as follows:

|  |
| --- |
| ***M&E Reporting Arrangements*** |
| **Agency** | **Reporting to** | **Timing** | **Feedback to** |
| Gender and Development Division (GADD) | Head of Ministry (HOM), PSC | Monthly,6-monthly, annually | HOMs |
| Ministry of Internal Affairs | PSC and Cabinet | Annual | Ministry/Agency and Cabinet Ministers |
| Ministries and Agencies  | MFEM, Central Planning and Policy Office, PSC | 6-monthly | National Steering Committee, HOM, Agencies |
| NGOs and CSOs | National Steering Committee | Quarterly | Community groups and other stakeholders |
| Women’s Development Officers  | Island Administration | Monthly, 6 monthly, annually | PSC, HOM, Agencies |

These arrangements will provide appropriate M&E and reporting of outputs and outcomes and progress against objectives for projects in the Country Plan supported by the *Pacific Women Shaping Pacific Development* Initiative. Qualitative and quantitative indicators against all project outcomes and outputs have been established, drawn from CEDAW and MDG reporting as well as national development priorities. These indicators link to and will provide data and information sources (including women’s perspectives of changes in their lives), and means of verification (in relation to women’s economic empowerment and reducing violence against women), for the: KRAs of the Initiative; AusAID’s broad Gender Thematic Strategy Performance Assessment Framework; and Australia’s Comprehensive Aid Policy Framework (CAPF).Project-specific M&E approaches and an estimated budget are outlined in Attachments A and B.

# RISK MANAGEMENT

Key risks for the Country Plan and proposed management approaches are detailed at Attachment C. The Cook Islands Government (through GADD, Task Forces and the National Steering Committee) and AusAID will monitor implementation through consultation and reporting with a view to updating risk frameworks to ensure that risk mitigation and management plans remain robust and up-to-date.

# SUSTAINABILITY

National ownership and leadership of the Country Plan through the Cook Islands *National Policy on Gender Equality and Women’s Empowerment Implementation Plan* is a crucial element of its sustainability. However, while, it is expected that the Country Plan will have significant implications for improving gender equality, the sustainability of Australian support will not become evident for some time given the entrenched challenges, capacity constraints and the early stage of addressing a long-term, complex and wide-ranging issue. Initial focus on helping Cook Islands develop its capacity should be seen in the context of potential broader commitment.  A short-term view of two years under the Country Plan will build a basis for longer-term support, as well as signal the long-term systemic nature of the gender equality challenge.  The Country Plan will   also   inform ongoing support by providing better information and a more strategic approach. The possibility of achieving sustainable impacts will be significantly increased by ensuring Country Plan outputs and outcomes are effectively communicated to key stakeholders.

# Attachment A: Project 1: Summary

|  |
| --- |
| **PROJECT SUMMARY**  |
| **Name** | Strengthening capacity for gender responsive development towards an enabling environment for the full participation of women in economic development |
| **Implementing agency and partner organisations:**  | Gender and Development Division, Ministry of Internal Affairs, in partnership with the Business Trade and Investment Board, and National Council of Women |
| **Geographic focus:**  | Rarotonga, Southern and Northern Group Islands |
| **Estimated start and end dates:**  | February 2013 to June 2015 |
| **Program objectives and expected outcomes:** | *Program objectives* – Strengthening capacity to:* Identify new economic opportunities for women
* Promote and support women’s businesses in both the formal and informal sectors
* Support women’s access to financial services and other productive assets for the development of their enterprises
* Support the integration of women living with disability in socio economic development

*Expected outcomes -* Strengthening capacity to help:* Increase benefits from new livelihood options and economic opportunities for women
* Women’s increased access to productive assets Specific activities, roles and responsibilities and timeframes are detailed at Annex 1.
 |
| **Estimated numbers of women as beneficiaries**: | At least 2,000 |
| **Description of how women will be involved in decision making and how men will be engaged:**  | 1. Consultation processes and workshops
2. Research
3. Women in business involvement
 |
| **Broad description of the strategies/theory of change that are the basis for the work:**  | Although Cook Islands women are now more educated, can claim customary land, and have access to credit and employment, unequal access to productive and economic resources persists. With the priority given to economic development by the Government of the Cook Islands, it is important to tackle these gender inequalities and create an enabling environment for the full participation of women in economic development and increase their economic opportunities. This will contribute to changed perceptions and the material situation of women and their households, communities and societies. The theory of change underpinning this project is, therefore, premised on a range of activities that, if effectively and efficiently implemented, will build the capacity, enabling environment and community knowledge, skills and opportunities for the economic empowerment of Cook Islands women.  |
| **Proposed monitoring, evaluation and learning approach:**  | The National Steering Committee will: monitor implementation (overseen by the National Task Force); advise on re-directing interventions to improve project management, implementation and learning; and report to Cabinet annually through the Ministry of Internal Affairs. Through annual reports, other reports and stakeholder forums, GADD will provide information on progress of outcomes, achievements of implementation, analysis of gender information and sex-disaggregated data, and capacity building needs. At commencement of this project performance indicators will be refined, baselines identified, and data and information collection systems for outputs and outcomes established and/or improved. Ongoing monitoring of activities, outputs and finances will be undertaken to ensure the project is on track towards achieving its outputs, outcomes, and within budget based on annual work plans. An evaluation will be conducted towards the end of 2014 to: assess progress of implementation; obtain feedback from key partners on satisfaction with the quality of project outcomes; and learn lessons for application to strengthen future delivery.Refer Annex 2 for M&E Framework. |
| **Links to national/provincial/district/community development plans:** | The project is a component of the Cook Islands *National Policy on Gender Equality and Women’s Empowerment Implementation Plan2011-2016*that links to the gender component of the National Sustainable Development Strategy*.*HOMs/CEOs of each Government Ministry and Agency are responsible for integrating gender-responsive actions into their agency’s Medium Term Budgetary Framework and annual work/business plan and budgets. Island Councils and Women Development Officers, under the authority of their respective Island Secretary, coordinate implementation through islands development plans and liaison with GADD, and monitor and report progress and gaps in implementation. |
| **Key challenges, risks and risk management:**  | The Cook Islands Government (through GADD, Task Forces and the National Steering Committee) and AusAID will monitor implementation through consultation and reporting with a view to updating risk frameworks to ensure that risk mitigation and management plans remain robust and up-to-date. Refer Risk Matrix at Attachment C. |
| **Sustainability and exit strategy:**  | The key sustainability strategy for developing an enabling environment for the full participation of women in economic development is a focus on **strengthening capacity at all levels** for: increasing benefits from new livelihood options and economic opportunities for women; and increasing their access to productive assets. The two-year timeframe of the project will build a basis for longer-term support by building capacity, providing better information and a more strategic approach, as well as signaling the long- term systemic nature of the gender equality challenge.  The possibility of achieving sustainable impacts will be significantly increased by ensuring project outcomes are effectively communicated to key stakeholders. While it is expected that the project will have substantial outcomes, the sustainability of Australian support will not become evident for some time given the entrenched challenges and capacity constraints, and should be seen in the context of potential broader commitment.   |
| **Total budget requested from AusAID:** A$590,000 including A$20,000 for M&E technical resources

|  |
| --- |
| ***Budget required from AusAID (AUD)*** |
| ***Activity*** | ***2012-13*** | ***2013-14*** | ***2014-15*** | ***Total*** |
| 1. Personnel\*
 | 30,000 | 30,000 | 30,000 | 90,000 |
| 1. Study, research & data analysis
 | 5,000 | 30,000 | 45,000 | 80,000 |
| 1. Training and capacity building
 | 50,000 | 80,000 | 50,000 | 180,000 |
| 1. Media mobilisation & social marketing campaigns
 | 10,000 | 20,000 | 20,000 | 50,000 |
| 1. Outer islands markets and trade shows
 | 5,000 | 20,000 | 50,000 | 75,000 |
| 1. Women Entrepreneurs Forum
 | 5,000 | 10,000 | 20,000 | 35,000 |
| 1. Technical assistance and support to women organisations
 | 10,000 | 20,000 | 30,000 | 60,000 |
| 12. M&E | 5,000 | 5,000 | 10,000 | 20,000 |
|  |  |  |  |  |
| ***Total*** | 120,000 | 215,000 | 255,000 | 590,000 |

\* Salary required for one local staff position within GADD to assist with coordination of the Country Plan – to be included within the Government budget at project completion.  |
| **Other financial, technical and administrative resources provided:**  | Government financial resources total CI$95,000over five years. Management/administrative resources will be provided through the National Steering Committee and Task Force comprising BTIP (Leader), GADD, Youth Division, Labour Division, Ministry of Agriculture, Ministry of Marine Resources, Chamber of Commerce, Ministry of Education, HRD, PSC, Professional and Business Women Association, CINCW, women’s development officers from Island Councils, and the Youth Council. It is expected that technical resources will be provided by SPC, PIFS and PIPSO, as well as UNDP, UNCDF, ILO, UN Women, and the Pacific Gender Equality Hub when it is operational. |

**Annex 1**

**STRENGTHENING CAPACITY FOR GENDER RESPONSIVE DEVELOPMENT TOWARDS AN ENABLING ENVIRONMENT FOR THE FULL PARTICIPATION OF WOMEN IN ECONOMIC DEVELOPMENT**

|  |  |
| --- | --- |
| **Task Force leader:** BTIP | **Members of the Task Force:**GADD, Youth Division, Labour Division, M. Agriculture, M. Marine Resources, Chamber of Commerce, M. Education, HRD, PSC, Professional and Business women Association, CINCW, Youth Council |
| **Objectives:**Strengthening capacity to:* Identify new economic opportunities for women
* Promote and support women’s businesses in both the formal and informal sectors
* Support women’s access to financial services and other productive assets for the development of their enterprises
* Support the integration of women living with disability in socio economic development
 |
| **Outcome - Increased benefits from new livelihood options and economic opportunities for women** |
| *Detailed Actions* | *Existing Programs* | *Lead role* | *National Partners*  | *Development Partners**(indicating potential support)* | *Time Frame* |
| Starting | Ending |
| 1. Identify niche markets and new economic opportunities for women
 | BTIPM. AgricultureM. Marine – Reef resources/ clam farming/ jewellerySIYB (stay in your business and expand your business) | BTIP | TourismAgriculture Marine Resources |  | 2012 | 2015 |
| 1. Identify income generating activities in which women living with disability can be involved and provide training and resources for supporting them
 |  | BTIP | Disability DivisionCINCW |  | 2012 | 2015 |
| 1. Promote and support women’s small businesses from both formal and informal sectors notably in accessing market and conduct value chains analysis
 | BTIP – value chain analysisM. Education – enterprise program and business literacy +Life skill programBTIP + School- Young entrepreneur programme BTIP Business challenge | BTIP | Professional and Business Women Association EducationHRDAgricultureMarine Resources | PIFsUN Women |  |  |
| 1. Collect/value data on women involved in economic activities in the informal sector
 |  | BTIP | Professional and Business Women Association CINCWGADD | PIFsUN WomenSPC  | 2012 | 2014 |
| 1. Identify needs of women entrepreneurs from both formal and informal sector to further develop and upgrade (to formal) their enterprise
 |  | BTIP | Professional and Business Women Association CINCW |  | 2012 | 2014 |
| 1. Develop capacity of women from the Pa Enua to conduct market chains analysis and build their capacity to adapt their product to the market demand
 | BTIPM. Agriculture | BTIP | M. AgricultureCINCWM. Marine Resources | FAOUN Women | 2012 | 2015 |
| **Outcome – Women’s increased access to productive assets** |
| 1. Conduct a study to identify financial needs of women entrepreneurs and make recommendations on the type of service needed (both micro finance and banking services)
 | BTIP -Business support loan to Pa EnuaMarine Resources - Pearl industry – special loan and revolving funds  | BTIP | Professional and Business Women Association CINCW | UN Women | 2012 | 2015 |
| 1. Facilitate access to market for women’s from the Pa Enua products by ensuring they have access to the airlines freight discount and cargo shipping facilities
 | BTIP - Trade day  | BTIP | CINCW |  | 2012 | 2015 |
| 1. Support organisation and the integration of Professional and Business Women Association with training and technical assistance
 | BTIP | Professional and Business Women Association CINCW |  |  | 2012 | 2015 |

**Annex 2**

**STRENGTHENING CAPACITY FOR GENDER RESPONSIVE DEVELOPMENT TOWARDS AN ENABLING ENVIRONMENT FOR THE FULL PARTICIPATION OF WOMEN IN ECONOMIC DEVELOPMENT**

**MONITORING AND EVALUATION FRAMEWORK**

| ***OBJECTIVES***  | ***EXPECTED OUTCOMES*** | ***OUTCOME INDICATORS*** | ***MEASUREMENT******(against baselines where relevant and known; and disaggregated by age, disability, rural/urban)*** | ***DATA SOURCES & MEANS OF VERIFICATION*** |
| --- | --- | --- | --- | --- |
| Strengthening capacity to:* Identify new economic opportunities for women
* Promote and support women’s businesses in both the formal and informal sectors
* Support women’s access to financial services and other productive assets for the development of their enterprises
* Support the integration of women living with disability in socio economic development
 | * Increased benefits from new livelihood options and economic opportunities for women
* Women’s increased access to productive assets
 | * Growth in number of enterprises created and managed by women
* Growth of women’s businesses in non-traditional sectors (e.g. IT, financial services and intermediation)
* Improved financial security of households, especially in the Pa Enua
* Enhanced training programs for up-scaling women’s knowledge and skills
 | * Proportion of men and women involved in the registration of new enterprises and management of existing enterprises
* Increase of women in news businesses in non-traditional areas
* Increase in amount of goods sold through enterprises led by women from Pa Enua in domestic and export markets
* Proportion of women accessing bank loans
* Proportion of women participating in business management training
 | * Business-related indicators sourced from five-yearly Census of Population and Housing
* Focus group discussions and interviews with women and men, including the Pa Enua, on ’stories of change’
* Review of progress towards achieving NSDP 2011 – 2015 strategies to *Ensure Gender Equality and Empower our Women*
* CINSO banking survey results
* CINSO and Department of Taxation data on income tax for women and men
* 2015 MDG report
* CEDAW Reports
 |

# Attachment B: Project 2: Summary

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| **PROJECT SUMMARY**  |
| **Name**: | Strengthening capacity towards the elimination of violence against women |
| **Implementing agency and partner organisations:** | Gender and Development Division in partnership with the Ministry of Police, and Punanga Tauturu Inc. |
| **Geographic focus:** | Rarotonga, Southern and Northern Group Islands |
| **Estimated start and end dates:** | February 2013 to June 2015 |
| **Program objectives and expected outcomes:** | *Program objectives*– Strengthening capacity to:1. Improve legal frameworks, law enforcement and justice systems
2. Improve the coordination of services providers
3. Enhance response and protective systems to address violence against women at the community level

*Expected outcomes –* Strengthened capacity to help improve:1. Legal frameworks, law enforcement and justice systems
2. Services to victims
3. Community level mobilisation to intervene and protect victims

Specific activities, roles and responsibilities and timeframes are detailed at Annex 1. |
| **Estimated numbers of women as beneficiaries:** | At least 2,000 |
| **Description of how women will be involved in decision making and how men will be engaged:**  | 1. Consultation processes and workshops
2. Awareness raising
3. Research
 |
| **Broad description of the strategies/theory of change that are the basis for the work:** | Violence against women is damaging emotionally and physically and can increase the costs of health care, social services and policing. It also results in loss of productivity from both paid and un-paid work. As well as the adoption of legal measures to eliminate violence against women, there is a need to further develop and strengthen coordinated services between the Police, healthcare services and civil society organisations. The elimination of violence against women requires the adoption of laws and policies against all form of violence against women; awareness raising about women’s human rights, legislation and the services; building capacity to respond to the needs and protect the victims, particularly in the outer islands; and involving men as partners to stop violence against women. The theory of change underpinning this project is, therefore, premised on a range of activities that, if effectively and efficiently implemented, will build the capacity, enabling environment and community knowledge, skills and opportunities to reduce gender-based violence against Cook Islands women.  |
| **Proposed monitoring, evaluation and learning approach:**  | The National Steering Committee will: monitor implementation (overseen by the National Task Force);advise on re-directing interventions to improve project management, implementation and learning; and report to Cabinet annually through the Ministry of Internal Affairs. Through annual reports, other reports and stakeholder forums, GADD will provide information on progress of outcomes, achievements of implementation, analysis of gender information and sex-disaggregated data, and capacity building needs. At commencement of this project performance indicators will be refined, baselines identified, and data and information collection systems for outputs and outcomes established and/or improved. Ongoing monitoring of activities, outputs and finances will be undertaken to ensure the project is on track towards achieving its outputs, outcomes, and within budget based on annual work plans. An evaluation will be conducted towards the end of 2014 to: assess progress of implementation; obtain feedback from key partners on satisfaction with the quality of project outcomes; and learn lessons for application to strengthen future delivery. Refer Annex 2 for M&E Framework. |
| **Links to national/provincial/district/community development plans:**  | The project is a component of the Cook Islands *National Policy on Gender Equality and Women’s Empowerment Implementation Plan2011-2016*that links to the gender component of the National Sustainable Development Strategy*.* HOMs/CEOs of each Government Ministry and Agency are responsible for integrating gender-responsive actions into their agency’s Medium Term Budgetary Framework and annual work/business plan and budgets. Island Councils and Women Development Officers, under the authority of their respective Island Secretary, coordinate implementation through islands development plans and liaison with GADD, and monitor and report progress and gaps in implementation. |
| **Key challenges, risks and risk management:**  | The Cook Islands Government (through GADD, Task Forces and the National Steering Committee) and AusAID will monitor implementation through consultation and reporting with a view to updating risk frameworks to ensure that risk mitigation and management plans remain robust and up-to-date. Refer Risk Matrix at Attachment C. |
| **Sustainability and exit strategy:**  | The key sustainability strategy for eliminating violence against women is a focus on **strengthening capacity at all levels** for: strengthened legal frameworks, law enforcement and justice systems; improved services to victims; and community level mobilization. The two-year timeframe of the project will build a basis for longer-term support by building capacity, providing better information and a more strategic approach, as well as signaling the long-term systemic nature of the gender equality challenge.  The possibility of achieving sustainable impacts will be significantly increased by ensuring project outcomes are effectively communicated to key stakeholders. While it is expected that the project will have substantial outcomes, the sustainability of Australian support will not become evident for some time given the entrenched challenges and capacity constraints, and support should be seen in the context of potential broader commitment.   |
| **Total budget requested from AusAID:** | A$190,000including A$20,000 for M&E technical resources |
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| ***Budget required from AusAID (AUD)*** |
| ***Activity*** | ***2012-13*** | ***2013-14*** | ***2014-15*** | ***Total*** |
| 1. Training stakeholders, law enforcements officials, etc.
 | 10,000 | 10,000 | 10,000 | 30,000 |
| 1. Develop communication materials to disseminate information and awareness raising about women’s human right and measures of FLB
 | 10,000 | 20,000 | 10,000 | 40,000 |
| 1. Media and social marketing during the 16 days activism including White ribbon day & Human Rights day
 |  | 15,000 | 15,000 | 30,000 |
| 1. Technical assistance
 | 20,000 | 30,000 | 20,000 | 70,000 |
| 1. M&E
 | 5,000 | 5,000 | 10,000 | 20,000 |
|  |  |  |  |  |
| ***Total*** | **45,000** | **80,000** | **65,000** | **190,000** |

 |
| **Other financial, technical and administrative resources provided:** | Government resources total CI$260,000 over five years. Management/administrative resources will be provided through the National Steering Committee and Task Force including Police (lead), GADD, Ministry of Health, Ministry of Justice, YSD, CINCW, PTI, CINYC, Men’s Centre, and women’s development officers from Island Councils. It is expected that technical resources will be provided by SPC (including RRRT) and PIFS, as well as UNFPA and AusAID (Family Health and Safety Survey), UNICEF, UNDP (Family Law Bill), UN Women, and the Pacific Gender Equality Hub when it is operational. |

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| **STRENGTHENING CAPACITY TOWARDS THE ELIMINATION OF VIOLENCE AGAINST WOMEN Annex 1** |
| **Task Force leader:** Police | **Members of the Task Force:**PTI,GADD, Ministry of Health, Ministry of Justice, YSD , CINCW, CINYC, Men’s centre |
| **Objectives**: Strengthening capacity to:1. Improve legal frameworks, law enforcement and justice systems
2. Improve the coordination of services providers
3. Enhance response and protective systems to address violence against women at the community level
 |
| **Outcome - Legal frameworks, law enforcement and justice systems are strengthened** |
| *Detailed Actions* | *Existing Programs* | *Lead role* | *National partners* | *Development Partners (indicating potential support)* | *Timeframe* |
| *Starting* | *Ending* |
| 1. Awareness raising on the content of the Family Law Bill and amendments of the Criminal Act to Members of the Parliament for adoption
 |  | MINTAFF - MinisterCrown Law | ParliamentPTICrown LawGADDPTIGADD |  | 2013 | 2014 |
| 1. Training stakeholders (including Pa Enua) in relation to law enforcement and the judiciary system about the Family Law Bill and on gender equality, CEDAW and human rights
 |  | GADD | M. JusticePTICrown Law |  | 2013 | 2015 |
| 1. Increase capacity of Police officers to support victims by developing clear administrative process
 |  | Police | PTIGADD | RRRT | 2013 | 2014 |
| 1. Improve data collection on domestic violence / gender based violence and put in place a mechanism for data dissemination
 |  | GADD | StatisticsPoliceHealth servicesMINTAFFJusticePTI Men’s centreNGO | RRRT | 2012 | 2014 |
| 1. Advocate / support Ministry of Health to compile information about the causes of injuries to develop a database on injuries caused by domestic and gender based violence
 |  | GADD | M. Health |  | 2011 | 2015 |

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| **Outcome- Services to the victims are improved and communities mobilised** |
| *Detailed Actions* | *Existing Programs* | *Lead role* | *National Partners*  | *Development Partners* | *Time Frame* |
| *Starting* | *Ending* |
| 1. Establish a coordination mechanism for addressing VAW
 |  | GADD | PoliceM. HealthM. Justice PTI |  | 2012 | 2012 |
| 1. Conduct awareness raising about VAW and existing services during the White Ribbon Day and the 16days of activism on VAW
 |  | Police | GADDPTIWDO |  | 2013 | 2015 |
| 1. Develop communication material (including for Pa Enua) to disseminate information about women’s human rights, the measures of the Family Law Bill and positive relationship behaviours
 |  | PTI | GADDPoliceCINYCCINCWUNICEFRRRT | UNICEFRRRT | 2013 | 2014 |
| 1. Further develop services to accompany the victims and support their recovery - notably by increasing resources to service providers and strengthen their capacity
 | Family law bill | PTI | CINCWGADDCFD | UNFPA | 2014 | 2015 |
| 1. Provide free legal support
 |  | M. Justice | Crown LawPTIGADD |  | 2013 | 2015 |
| 1. Develop and implement a program for building the capacity of communities to deal with domestic violence and protect the victims (Pa Enua)
 |  | PTI | GADDWDOCINYCPoliceCFD | UN WomenRRRT | 2013 | 2015 |

**Annex 2**

**STRENGTHENING CAPACITY TOWARDS THE ELIMINATION OF VIOLENCE AGAINST WOMEN**

**MONITORING AND EVALUATION FRAMEWORK**

| ***OBJECTIVES***  | ***EXPECTED OUTCOMES*** | ***OUTCOME INDICATORS*** | ***MEASUREMENT******(against baselines where relevant and known; and disaggregated by age, disability, rural/urban)*** | ***DATA SOURCES & MEANS OF VERIFICATION*** |
| --- | --- | --- | --- | --- |
| Strengthening capacity to:* Improve legal frameworks, law enforcement and justice systems
* Improve the coordination of services providers
* Enhance response and protective systems to address violence against women at the community level
 | * Legal frameworks, law enforcement and justice systems are strengthened
* Services to victims improved
* Increased community level mobilization to intervene and protect victims
 | * Establishment of effective mechanisms and facilities for dealing with all forms of gender-based violence and abuse
* Reduction of incidence of VAW
* Number of VAW cases resolved by traditional chiefs
* Positive feedback/’stories of change’ from women directly involved in implementation
 | * Number of members of the judiciary, law enforcement, prosecutors and medical and media personnel, traditional chiefs and church leaders trained in understandings the dynamics of gender based violence and obligations under national and international laws and conventions
* Adoption of legislation and establishment of measures against gender based violence
* Number of women and men accessing relevant services
* Community groups responses to VAW incidents
 | * Ministry of Health administrative records
* Police complaints register, cases investigated
* Court proceedings
* Focus group discussions and interviews with women and men, including the Pa Enua
* Review of progress towards achieving NSDP 2011 – 2015 strategies to *Ensure Gender Equality and Empower our Women*
* 2015 MDG report
* CEDAW Reports
 |

**Attachment C**

**RISK MATRIX**

|  |  |
| --- | --- |
| ***Key Risk*** | ***Management approach*** |
| **Capacity limitations:** Cooks Islands’ women’s machinery, as well as AusAID gender, bilateral and regional program personnel, face technical capacity challenges and multiple demands on their time.  | A two-year delivery approach with a focus on provision of technical expertise will support capacity development. Additionally, a focus of the broader Initiative is on building the capacity of Pacific organisations – government and civil society – to support national program delivery. As practical gender expertise within AusAID is required to manage implementation, internal and external gender capacity will be enhanced over time and capacity sourced externally while capacity in the region, Cook Islands and AusAID, grows.  |
| **Gender equality is not mainstreamed in the Government’s programs** | A key outcome of the national gender policy is making all Government policies and programs gender-responsive. This requires increasing capacity for gender mainstreaming of Government policy makers, managers and professionals. Strengthening capacity is a key focus under both projects in the Country Plan. The National Steering Committee and Task Force coordination mechanism is intended to develop partnerships between Government institutions from all sectors and at all levels, as well as NGOs.  |
| **Insufficient local data and evidence to support interventions:** There is a lack of evidence about the precise nature of catalytic change in the Cook Islands.  | A key focus of support will be to respond to lessons learned from annual monitoring reports to guide the development of activities. Coordination with SPC’s gender statistics program will also be key. |
| **Women with greater vulnerability may be marginalised** | Women do not represent a homogenous group in the Cook Islands with some more disadvantaged because of their isolation, age, physical condition, or limited assets. For this reason, particular attention will be given under the Country Plan to addressing the needs of women living in outer islands, young women and girls, and women with disabilities. |
| **Backlash against women benefitting from program activities:** There is potential for the program to cause harm to women through a backlash from men, as women begin to benefit from activities.  | This will be managed by careful management of projects to ensure incentives to encourage male support. |
| **Effective and efficient use of funds:** AusAID will provide funds directly to the Cook Island Government for project delivery.  | The sharing of responsibilities and accountabilities will be articulated through an appropriate partnership arrangement. The risk of ineffective financial management will be also mitigated through regular audits and efficient AusAID monitoring of reports.  |
| **Unrealistic or overambitious objectives:**  | Expected project outcomes and outputs will build in flexibility over a two-year period to ensure that objectives and strategies can be reviewed and revised. Establishment of the Gender Equality Hub will provide a dedicated and high quality resource to support country level planning and implementation of activities. |

**Attachment D**

**PEOPLE CONSULTED**

Bredina Drollet, Secretary, Ministry of Internal Affairs, Government of the Cook Islands

Ruth Pokura, Director, Gender and Development Division, Ministry of Internal Affairs, Government of the Cook Islands

Tracey Newbury, Director, Pacific Women Shaping Pacific Development, AusAID

Gina De Pretto, A/g Director, Pacific Gender Equality Initiative Taskforce, AusAID

Linda Kelly, Design Consultant, Pacific Women Shaping Pacific Development

Linda Petersen, Manager, Human Development Program, SPC

Kim Robertson, M&E/Gender Statistics Adviser, SPC

**Attachment E**

**DOCUMENTATION**

*Cook Islands National Policy on Gender Equality and Women’s Empowerment and Strategic Plan of Action 2011-2016*, Government of Cook Islands, 2011

*Cook Islands National Policy on Gender Equality and Women’s Empowerment and Strategic Plan of Action 2011-2016 – Implementation Plan*, Government of Cook Islands, 2011

*Stocktake of the gender mainstreaming capacity of Pacific Island Governments - Cook Islands*, SPC, 2012

*Pacific Leaders Gender Equality Declaration*, Pacific Islands Forum Secretariat, 2012

*Pacific Women Shaping Pacific Development* Delivery Strategy, AusAID, 2012

1. Cook Islands is party to the following national, regional and international commitments in relation to gender equality: Cook Islands Constitution; National Policy on Women (1995); CEDAW; MDGs; Beijing Platform for Action; Pacific Platform for Action; Pacific Plan; Commonwealth Plan of Action; UN SC R1325 on Women Peace and Security; Convention of the Rights of the Child (CRC); and Convention on Rights of Persons with Disabilities (CRPD). [↑](#footnote-ref-1)
2. The supportive political environment for advancing gender equality will see the 2013 12thPacific Women’s Triennial and the 4thPacific Women’s Ministerial meetings held in the Cook Islands. [↑](#footnote-ref-2)
3. Refer, *Stocktake of the gender mainstreaming capacity of Pacific Island Governments - Cook Islands*, SPC, 2012 [↑](#footnote-ref-3)
4. This involves technical assistance for: development of sectoral gender guidelines; gender analysis of key issues; review of national/sectoral policies; support for outer islands; production and use of gender statistics; and gender mainstreaming for the Task Forces. [↑](#footnote-ref-4)
5. Total Australian ODA to Cook Islands was approximately $3.7 million in 2011/2012, with around half delivered regionally and half through the delegated country program. [↑](#footnote-ref-5)