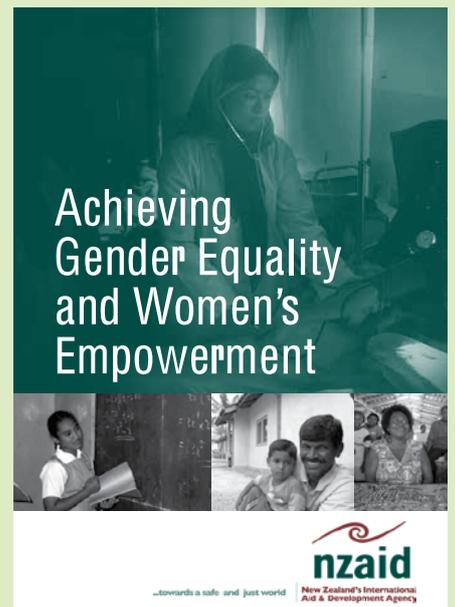
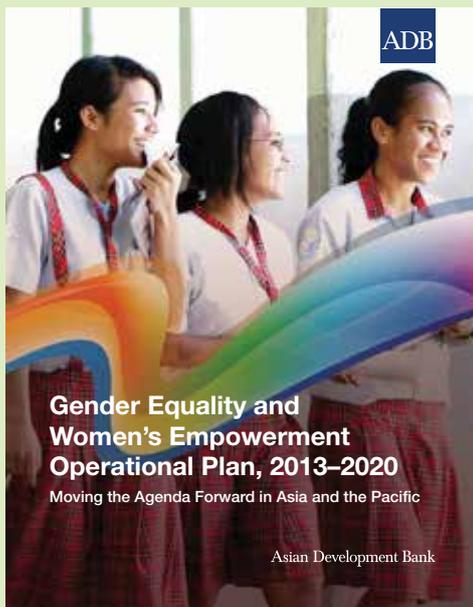
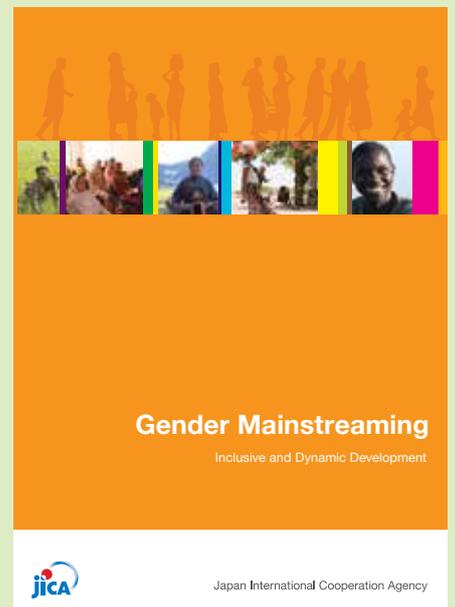
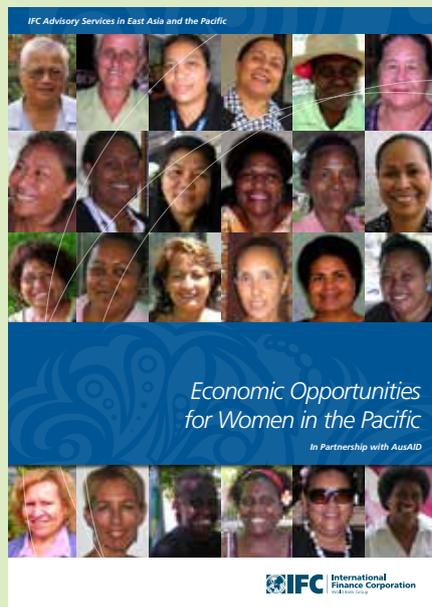
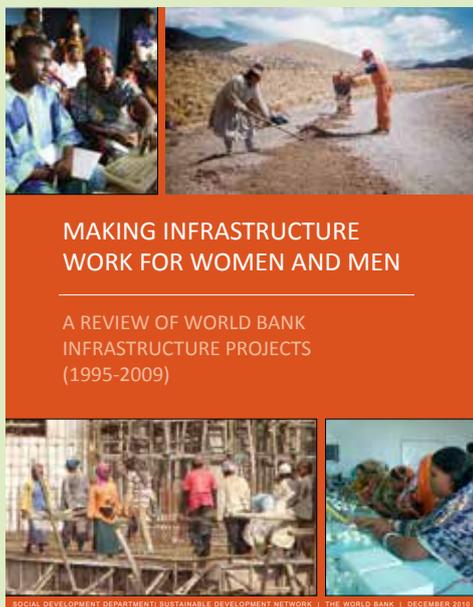




2016 Review of Gender and Infrastructure



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2016 **Review of**
Gender and
Infrastructure
in the PRIF Agencies

*Policies and Strategies,
Implementation and Lessons Learned*

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List of Acronyms

ADB	Asian Development Bank
ASPs	Approved Service Providers
CCSA	Cross-cutting Solution Area
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CGAP	Country Gender Action Plan (e.g. as used by The World Bank)
CSOs	Civil Society Organisations
DFAT	(Australian) Department of Foreign Affairs and Trade
DFID	Department for International Development (United Kingdom)
DMF	Design and Monitoring Framework
EIB	European Investment Bank
EGM	Effective Gender Mainstreaming
ESMAP	Energy Sector Management Assistance Program
EU	European Union
FSM	Federated States of Micronesia
GAD	Gender and Development
GAP	Gender Action Plan (as may be used for individual projects)
GBV	Gender-based Violence
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technology
IFC	International Finance Corporation
JICA	Japan International Cooperation Agency
LBES	Labour-based Equipment-supported
LPG	Liquefied Petroleum Gas
M&E	Monitoring and Evaluation
MDBs	Multilateral Development Banks
MDGs	Millennium Development Goals
MID	Ministry of Infrastructure Development (Solomon Islands)
NGOs	Non-Government Organisations
NSPAO	National Spatial and Planning Authority Office (Tonga)
NUDSP	Nuku'alofa Urban Development Sector Project
NZMFAT	New Zealand Ministry of Foreign Affairs and Trade
O&M	Operation and Maintenance
ODA	Overseas Development Assistance
OECD	Organization for Economic Development and Cooperation
OIREP	Outer Islands Renewable Energy Project (Tonga)
PCO	PRIF Coordination Office
PICs	Pacific Island Countries
PIU	Project Implementation Unit
PMU	Project Management Unit
PNG	Papua New Guinea
PRIF	Pacific Region Infrastructure Facility
PWSPD	Pacific Women Shaping Pacific Development (Australian Government initiative)
RMI	Republic of the Marshall Islands
RPPA	Revised Pacific Platform for Action
SBD	Solomon British Dollars
SCD	Strategic Country Diagnostic
SIRIP	Solomon Islands Road Improvement (Sector) Project
TPL	Tonga Power Limited
TVET	Technical and Vocational Education Training
TWB	Tonga Water Board
TWMA	Tonga Waste Management Authority
UN	United Nations
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WSP	Water and Sanitation Program of World Bank Group's Water Global Practice
WSS	Water and Sanitation Sub-sector
WWII	World War Two
YSPSC	Yap State Public Service Corporation

Definitions

Basic needs	Basic needs include food, water and sanitation, shelter, education, health and economic advancement primarily through income generating opportunities. Addressing basic needs generally does not challenge power and resource inequalities or discrimination.
Empowerment	People taking control of their lives and participating in decisions that affect them by redressing power imbalances through the acquisition of skills, knowledge, confidence and the opportunity to claim and express their rights.
Gender	The socially constructed roles and responsibilities of women and men that are learned roles and responsibilities, and expectations, of women and men often described in terms of masculinity and femininity.
Gender equality	Men and women have the same right, status, opportunities and resources to realise their potential and contribute to political, economic, social and cultural development, and to benefit equally from the results.
Gender equity	Ensuring fairness between men and women often through measures to compensate for political, economic, cultural or historical disadvantages that prevent equality.
Gender mainstreaming	Integrating gender equality and women's empowerment into all stages of development policies, programs and activities.
Human rights	Human rights are understood as inalienable, fundamental rights to which a person is inherently entitled simply because she or he is a human being. They are conceived as universal (applicable everywhere) and egalitarian (same for everyone) and may exist as natural rights or legal rights, in both national and international law. Women's rights are human rights.
Infrastructure	The basic facilities and services needed for the functioning of a community or a society.
Productive role	Activities that contribute to the economic well-being and advancement of the household and community.
Reproductive role	Activities and decisions that contribute to reproduction and care for the household, including child-rearing.
Strategic interests	The relative status of women and men, for example divisions of labour, resources and power. They are addressed through gaining legal rights, pay equality, participation in decision-making, reproductive rights, control over resources and assets.

Table of Contents

Executive Summary	i
1. Introduction	1
2. Putting Gender and Infrastructure into the Pacific Context	3
2.1 Introduction	3
2.2 Observations about Different Infrastructure Sub-Sectors	5
2.2.1 Energy	6
2.2.2 Information and Communication Technologies	7
2.2.3 Transport	9
2.2.4 Urban Development	10
2.2.5 Water and Sanitation	11
2.3 Conclusion	12
3. Gender Policy Frameworks	13
3.1 Outline of Gender Policy Frameworks in Pacific Countries	13
3.2 PRIF Agency Policies and Procedures	13
3.2.1 Introduction	13
3.2.2 Asian Development Bank	14
3.2.3 Department of Foreign Affairs and Trade (Australia)	15
3.2.4 European Union/European Investment Bank	16
3.2.5 Japan International Cooperation Agency	17
3.2.6 New Zealand Ministry of Foreign Affairs and Trade	18
3.2.7 The World Bank Group	18
3.3 Conclusion	20
4. Gender Integration in PRIF Infrastructure Projects	21
4.1 Introduction	21
4.2 Gender Mainstreaming throughout Projects	21
4.3 Gender in the Consultation Process	22
4.4 Gender Analysis and Gender Action Plans	23
4.5 Resourcing and Capacity within PRIF Agencies and PIC Governments	24
4.6 Keeping Gender ‘on the Agenda’	26
4.7 Role of Implementing Agencies and Private Sector Contractors	27
4.8 Monitoring and Evaluation	28
4.9 Findings and Lessons Learned	30
5. Selected Case Studies: Tonga and Solomon Islands	31
5.1 Introduction	31
5.2 Case Study A – Tonga	31
5.3 Case Study B – Solomon Islands	36
5.4 Conclusion	39
6. Checklist for Good Practice in Gender Mainstreaming	41
7. Conclusions and Recommendations	44
7.1 Conclusions	44
7.2 Recommendations	45

Appendices

Appendix A. List of People Consulted.....	A-1
Appendix B. Interview Materials	B-1
Appendix C. Matrix of PRIF Agency Approaches and Supporting Material	C-1
Appendix D. Gender Toolkits and Other Resources	D-1
Appendix E. Example of a Gender Action Plan – Energy Sector.....	E-1
Appendix F. ADB Checklist for Gender Action Plan Implementation and Reporting.....	F-1
Appendix G. Key References	G-1

Executive Summary

Background and objectives

This review was requested by the Pacific Region Infrastructure Facility (PRIF) Management Committee and managed by the PRIF Coordination Office. The project involved a desk review of policies and project documents coupled with consultations with PRIF agency representatives and staff from a few other agencies working in the Pacific. There are three objectives:

- to collate information about how gender concerns are considered and managed in PRIF Infrastructure programs and identify areas of good practice
- to identify lessons to enhance gender-responsive planning and management in Pacific infrastructure projects, and
- to provide practical recommendations that will improve PRIF's capacity to support Pacific governments and other partners in planning, managing, monitoring and evaluating gender-responsive infrastructure projects.

Importance of gender-responsive infrastructure development

Infrastructure investments can make a significant impact on women's empowerment, the welfare of families, and the development of communities as a whole. Each infrastructure sub-sector requires its own gender-sensitive approach, although there are common themes across the sub-sectors such as the value of involving both men and women in decision-making and the need to adapt infrastructure solutions to local contexts and needs. It is also critical to understand that the impacts are linked across the sub-sectors. For example, the introduction of electricity not only frees up time for a woman for the pursuit of economic activities, but can also bring about reduction of health risks for herself and her family (e.g. removing the need for open fires indoors); through using information and communication technologies, a woman may have access to educational support for herself and/or her children. Thus, the introduction of appropriate infrastructure can trigger a whole cycle of benefits; the opposite is also true, so neglecting gendered needs is likely to reinforce gender gaps, thus triggering a 'vicious' cycle of negatives.

Common approaches among the PRIF agencies

One of the key findings of the review is that there is commitment among the PRIF agencies¹ to maintaining and increasing support for gender-responsive programs. There is also a fair degree of commonality in the approaches of the PRIF agencies. As part of corporate mandates or strategies, most of the agencies have adopted a dual approach to integrating gender in their programs: (i) initiatives *targeted specifically at women* to increase the level of their participation in development programs (including infrastructure) and the benefits to them and their families; and (ii) activities *targeted at gender equality and women's empowerment* through gender mainstreaming in programs and projects.

In addition, PRIF agencies have developed resources to assist their staff, partner governments and private contractors to understand the importance of gender and to increase gender-sensitivity in the design and implementation of programs and projects. Sometimes these have been developed within the agencies themselves and sometimes toolkits are used that have already been developed by other PRIF agencies or other development partners. The resources generally consist of guidelines, toolkits, templates and case studies, some of which are sector-specific.

¹ The PRIF agencies are Asian Development Bank, Department of Foreign Affairs and Trade (Australia), the European Investment Bank, the European Union, Japan International Cooperation Agency, New Zealand Ministry of Foreign Affairs and Trade, and the World Bank Group.

Commitment to gender mainstreaming

This review focuses on the gender mainstreaming approach to addressing gender issues in development programs. It is clear that while gender mainstreaming is a widely-used concept, there are differing interpretations, priorities and practices in the Pacific as elsewhere. In these circumstances, there needs to be commitment and strong management of the project cycle to achieve gender equality and women's empowerment. Gender must be an integral part of the project, not an add-on, thought of in hindsight – hence the term 'gender mainstreaming'.

Project experience demonstrates that the surest way of achieving this is through carrying out a robust gender analysis at the outset, leading to the formulation of a plan or approach to gender issues in the project, with monitoring and reporting throughout the implementation phase. This must be budgeted for accordingly, with adequate allowance for inputs from both internal and external experts, as appropriate. Achieving this involves all stakeholders including PRIF agencies, partner governments, and private sector contractors – policy-makers, implementing agencies, project management and implementation units, team leaders and those in monitoring and evaluation roles.

Need for capacity building and strengthening in identification of gender issues and implementation of gender-related plans and approaches throughout the project cycle

There is a need for capacity building – within the PRIF agencies, in the Pacific governments, and among private contracting firms involved in construction and other infrastructure-related activities. Within the PRIF agencies, staff should understand the importance of gender mainstreaming throughout the project cycle and what gender-related activities can be undertaken within the context of their projects. In partner/client governments, it begins with helping them to understand why gender issues are important in infrastructure, how gender mainstreaming can be integrated into sector planning and programs, and what type of data needs to be collected to support good impact evaluation. This is particularly important for implementing agencies and for any gender focal points in infrastructure ministries. In contracting firms, the team leaders must understand the requirements in regard to gender issues and be committed to implementing these as part of a project. This also requires a contract that is clear in its expectations and provides adequate budget.

The case studies included in this review also reveal that encouraging community awareness – at the project level as well as institutionally – is important in addressing any negative attitudes towards women's empowerment and to mitigate negative externalities.

Need for improved monitoring and evaluation

Most of the PRIF agencies who were consulted in this review agreed that monitoring and evaluation is the weakest aspect of the project cycle in regard to gender issues. This is for several reasons e.g. lack of gender activities in projects, lack of gender indicators and good baseline data, focusing on technical and engineering aspects of the project in any monitoring or evaluation work, and lack of resources (in general) for this part of the project cycle. This results in significant gaps in information related to impact of gender-related interventions.

Even so, a number of PRIF agencies are currently strengthening their efforts in this area including the way gender is represented in monitoring and evaluation frameworks. For example, the Asian Development Bank recently conducted monitoring exercises for more than 10 infrastructure projects in six Pacific countries which are being used internally to support project teams in improving their efforts in mainstreaming gender and monitoring gender impacts.

Role of the PRIF mechanism

One of the areas considered by this review concerns the ongoing role that the PRIF ‘mechanism’ could provide in regard to gender issues. Following discussion with gender specialists and gender leads in PRIF agencies, two areas have been identified: (i) gender specialists and gender leads can be invited to join the PRIF Sector Working Groups²; and (ii) the PRIF Document Repository can act as a ‘library’ of resources from projects in the Pacific that are designed to empower women or that include gender mainstreaming.

Recommendations

To improve the enabling environment for gender mainstreaming and delivery of gender components within infrastructure projects, it is recommended that:

- 1 *PRIF agencies continue to build understanding among their own staff, partner governments and contractors about the importance of gender in infrastructure projects.* There is an ongoing need to develop understanding about *why* gender is important in infrastructure and, once this is understood, support can be provided to *how* gender mainstreaming can be achieved and *what* kind of data needs to be collected for monitoring and evaluation. This is not a one-off activity in a program or project but an ongoing commitment, particularly with partner governments where there can be a high turnover of staff. It includes promoting the importance of gender issues in infrastructure as part of dialogue with partner governments and others and having an active agenda for ongoing capacity building support on gender issues for Gender Focal Points in infrastructure ministries and implementation units.

To continue to improve practices of PRIF agencies, it is recommended that:

- 2 *PRIF agencies focus attention on the identification of gender issues during project preparation and implementation.* As Chapters 3 and 4 indicate, PRIF agencies have a good basis for identifying gender issues through their respective policy documents, gender plans (if they are used) and toolkits. However, more attention is needed to:
 - strengthen the engagement of women during consultation processes (including preparatory and design phases of projects)
 - ensure gender issues are incorporated into projects at design stage
 - allocate sufficient budget for inputs from gender specialists throughout the project
 - manage the timing and type of gender inputs more effectively (given that there are likely to be different issues at different stages in a project which require different mitigating actions), and
 - ensure private sector contractors are accountable for addressing relevant gender issues and achieving agreed gender outcomes during project implementation.

The Checklist in Chapter 6 is designed to provide some assistance and individual PRIF agencies also have a range of toolkits and checklists that can be used.

- 3 *PRIF agencies ensure that monitoring and evaluation of infrastructure projects considers gender issues.* At present this is a weakness in the overall approach by PRIF agencies. Nonetheless, it is important to understand how gender is being managed in infrastructure projects, what is being learned about implementing gender plans and initiatives, what impact is being achieved through the various initiatives being introduced into projects, and what else needs to be done to improve gender outcomes (within individual projects and across sectors and programs). Particular attention is needed to strengthening data collection in projects to ensure that risks and impacts which may affect or benefit men and women differently are identified and assessed. This includes the collection of baseline data prior to the commencement of projects and sex disaggregated data.

² The PRIF Sector Working Groups were formally established in 2013. For each of the five sub-sectors in which PRIF operates (i.e. energy, ICT, transport, urban development, and water and sanitation), project managers and team leaders meet to share information about developments and risks in the sub-sector and their respective programs, as well as discussing strategic and operational issues raised by the PRIF Management Committee.

To support collaboration between the PRIF agencies, it is recommended that:

- 4** *PRIF agencies strengthen the involvement of gender specialists or gender leads in the PRIF Sector Working Groups and related activities.* Gender specialists and gender leads can support infrastructure specialists in improving their knowledge about gender in infrastructure programs and projects and taking a leadership role during project preparation and implementation. Gender dimensions of projects could be included in discussions at PRIF Sector Working Group meetings and documentation from these Groups could be circulated to gender specialists or gender leads for comment. This could build understanding and commitment at project level and foster sharing of information across the agencies. If appropriate, gender specialists from other stakeholder agencies could also join some of the meetings e.g. where gender was a specific item on the agenda.
- 5** *PRIF agencies expand the PRIF Document Repository to contain gender-related reports and documents from the PRIF agencies, regional organisations and others.* Initially, material can be submitted by the gender specialists and gender leads in PRIF agencies. Regional organisations and other key stakeholders can be advised about the Repository and encouraged to include relevant documents as well. A list of relevant documents in the Repository will be prepared and circulated periodically by the PRIF Coordination Office. In addition, procedures will need to be developed for managing quality control of gender-related material uploaded to the Repository.

1. Introduction

Objectives and scope of review

This review is primarily intended to provide information for Pacific Region Infrastructure Facility (PRIF) agencies³ about the different policies and approaches being implemented across the PRIF agencies in respect to gender in infrastructure; to share lessons from good practice examples in the field; and to consider how PRIF agencies can improve their approaches to ensuring gender-responsive infrastructure and related work.

There are three objectives:

- to collate information about how gender concerns are considered and managed in PRIF Infrastructure programs and identify areas of good practice
- to identify lessons to enhance gender-responsive planning and management in Pacific infrastructure projects, and
- to provide practical recommendations that will improve PRIF's capacity to support Pacific governments and other partners in planning, managing, monitoring and evaluating gender-responsive infrastructure projects.

Most PRIF agencies have adopted a dual approach to integrating gender in their programs. In the first approach, initiatives are targeted specifically at women and are often designed to increase the level of their participation in development programs (including infrastructure) and the benefits to them and their families. In the second approach, activities target gender equality and women's empowerment through gender mainstreaming in projects and programs. This review focuses on the gender mainstreaming approach but is designed to be applicable to both approaches and relevant to all key aspects of gender in infrastructure programs and projects.

Definitions

Among the definitions listed in the table at the front of the report, two deserve mention here: *infrastructure* and *gender mainstreaming*. For the purposes of this report, the term *infrastructure* is understood to refer to both the basic facilities and services needed for the functioning of a community or a society. It includes the sub-sectors of energy, information and communication technologies (ICT), transport, urban development, and water and sanitation. The mining sector is not included, nor are communal infrastructure installations such as school and hospital buildings.

The term *gender mainstreaming* also warrants further explanation. According to the United Nations (UN), it is “. . . the process of assessing the implications for women and men [of] any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”⁴ Rather than simply adding on a gender component to an existing project or trying to increase women's participation, gender mainstreaming “situates gender equality issues at the centre of policy decisions, medium-term plans, programme budgets, and institutional structures and processes. Mainstreaming entails bringing the perceptions, experience, knowledge and interests of women as well as men to bear on policy-making, planning and decision-making.”⁵

³ The PRIF agencies are Asian Development Bank, Department of Foreign Affairs and Trade (Australia), the European Investment Bank, the European Union, Japan International Cooperation Agency, New Zealand Ministry of Foreign Affairs and Trade, and the World Bank Group.

⁴ United Nations' Economic and Social Council (ECOSOC). (1997). Excerpt from A/52/3. Chapter IV: Coordination segment: *Mainstreaming the gender perspective into all policies and programmes in the United Nations system*. http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997_2.PDF, p.3, Geneva, Switzerland. Access Date: 1 December 2014.

⁵ Hannan. C., Office of the Special Advisor on Gender Issues and Advancement of Women. (Aug 2001). *Gender mainstreaming: strategy for promoting gender equality*. <http://www.un.org/womenwatch/osagi/pdf/factsheet1.pdf>, pp.1-2. Access Date: 4 May 2015.

Method

The review was managed by the PRIF Coordination Office (PCO), using both staff resources and independent consultants. There were two research phases – one in 2014 and the other in 2015. Both consisted of desk research and semi-structured interviews with staff from PRIF agencies and other relevant organisations and individuals, as needed (see Appendix A for a list of people consulted).

The review of documentation included PRIF agencies' policies, guidelines and tools; selected project reports (where available); and reports from UN agencies, independent researchers, non-government organisations (NGOs) and others.

There were 21 individual, paired and small group interviews conducted with PRIF agency representatives (including infrastructure analysts, managers and gender specialists), other development agencies and consultants familiar with Pacific infrastructure and/or gender issues in the Pacific. These interviews were conducted primarily by telephone and Skype, though there were some face-to-face interviews as well.

The interviews were conducted in both research phases. The Phase 1 interviews used a standardised questionnaire. Phase 2 interviews followed up on information gaps, particularly in regard to policies, implementation and monitoring within the PRIF agencies, and were tailored to each agency. Interview materials are in Appendix B.

2. Putting Gender and Infrastructure into the Pacific Context

2.1 Introduction

Gender inequality is pervasive in the Pacific, maintained and reinforced by cultural and social norms, attitudes and practices, as well as structural barriers that discriminate against women. The major challenges and issues include poor educational attainment; low levels of female representation in both national and local government; lack of secure land tenure and limited property rights; carrying the responsibility for household and family work; violence against women; and under-representation in the formal economy. This general situation shapes the experience both women and men have of infrastructure in their communities.

In particular, while poor infrastructure or poor access to infrastructure costs both men and women time and opportunity, the shortfalls have a disproportionate impact on women. This is because of a range of factors including women's limited rights in some countries, their level of access to services, a relative lack of financial independence, and deep-rooted gender inequality. Furthermore, if gender considerations are not given explicit attention in infrastructure plans and programs – 'gender blindness' – it cannot be assumed that both men and women will benefit or benefit equally. On the other hand, where infrastructure and related services are designed specifically to overcome these challenges, it can enable both women and men to realise economic, personal and social opportunities for themselves and their children.

Key general observations are discussed below.

Time dimension: Infrastructure service provision impacts on the time it takes women to complete their household and family work

As occurs in other parts of the world, Pacific women spend a significant amount of their time doing household and family work. This is consistent with global patterns and gender norms in the Pacific. In a study of 35 countries globally, Duflo notes that there is a clear pattern at all levels of income that women do the majority of housework and care for others (e.g. children, the elderly and family members who are sick or have disabilities) – spending 30% to 100% more time on these activities than men⁶ – often then having less time available for market-oriented work. As examples, in Tonga, it was estimated that women were working over 50% longer each week on non-economic activities than men were, while in Fiji, the percentage of people reporting they were economically active and also carrying out housework was 0% for men and 61% for women.⁷

Improved infrastructure and service provision – including access to clean cooking energy, good roads with affordable and safe transport services, convenient water supply and modern sanitation – reduces the time women spend on household duties. It can also facilitate women's visits to health and educational services. Hence, not only can household work become less onerous through the benefits of infrastructure, but also time is freed up for productive activities, within or outside of the home.

⁶ Duflo, Esther (2012). Women empowerment and economic development, *Journal of Economic Literature*, 50(4), 1051-1079 at 1059.

⁷ International Finance Corporation. (2010a). *Economic opportunities for women in the Pacific*. http://www.ifc.org/wps/wcm/connect/cf54648049fb11d8a2b0ebd1a5d13d27/IFC_Economic+Opp+for+Women+in+the+Pacific.pdf?MOD=AJPERES, p.2, Washington DC, USA. Access Date: 26 May 2015; Mohamed, M.R. (2008). *Making invisible work more visible: Gender and time use surveys with a focus on the Pacific and unpaid care work*. http://iknowpolitics.org/sites/default/files/gender_time_use_undp.pdf, p.19, Suva, Fiji: UNDP Pacific Centre. Access Date: 26 May 2015.

Economic empowerment: Infrastructure programs that take account of women's needs can help increase their ability to engage in paid work or income-generating activities

Traditionally there have been significant gender disparities in the Pacific in regard to paid work. Men largely own and control formal businesses⁸ and their participation in the labour force has been reported as almost double that of women in Fiji, Papua New Guinea (PNG), the Republic of the Marshall Islands (RMI), Samoa and the Solomon Islands.⁹ There have also been significant disparities in earnings, with the average wage gender gap in Melanesia ranging from 20% to 50% in favour of men.¹⁰ Many factors affect this situation, but time spent on housework impacts on women's economic opportunities, including when they are available for paid work, their choice of occupations, the sectors in which they can work and, therefore, their earnings.¹¹ Even so, changes have occurred over the last decade and, in some countries, women now hold an almost equal share of jobs outside the agricultural sector that pay wages (e.g. in the Cook Islands, Kiribati, Niue and Tonga).¹²

In addition to work that pays wages, women are significant players in the informal sector – often working in home-based activities including growing and selling agricultural products, food processing, baking, sewing, making soap and coconut oil products or working in other micro-enterprises. Given the nature of this work, women tend to be restricted in their access to entry points along the supply chain and tend to be confined to short supply chains. In agriculture, for example, women are well-represented at production stage and in small scale, informal marketing; however, their presence is less common in processing, packaging, large-scale distribution and export businesses.¹³ Whilst there are numerous factors contributing to this, the difficulty women have in accessing finance to expand their businesses is often a major constraining factor. This, in turn, is often due to lack of collateral in the form of land title (based on customary practices) and lack of access to the justice system in the event of commercial disputes.

Even so, women's economic contribution should not be underestimated. For example, in the Solomon Islands, the annual turnover at the Central Market in Honiara is estimated at USD10-16 million with about 90% of the activity being the responsibility of women. Moreover, in PNG, annual food production valued at USD55 million, is also largely the responsibility of women.¹⁴ Women's business associations (including market vendor associations) have already proven effective catalysts for women's economic activities in Pacific Island Countries (PICs), both in the formal and informal sectors.¹⁵ In infrastructure development, the formation of business coalitions among mainstream businesses headed by individuals supportive of gender-balanced employment can be instrumental in changing perceptions of women's jobs and career paths. These 'champions' for women's empowerment can be found in both utilities and private sector businesses related to civil works and services (a theme further developed in Chapter 4 of this report).

Women's role in consultation, decision-making and management: Women have fewer opportunities than men to influence and participate in discussing, planning and managing infrastructure programs.

Most institutions and organisations in the public and private sectors in the Pacific are predominantly staffed by men, particularly in technical and professional posts. Leaders, chiefs and policy-makers are mainly men – evidenced by the low rates of female representation in national parliaments of the PICs where their share of seats in most countries is under 10%.¹⁶ In the private sector, large-scale industries and the utility companies have organisational structures that lend themselves to male

8 Hedditch, S. & Manuel, C. (2010). *Gender investment and climate reform assessment: Pacific regional executive summary*. http://www.ifc.org/wps/wcm/connect/4430a88049fb1287a2b9ebd1a5d13d27/IFC_Gender_and_Inv+Climate+Reform+Assessments_ExecSummary.pdf?MOD=AJPERES, Washington DC, USA, p.1. Access Date: 19 May 2015.

9 Secretariat of the Pacific Community, (2013). *Economic empowerment of women in the Pacific Islands: Recommendations from the 12th Triennial Conference of Pacific Women and Fifth Pacific Women's Ministerial Meeting, 20-24 October 2013, Rarotonga, Cook Islands*. <http://www.intaff.gov.ck/wp-content/uploads/2014/07/2013-Raro-Economic-empowerment-of-Women.pdf>, p.2. Access Date: 4 June 2015.

10 Pacific Islands Forum Secretariat. (2012a). Papers from the Forum Economic Ministers' Meeting, 2-4 July 2012, Session 1: *Economic empowerment of women*. http://www.forumsec.org/resources/uploads/attachments/documents/FEMK_04_Rev%201%20-%20Economic%20Empowerment%20of%20Women.pdf, p.4, Suva, Fiji. Access Date: 3 June 2015.

11 World Bank. (2012a). *Toward gender equality in East Asia and the Pacific: A companion to the World Development Report – World Bank East Asia and Pacific Region report*, p.16, Washington, DC: World Bank.

12 Asian Development Bank & Pacific Community. (2016). *Gender statistics for the Pacific and Timor-Leste*. Manila, Philippines: ADB, p.12.

13 World Bank Group. (2014). *The fruit of her labor: Promoting gender-equitable agribusiness in Papua New Guinea – Policy note*. http://www-wds.worldbank.org/external/default/WDSContentServer/WDS/IB/2015/06/30/090224b082fa8e76/1_0/Rendered/PDF/PolicyNote.pdf, p.11, Port Moresby and Sydney: World Bank Group. Access Date: 1 June 2015.

14 Hedditch, S. & Manuel, C. (2010), op cit, p.2.

15 See for example, UN Women 'Markets for Change (M4C)' project. <http://www.unwomen.org/en/news/stories/2014/5/press-release-markets-for-change-to-look-safety-and-better-earnings-for-women-in-the-pacific>. Access Date: 20 December 2015.

16 Pacific Women. *Shaping Pacific development: Leadership and decision making*. <http://www.pacificwomen.org/focus-areas/leadership-and-decision-making>. Access Date: 24 November 2015.

domination of senior positions. Without specific vocational training, development of managerial skills, affirmative action and mentoring, women find it very difficult to rise to senior levels within these organisations.

Women are also poorly represented in line ministries in Pacific governments. Few women can be found in influential positions in the key ministries involved in infrastructure development. Moreover, while including women in decision-making positions in infrastructure ministries is a good practice, it does not automatically guarantee that both men and women will be fully consulted in the development and implementation of infrastructure policies and projects. This needs conscious and deliberate effort.

Even so, progress is being made. For example, women's 'voice' is more evident now at the community level than it once was, including in committees such as those in the water and sanitation sector. Here, it is important to do more than simply achieve female representation in such forums. Women should be involved in holding formal positions, including in leadership roles – not only as Treasurer or Secretary, but also as Chairperson. Although low literacy rates hold women back from such aspirations in some parts of the world, this is less of an obstacle in the Pacific, as more and more women are receiving education. Across the region as a whole (excluding PNG), the statistics show there is now gender parity in education, though there are some countries that are yet to achieve this in some levels of education – for example, in Nauru, Tonga and Vanuatu for primary schooling; in Niue and Solomon Islands for secondary schooling; and in Solomon Islands and Vanuatu for tertiary education.¹⁷

Mitigating negative impacts: Infrastructure investments that neglect gender dimensions can have negative impacts on women.

Often, financial and technical considerations are prioritised in infrastructure design and development and they receive the most attention from planners and engineers, who are concerned with using the best technology at the lowest cost. However, if socio-economic factors – including gender – are excluded, undervalued, or not resourced, this can have negative unintended consequences. In particular, it can result in further entrenching gender inequalities and opportunities can be missed for providing a more effective service to both men and women.

As an example, women's concerns and priorities in energy provision may not be addressed through household electrification alone. Complementary support measures are often needed, for example, improvements in the availability of clean cooking fuels and stoves, quality labour-saving technologies, and appliances designed to save time and enhance food preparation and preservation. Likewise, in the transport sub-sector, women may lose out on the benefits of a new, or improved, road if they do not have access to a private vehicle or transport services. They may also be exposed to potentially negative externalities arising from increased traffic on the road (e.g. accidents involving themselves or their children) and exposure to outsiders visiting their villages (e.g. the increased risk of HIV/AIDS¹⁸ during road construction work in PNG).

2.2 Observations about Different Infrastructure Sub-Sectors

A key characteristic of the PICs is their multiple-island configuration. For most of the infrastructure sub-sectors included in this review, this produces context-specific implications and the level of coverage and access to infrastructure in different sub-sectors therefore varies widely between and within countries. Women, men and children living in different parts of a country or different parts of the region may be affected differently by the provision and quality of infrastructure. Even so, some general observations can be made and these are outlined below.

¹⁷ Pacific Women. *Shaping Pacific development: Education*. <http://www.pacificwomen.org/focus-areas/education/>. Access Date: 24 November 2015.

¹⁸ Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome.

2.2.1 Energy

Whilst sharing many gender challenges common to other parts of the world, in PICs the geographically-dispersed population makes off-grid solutions particularly attractive to many island communities. The other key feature of the PICs with respect to the energy sector is the abundance of renewable sources – solar and wind – with potential for electricity generation.

The energy sector in the Pacific is increasingly finding ways of incorporating gender mainstreaming practices from supply to consumption. A challenge can be turned into an opportunity when women are invited to express their energy needs (particularly for cooking and other household requirements) and to provide input into project designs that can benefit from locally adapted solutions and know-how. Women are being trained for employment in power supply (see Case Study A in Chapter 5) and they have started to engage in entrepreneurial activities as distribution agents in some communities.

Many parts of the Pacific lack ready access to reliable energy sources and the vast majority of un-electrified Pacific households are in rural areas¹⁹

In Vanuatu, only about 7% of rural households are electrified (compared with 27% for the country overall) and 86% use kerosene lanterns for lighting. In the Solomon Islands, about 4% of rural households have access to electricity (compared with approximately 16% in the country overall).²⁰ In Kiribati, most households in Tarawa and Kiritimati have access to electricity and/or petroleum energy, but people living in the Outer Islands mostly use biomass. This has an impact on quality of life and access to educational and economic opportunities, including the time people have available for completing household tasks, studying and undertaking activities such as baking, sewing and weaving for income generation.

Women can spend a large part of their time on activities associated with food preparation for their families

Women are primarily responsible for food preparation and cooking in Pacific households, as elsewhere, and are particularly affected by the physical and time burdens associated with this. In some of the PICs, women can spend up to three hours each day collecting wood and an additional six hours preparing food, a situation that is much as it was 50 years ago²¹. Finding alternatives to collecting wood or other biomass for cooking gives women more time for engaging in other productive activities.

An estimated 85% of Pacific households do not have access to clean cooking energy²²

Fuel sources for cooking are slowly shifting in the region from wood towards kerosene – and Liquefied Petroleum Gas (LPG) in more affluent communities – but wood and other biomass are still the predominant cooking fuel used by Pacific women (as indicated above). Electrification is less than 25% in the rural areas in Vanuatu, the Solomon Islands and PNG.²³ Correspondingly, biomass is used for cooking by over 95% of rural Vanuatu households, 89% in the Solomon Islands, and 87% in PNG. The 2000 Census for the Federated States of Micronesia (FSM) reported that more than 50% of all households used wood as the main cooking fuel, ranging from 8% in Kosrae to 71% in Chuuk²⁴. Likewise, in Kiribati, traditional biomass energy sources (including mangrove wood and coconut husks, shells and fronds) account for approximately 25% of the overall energy use in the country (particularly in the Outer Islands) – mainly for cooking and drying of copra²⁵.

19 Dornan, M. (2014). Access to electricity in small island developing states of the Pacific: Issues and challenges. *Renewable and Sustainable Energy Reviews*, 31, 726-735 at 727.

20 United Nations Development Programme. (2013). *Achieving sustainable energy for all in the Asia-Pacific*. <http://www.af.undp.org/content/dam/afghanistan/docs/EnvEnergy/Achieving%20Sustainable%20Energy%20for%20All%20in%20the%20Asia-Pacific.pdf>, p.79. Access Date: 20 December 2015.

21 United Nations Development Programme. (2007). *Energy and poverty in the Pacific Island countries*. http://www.asia-pacific.undp.org/content/dam/rbap/docs/Research%20&%20Publications/environment_energy/energy-n-poverty/RBAP-EE-2007-Energy-n-Poverty-Pacific-Islands.pdf, p.24, Bangkok, Thailand: UNDP. Access Date: 19 December 2015.

22 Dornan, M. (2014), op cit, p.727.

23 United Nations Development Programme. (2007), op cit, pp.13-14.

24 Isaka, M., Mofo, L., & Wade, H. (2013). *Pacific lighthouses: Renewable energy opportunities and challenges in the Pacific Islands region – Federated States of Micronesia*. <https://www.irena.org/DocumentDownloads/Publications/Pacific-Lighthouse-Roadmapping.pdf>, Abu Dhabi, United Arab Emirates: International Renewable Energy Agency, p.3. Access Date: 4 June 2015.

25 Isaka, M., et al., op cit, pp.4-5.

Apart from costing women time, biomass cooking also poses an important health risk. It is estimated that, globally, indoor cooking with biomass and open fires causes 3.5 million direct deaths a year²⁶ which affects women disproportionately. This is a gendered issue since women, assisted by their daughters, are typically assigned the role of providing the family meals and, hence, are more exposed to these pollutants than men.

Research carried out by Energia²⁷ on gender issues in energy for daily cooking practices has led to initiatives for developing and adopting inexpensive clean cooking stoves based on biomass. Whilst many of the experimental methods have proven acceptable and affordable in other parts of the world²⁸, it remains to be seen whether they find acceptability in Pacific Island cultures, where food cooked over an open fire still seems to be the preferred approach. Awareness programs are necessary to educate both women and men on the health risks of household pollution caused by cooking indoors over open fires. Particular reference needs to be given to both the well-documented pulmonary complications women develop at a higher rate than men and the link between cooking in this manner and the development of cervical cancer. The relatively high rates of cervical cancer in the PICS has prompted the Secretary General of the Pacific Islands Forum (Dame Meg Taylor) to declare addressing this non-communicable disease a priority in the coming years.²⁹

2.2.2 Information and Communication Technologies

Use of ICT can have social, economic and personal benefits. It is currently the fastest-growing infrastructure sub-sector in the Pacific, with both men and women increasingly making use of it. At the same time, it can have both positive and negative consequences and sustainable growth will require planning and good management by both governments and private sector providers.

Access to ICT facilities continues to expand

Access to ICT changes access to information, economic opportunity and entertainment. ICT penetration has grown rapidly in the Pacific, though coverage in areas away from provincial capitals and hubs, in rural areas, and in Outer Islands is often not good. In 2007, mobile coverage as a percentage of the total population was up to 46% in Samoa, and as low as 0.5% in Kiribati.³⁰ In Fiji, Samoa, Solomon Islands, Tonga and Vanuatu, under half of households had a mobile phone.³¹ However, by 2013, that figure had reached at least 85.8% and was higher in some of the countries.³²

In addition, the deployment of undersea fibre optic cables has had a very significant impact on internet bandwidth in the region, leading to increase in quality of service and falls in the price of internet access.³³ The use of mobile internet (through mobile phones or 'dongles') is becoming increasingly significant particularly for access to social media.³⁴ Sex-disaggregated data on women and men's access to (telecommunications, which could show differential benefits of ICT) is not available.

Expansion of ICT can have benefits in access to education, health and financial opportunities

The use of ICT can offer women, men and children new and invaluable opportunities. This includes its impact on access to education, health and financial services.

26 United Nations Development Programme. (2013), op cit, p.3.

27 ENERGIA, International Network on Gender and Sustainable Energy. (2011). *Mainstreaming gender in energy projects: A practical handbook*. https://www-cif.climateinvestmentfunds.org/sites/default/files/knowledge-documents/mainstreaming_gender_in_energy_projects_a_practical_hand_book.pdf. London: Practical Action Publishing. Access Date: 1 December 2015.

28 See for example, the case of Indonesia presented in *Boiling point: a practitioner's journal on household energy, stoves and poverty reduction*, Issue 66, 2015. Published by ENERGIA, op cit.

29 Pacific Islands Forum Secretariat. (2015a). Speech at the 46 Pacific Islands Forum Meeting, Port Moresby, 7 September 2015. <http://www.forumsec.org/pages.cfm/newsroom/speeches/2015-2/open-letter-to-people-of-pacific-following-46th-pacific-islands-forum-in-port-moresby.html>, Suva, Fiji. Access Date: 1 December 2015.

30 Australian Agency for International Development. (2008). *Pacific economic survey: Connecting the region*. http://pacificpolicy.org/wp-content/uploads/2013/07/pacific_economic_survey08.pdf, p.37, Canberra, Australia. Access Date: 19 May 2015.

31 Pacific Region Infrastructure Facility. (2015). *Economic and social impact of ICT in the Pacific*. Sydney, Australia, p.5.

32 Ibid.

33 PRIF. (2015), op cit, p.6.

34 PRIF. (2015), op cit, p.10.

In the education sector, ICT can help to mitigate issues related to the variation in availability and quality of teaching. It enables e-learning, provision of online educational material, and access to podcasting of lectures and other forums. As the cost of computing devices comes down, dissemination of hardware to communities is also more cost-effective and digital literacy is improving. Unfortunately, the development of ICT in schools has been relatively unplanned and uncoordinated and often the focus is on access for administrative staff, though there is now a definite potential to develop this further with a *One Laptop Per Child* program in some countries (although there is an increasing preference in some countries for tablets as the preferred option).³⁵

In the health sector, ICT has many applications. It can be used to improve the efficiency of administration and can lower costs. As an example, mobile phones can be used to alert patients about medical appointments or to take medicine. Health information can be made available online and diagnostic information can be sent via internet for expert opinion. In Fiji, for example, the Ministry of Health is considering using ICTs for health promotion purposes; in Samoa the Ministry of Health is preparing an e-health strategy; and in Vanuatu there is a focus on improving the communication links between the different health facilities across the country.

Mobile technology can have a major role in enabling access to financial services, including access to mobile money, banking services and mobile remittances,³⁶ both increasing financial inclusion and reducing transaction costs. These developments provide an avenue whereby both men and women can participate in transferring and saving money via handsets and it will potentially give women increased opportunity to control their own financial resources. As an example, in the Solomon Islands mobile banking was launched in 2013 with the Central Bank reporting that 15,127 branchless banking accounts were opened that year³⁷. The ability to transfer money from abroad is now much cheaper than via money transfers or conventional banking, which is important for countries that have so many citizens living abroad. Even so, lack of electricity can be a barrier for charging phones and the cost of mobile phones and credit for calls is still relatively expensive across the region³⁸, so there is still further work to be done in this regard. There is also a need for more information on the extent of the take-up of these services, though some data is available from NGOs such as Women's World Banking³⁹, as well as from service providers.

ICT can also offer the convenience of registering a new business without the need to travel to provincial centre government offices for the often protracted business registration procedures, with benefits to both women and men establishing businesses. Whilst the number of days required to start a new business is a standard barometer of bureaucratic efficiency – such as measured by International Finance Corporation (IFC) surveys – for women it is often less about the length of the process and more about the potential cost-saving in terms of travelling to register a business and being absent from the family during the process.

Improved access to market information is another benefit from access to ICT services. In the agricultural sector for example, producers can access price information without resorting to the use of a 'middleman' or trader. It may also be possible to undertake some transactions remotely, a great advantage for women given they generally have less flexibility than men in travelling to markets located at a distance from their own community.

Advances in ICT can have both positive and negative impacts from a gender perspective

Use of mobile phones and the internet can enhance information access for women and support their safety and economic opportunity, but they are also a key tool for the international sex trade, globally facilitating, accelerating and normalising sexual exploitation of women and girls. For example, increased availability of internet-enabled mobile phones has provided wide access to pornography (called 'mo-po' in some parts of the Pacific). Importantly, despite the potential to apply new technology to target trafficking, in reality the tools are not being developed quickly enough or deployed effectively enough to address the problem.⁴⁰

35 PRIF (2015), op cit, pp.40 and 86.

36 PRIF (2015), op cit, pp.40-48.

37 PRIF (2015), op cit, p.46.

38 PRIF (2015), op cit, p.50.

39 Womens World Banking. (undated). Website Homepage. <http://www.womensworldbanking.org>. Access Date: 28 December 2015.

40 Latonero, M., Berhane, G., Hernandez, A. Mohebi, T. and Movius, L. (2011). *Human trafficking online: The role of social networking sites and online classifieds*. https://technologyandtrafficking.usc.edu/files/2011/09/HumanTrafficking_FINAL.pdf, p.9, California, USA: University of Southern California (USC), Annenberg School for Communication and Journalism, Center on Communication Leadership and Policy. Access Date: 19 May 2015.

In regard to television, there is an emerging area of research linking access with women's empowerment, based on the exposure viewers have to new information and ideas. Although no research has been done in the Pacific, a study in rural India found that the spread of cable television corresponded to changes in women's status, including changes in perception of domestic violence and fertility, and increases in autonomy – results that were unrelated to previous trends and have implications for policy development in India and beyond.⁴¹

In the Pacific, there is some evidence that television can be used for general social benefits given its wide use and ability to cater to populations with low literacy levels. An example is the drama called *Love Patrol* which is produced by Wan Smolbag Theatre in Vanuatu. This show aims to raise the profile and understanding of HIV, sexual and reproductive health, gender equality, and other social issues. *Love Patrol* has been broadcast throughout the Pacific region in 11 countries including Cook Islands, Fiji, Guam, Kiribati, Niue, Northern Mariana Islands, Palau, the Pitcairn Islands, PNG, Solomon Islands and Vanuatu. While no evaluation of its impact has been released, it nonetheless demonstrates that ICT can be used to promote positive social messages.

2.2.3 Transport

Many of the key gender issues relating to the transport sector in the Pacific region – different travel needs of women and men, personal security requirements, impact on employment and other economic opportunities – are experienced by women across the world even where contexts differ. In addition, there are differing needs within countries, depending whether the context is rural, urban or peri-urban. In addition, maritime transport, a key element of mobility in the Pacific, offers both opportunities and challenges for women. While men typically gain first priority in households in terms of private motorised transport (e.g. cars and motor cycles), water transport tends to be potentially more 'equitable' in terms of access for both men and women, since it is generally based on shared transport, particularly for inter-island travel to markets or health facilities. However, this comes with concerns for women about their safety, and travel with merchandise or relatives in their care, including in waiting areas for boarding, transfer on board, and during travel.

Traditional gender norms, roles and attitudes limit Pacific women's mobility and access to services

Gender roles shape women's need for transport and access to services. They need to transport water, fuel and food – tasks that may require walking while carrying heavy loads, particularly in rural areas. In addition, they are the primary producers of food and require access to markets to be able to sell produce and other products. They also need transport to attend work if they are employed in towns and they must be able to take themselves and their children to health services and schools. Even so, women travel by vehicle less frequently than men do, due to limited income to pay for travel, lack of ownership of vehicles or networks with transport owners, and limited power to negotiate accessible transport⁴².

Gender inequality can prevent women from benefiting from improved transport infrastructure

It cannot be assumed that women will benefit from improved transport infrastructure such as road construction and maintenance. For them, it is often the supporting services that are most important given they may not own or drive vehicles. Hence, in providing or upgrading infrastructure, attention also needs to be given to ensuring an adequate level of public buses, scheduling timetables so they service periods of need, checking that proposed location of bus stops are appropriate for women's needs, and considering whether fares take account of women's income levels. Not doing this can create a situation where men inadvertently become the main beneficiaries of transport infrastructure and services.

41 Jensen, R. and Oster, E. (2014). *The power of TV: Cable television and women's status in rural India* in National Bureau of Economic Research Working Paper 13305. <http://www.nber.org/papers/w13305.pdf>, Cambridge, Massachusetts, USA. Access Date: 29 May 2015.

42 Department of Foreign Affairs and Trade (2014a). *Vanuatu Transport Sector Support Program: Socio-economic and gender impact study year 1 results*. (unpublished).

One way to ensure that women benefit from infrastructure improvements is to take their needs into account at the concept or design stage. For example, road design can incorporate features to accommodate users of non-motorised transport and pedestrians. This can include adequate and properly-formed road shoulders that are not only useful for safety but also for flood prevention. In the design of buses or waiting areas, practical aspects need to be considered (e.g. having sufficient space for carrying goods to market) as well as security for women in waiting areas or on board buses and boats (e.g. security-enhancing lighting in waiting areas). In the context of PICs, it is noteworthy that buses may not operate in rural areas and public transport may instead be in pick-up trucks (and the like). In addition, inter-island travel frequently incurs overnight journeys for which secure and separate facilities (sleeping and sanitary) are needed on board and in transit locations.

The transport sector also offers significant opportunities for women's economic empowerment, not only through improved mobility, but also through direct employment. One example is employment of women in the context of community-based contracting including labour-based road construction and maintenance schemes.⁴³ They have also been engaged as drivers, fare collectors, mechanics or in administrative or managerial levels in transport ministries, agencies and private companies. This may require vocational training and attention to the nature of the work being offered and the type of contracts that are used.

2.2.4 Urban Development

While there is increasing urbanisation in most of the PICs a significant proportion of the population remains rural-based

Over the last decade, there has been a significant increase in rural to urban migration in the Pacific particularly in Fiji, Kiribati and RMI. At the same time, rural communities still account for a significant proportion of the population in many Pacific countries, including the Solomon Islands and Vanuatu.

People living in informal settlements may have poorer access to infrastructure services than those in rural households

Informal settlements are a common feature of an urbanising population in many Pacific countries, though estimates of the number of people living in them vary. In Suva (Fiji) estimates are between 16.5% and 59%; in Honiara (Solomon Islands) estimates are at 34%, with an annual growth rate of 26%; and in Port Moresby (PNG) the growth rate in informal settlements has been estimated at 7.8% per year or twice the growth rate of Port Moresby as a whole.⁴⁴ Yet, despite the relative proximity of informal settlements to infrastructure services, people living there may have worse services than those living in rural areas. This includes limited access to clean water and sanitation, electricity, and/or transportation services, with the result that women are forced to spend significant time meeting basic household needs in often overcrowded and insecure environments.

Infrastructure for informal livelihoods is essential

In informal settlements in the Pacific, women often set up microenterprises at markets or beside roads or on pedestrian walkways to earn a living. Nonetheless, infrastructure for informal livelihoods often does not meet women's needs or ensure occupational health and safety. Infrastructure for markets and other informal workplaces needs to include safe and affordable transportation, decent water and sanitation facilities, and respond to women's other priorities (such as the need for child-care and financial facilities).

⁴³ World Bank. (2012b). *An update on gender mainstreaming in transport and recent good practice, FY10-13*. Internal report. Washington: USA, p. 23.

⁴⁴ Chand, S. & Yala, C. Informal land systems within urban settlements in Honiara and Port Moresby. In Australian Agency for International Development (2008). *Making land work: Vol 2. Case studies on customary land and development in the Pacific*. Canberra: Commonwealth of Australia, pp.85-105 at 88 and 91; Kiddle, G.L. (2010). Perceived security of tenure and housing consolidation in informal settlements: Case studies from urban Fiji. *Pacific Economic Bulletin*, 25 (3), pp. 193-214 at 195; United Nations Development Programme. (Sept. 2010). *Millennium Development Goals 2010: Report for Vanuatu*. <https://dfat.gov.au/about-us/publications/Documents/vanuatu-mdg-report-2010.pdf>, Prime Minister's Office, Port Vila, Vanuatu.

2.2.5 Water and Sanitation⁴⁵

Piped water coverage in the Pacific is 53%, lower than all other regions in the world⁴⁶ and the achievement of Millennium Development Goal (MDG) 7c – *ensuring the availability and sustainable management of water and sanitation for all* – was ‘off target’ for most PICs. Only five PICs have achieved the targets for this MDG with the remainder showing mixed results or failing completely.⁴⁷

The water and sanitation sub-sector is particularly important for women and girls for reasons related to health, safety, education and time. The sub-sector is characterised by its cross-sectoral impact, whereby infrastructure investments frequently respond to multiple needs and require comprehensive cross-sectoral needs assessments, planning and investments. In the Pacific context, the rapid growth of informal settlements in urban areas is creating particular challenges for PICs in this sub-sector and appropriate solutions are required.⁴⁸

Water collection is primarily the responsibility of women and children

I wake up around 4.30 a.m. every day . . . If there is no drinking water left, I have to walk to the pipe which is quite a long way away to collect the water. I always dread walking in the morning because some of the men in the settlement will be up drinking from the night before and more often than not they will turn their attention to me and harass me . . . I am always very frightened when they harass me as I know they have assaulted and raped some of the younger girls in the past.

(Amnesty International, September 2011, *Where is the Dignity in that? Women in Solomon Island Slums Denied Sanitation and Safety*. <http://www.amnesty.org.nz/files/SolomonIslandsWEB.pdf>, Amnesty International Index: ASA 43/001/2011. Access Date: 29 May 2015).

Women are generally the primary managers, providers and users of water and they are the stewards of household hygiene. They use water for drinking, cooking, cleaning, personal hygiene, and productive activities. A key issue concerns the proximity and convenience of the water source for drinking and domestic use. Having clean water available near the home saves women and girls time in carrying water and reduces the incidence of muscular-skeletal damage and pain from carrying heavy loads over long distances. However, in deciding where to locate facilities, these issues are weighed up against other factors, including the cost of installation, and they may not be considered the most important or determining factor.⁴⁹ A significant concern is the occurrence of harassment or sexual violence in connection with women and girls collecting water or using latrines distant from their homes in both urban and rural locations.

Sanitation coverage is insufficient and has a significant impact on women and girls

We share a pit toilet with another six households, it is about 60 metres from our house and it's on a steep slope. When we go to the toilet, we have to be very careful so that we don't slide down the hill and hurt ourselves. The toilet itself is very dirty but what other choice do we have?

Maria, a 38-year-old civil servant and mother of two girls in Honiara, Solomon Islands (Amnesty International, September 2011, *Where is the Dignity in that? Women in Solomon Island Slums Denied Sanitation and Safety*. <http://www.amnesty.org.nz/files/SolomonIslandsWEB.pdf>, Amnesty International Index: ASA 43/001/2011. Access Date: 29 May 2015).

⁴⁵ Referred to in some agencies as water, sanitation and hygiene (WASH).

⁴⁶ UNICEF. (2013). *A snapshot of water and sanitation in the Pacific: 2013 sub-regional analysis and update*. http://www.unicef.org/eapro/snapshot_water_and_sanitation_in_pacific.pdf, p.1, Bangkok, Thailand. Access Date: 18 November 2015.

⁴⁷ Pacific Islands Forum Secretariat. (2015b). *Pacific regional MDGs tracking report 2015*, Suva, Fiji. p.38.

⁴⁸ World Bank Group (Water and Sanitation Program of World Bank Group's Water Global Practice). Prepared in conjunction with the Pacific Region Infrastructure Facility, UN Habitat, UNICEF and Asian Development Bank. (2015a). *Unsettled: Water and sanitation in urban settlement communities of the Pacific*, pp.6-9, Sydney, Australia: PRIF.

⁴⁹ World Bank. (2011a). *A companion note for gender and infrastructure tools*. http://www-wds.worldbank.org/external/default/WDSContentServer/WDS/IB/2012/05/23/000425962_20120523142606/Rendered/PDF/687450ESW0P1060er000Infrastructure0.pdf, p.32, Washington, USA. Access Date: 16 November 2015.

Sanitation coverage in the Pacific is only 30%, the same as Sub-Saharan Africa, and lower than all other regions in the world⁵⁰ – although this figure does not include PNG. In the urban settlements of Honiara, for example, only 2% of people have access to flushing toilets, 20% use pit toilets and 55% use the sea, river or nearby land.⁵¹ The lack of clean and safe school sanitation can be a contributing factor in the higher school drop-out rate for young adolescent girls compared with boys.⁵²

2.3 Conclusion

Infrastructure initiatives that respond to the needs of both women and men can contribute to achieving gender equality goals and be a powerful trigger to promoting women's economic and social empowerment. This includes increasing women's mobility and safety, reducing the disproportionate burdens on their time, and improving their health and dignity. While efforts have been made by Pacific governments, PRIF agencies and others to address gender concerns in infrastructure development, the systematic inclusion of the needs and priorities of both women and men has not yet been achieved and significant issues still need to be addressed.

⁵⁰ UNICEF. (2013), op cit, pp.1 & 7. Access Date: 18 November 2015.

⁵¹ Water shortage hits Pacific women. (2013, April 8). *Inter Press Service News Agency*. <http://www.ipsnews.net/2013/04/water-shortage-hits-pacific-women/>. Access Date: 19 May 2015.

⁵² For example, see UNICEF. (2010). *Raising clean hands: Advancing learning, health and participation through WASH in schools – Joint call to action 2010*. http://www.unicef.org/wash/schools/files/raisingcleanhands_2010.pdf, pp.10-11. Access Date: 4 June 2015.

3. Gender Policy Frameworks

3.1 Outline of Gender Policy Frameworks in Pacific Countries

PICs have made international and regional commitments that establish a mandate for advancing gender equality. Several countries have integrated gender equality and women's empowerment principles into national level policies and strategies, though political commitment and resources for implementation remain somewhat limited.

Nearly all PICs and territories have either signed or ratified the *Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)* which has been a catalyst for change in discriminatory Pacific laws, including domestic violence.⁵³ CEDAW Article 14, declares that women should be able “[t]o enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications”.⁵⁴

The *Revised Pacific Platform for Action 2005-2015 (RPPA)*⁵⁵ is a regional charter adopted by PICS that includes targets and indicators on women's rights and gender equality, and provides a framework for the integration of gender concerns in a broad range of sectors (including transport). The RPPA is currently under review.

In 2012 PIC leaders formally recognised that gender equality is a requirement for sustainable development and committed to the *Pacific Leaders' Gender Equality Declaration*.⁵⁶ The Declaration resolves to implement specific national policy actions to lift the status of women in the Pacific and promote their active participation in economic, political and social life.

3.2 PRIF Agency Policies and Procedures

Infrastructure projects can reduce at least three significant barriers that fuel gender inequalities: women's scarce free time; their exclusion from many, and certainly the most promising, local economic opportunities; and their lower presence, if not absence altogether, in well-resourced networks and important decision making arenas. The few impact evaluations available suggest that by hitting on all of these fronts simultaneously, the projects can sometimes contribute to breakthroughs in women's lives in ways that interventions focusing on just one area may be unable to do.

(Making Infrastructure Work for Women and Men: A Review of World Bank Infrastructure Projects, 1995-2009, World Bank, 2010, p.34)

3.2.1 Introduction

Gender mainstreaming places gender equality issues at the centre of policy decisions, medium-term plans, program budgets, as well as in institutional structures and processes.⁵⁷ It therefore concerns much more than just increasing women's involvement and it is not achieved merely by adding on a gender equality component. It must be an integral part of the whole process and should be dynamic in order to be sustainable and meet changing needs.

PRIF agencies have developed institutional policies to guide the formulation of their global and regional strategies for advancing gender equality in their capital works, technical assistance and lending programs. These policies are supported by frameworks, tools and manuals that guide

53 Tonga has not yet signed, nor ratified although recently committed to doing so. Palau has signed but not ratified as of 2015.

54 United Nations. (1979). *Convention on the elimination of all forms of discrimination against women*, New York, 18 December 1979. This article and Article 10 both refer to rural women specifically. <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CEDAW.aspx>. Access Date: 1 December 2015.

55 Secretariat of the Pacific Community. (undated – a). *Revised Pacific platform for action on advancement of women and gender equality (RPPA) 2005-2015: A commitment by all Pacific Island countries and territories*. <http://www.pacificwomen.org/wp-content/uploads/web-RPPA-for-CSW1.pdf>. Access Date: 1 December 2015.

56 Pacific Islands Forum Secretariat. (2012b). *Pacific leaders' gender equality declaration*. Forum Communiqué, 43rd Pacific Islands Forum, Rarotonga, Cook Islands, 28-30 August <http://www.forumsec.org/resources/uploads/attachments/documents/2012%20Forum%20Communique.%20Rarotonga.%20Cook%20Islands%2028-30%20Aug1.pdf>. Access Date: 19 May 2015.

57 Hannan, C. (Aug. 2001), op cit, p.1.

implementation. The key aspects of the institutional approaches of each of the PRIF agencies for practicing gender mainstreaming and achieving gender equality will be outlined in the sections that follow. The multilateral development banks (MDBs), in particular, have highly structured, specific and detailed procedures and guidelines that can be used by staff, partner governments, other development partners and consultants as appropriate. A summary of information about the approaches and documentation from each of the PRIF agencies is in Appendix C.

3.2.2 Asian Development Bank

The Asian Development Bank (ADB)'s 1998 policy on gender and development is its guiding framework for gender and development activities. The policy adopted gender mainstreaming as the key strategy for promoting gender equality and women's empowerment across the full range of ADB's operations – from country partnership strategies to the design and implementation of gender-inclusive programs and projects. In addition, ADB's long-term strategic framework, *Strategy 2020*, includes promoting gender equality as one of the five drivers of change.⁵⁸ The corporate results framework to measure performance includes concrete numerical gender targets and gender performance is tracked and reported annually.

In 2013, ADB approved a new *Gender Equality and Women's Empowerment Operational Plan, 2013-2020: Moving the Agenda Forward*⁵⁹ that sets out the strategic directions and guiding framework for delivering better gender outcomes in Asia and the Pacific region. This plan has drawn on experiences in gender mainstreaming operations in ADB member countries and it places greater emphasis on implementation of project-specific Gender Action Plans, measuring and monitoring gender equality outcomes.

ADB has structured procedures for gender mainstreaming, not only in infrastructure but also in other sectors and strategic programs. The procedure starts from the concept stage of project design, by assigning a gender mainstreaming classification for each project. These classifications are:

- gender equality theme
- effective gender mainstreaming (EGM)
- some gender elements, and
- no gender elements.

Projects with the first two classifications are considered operations with significant gender mainstreaming, they must have a Gender Action Plan, and they are included in the institutional target for gender mainstreaming in overall ADB-wide operations. Currently, more than 45% of all ADB operations are classified as either 'gender equality theme' or 'effective gender mainstreaming'. This includes more than half of transport projects, 90% of water supply projects and over 30% of energy projects. In the Pacific region, more than 50% of operations (including infrastructure projects) are classified in the category of EGM.

Key aspects of ADB's approach to EGM are the following:

- project preparation includes gender analysis by gender/social development specialists
- a Gender Action Plan is prepared as part of the project design, it is closely aligned to the scope and objectives of the project, and it includes specific activities and performance targets related to gender mainstreaming
- the project design is verified by the regional gender specialist and ADB's central technical assurance team
- gender/social development specialists are employed during project implementation to support project teams with implementing the Gender Action Plan
- review missions are required to monitor and report on the Gender Action Plan along with other aspects of the project and the partner government is also required to include status reports on the Gender Action Plan in their regular progress reports, and
- results of the Gender Action Plan are assessed as part of the Project Completion Report and are included in determining the overall rating for the project.

⁵⁸ Asian Development Bank. (2008). *Strategy 2020: The long-term strategic framework of the Asian Development Bank 2008-2020*. <http://www.adb.org/sites/default/files/institutional-document/32121/strategy2020-board-doc.pdf>. Manila, Philippines. Access Date: 2 June 2015.

⁵⁹ Asian Development Bank. (2013a). *Gender equality and women's empowerment operational plan, 2013-2020: Moving the agenda forward in Asia and the Pacific*. <http://www.adb.org/documents/gender-equality-and-womens-empowerment-operational-plan-2013-2020>. Manila, Philippines. Access Date: 16 November 2015.

In the Pacific region, ADB is focusing on supporting partner governments and project implementation teams to build their understanding of the importance of gender in infrastructure programs and projects and how to develop Gender Action Plans and implement them effectively. In contrast to some of ADB's other regional offices, not all Pacific resident missions have gender specialists, hence the regional gender specialist (from ADB Headquarters) and some visiting specialists provide capacity building support both at the project and country levels.

ADB has developed a comprehensive set of tools and instruments to guide design, implementation and monitoring of its gender mainstreaming efforts. The resources include a number of Toolkits for each sector (including infrastructure sub-sectors), Gender Checklists and Tip Sheets.⁶⁰ Country Gender Assessments⁶¹, Rapid Gender Assessments, and gender statistics booklets⁶² are also being produced for the Pacific and other regions. The information includes guidelines on gender analysis and profiles for the sector under focus, identifying gender entry points, examples of Gender Action Plans in different sectors, and numerous case studies. In addition, tailored tools, such as a checklist for implementation, have recently been developed for specific application in the context of the Pacific region.

3.2.3 Department of Foreign Affairs and Trade (Australia)

The Australian Government identifies gender equality as a priority in its aid program. Since the reinsertion of its aid program into the Department of Foreign Affairs and Trade (DFAT) in 2014, policies have been realigned in a number of ways. Firstly, the new policy, as outlined in *Australian Aid: Promoting Prosperity, Reducing Poverty, Enhancing Stability*, has identified six investment priorities for Australia, of which gender is one and the development of infrastructure is another.⁶³ Secondly, 10 strategic targets have been developed for monitoring the performance and results of Australian aid.⁶⁴ Target four aims at empowering women and girls, with an ongoing target of 80% of all aid to be effective in promoting gender equality (checked annually for performance), regardless of the sector or nature of the project.⁶⁵ Accordingly, DFAT focuses on making both specific aid investments to promote women's economic empowerment, women's participation in leadership and decision-making, and ending violence against women and girls, as well as broadening the scope of women's empowerment through all development assistance provided by Australia.

Whilst DFAT does not use the term 'gender mainstreaming', most of the approaches included under 'gender equality and women's empowerment' are consistent with what is generally understood by the MDBs and the UN agencies as 'gender mainstreaming'. DFAT does not use a classification of gender categories, but encourages programming to ensure gender is integrated into project logic effectively. It has also adopted the Organization for Economic Cooperation and Development (OECD) practice of assigning 'principle markers' at the outset of a project in the registration process.

In applying this into project design and implementation, DFAT refers its staff to appropriate technical tools (such as those developed by the MDBs) and it has in-house gender expertise. Program/project managers are encouraged to consult with these experts on inclusion of gender at the project design stage and as needed throughout the project cycle.

In addition, DFAT has performance frameworks that can be applied for tracking gender performance. For project investments over AUD3 million, annual quality assessments are undertaken in which gender is one of many issues that may be examined.

The Australian Government's aid efforts in the Pacific in support of gender equality and improving women's empowerment are predominantly channelled through the recently established initiative *Pacific Women Shaping Pacific Development* (PWSPD).⁶⁶ The program is guided by the ethos that empowering women will ultimately result in economic prosperity for all in the region. Leadership,

60 For example: Asian Development Bank. (2015a). *Tip sheet for ADB projects: How to effectively implement and monitor project Gender Action Plans (GAP)*. Forthcoming. Manila, Philippines.

61 Completed to date in the Pacific for Fiji, PNG, Solomon Islands and Timor-Leste.

62 For example, Asian Development Bank & Pacific Community. (2016), op cit.

63 Department of Foreign and Affairs and Trade. (2014b). *Australian aid: promoting prosperity, reducing poverty, enhancing stability*. <http://dfat.gov.au/about-us/publications/Documents/australian-aid-development-policy.pdf>, pp. 10 & 25, Canberra, Australia. Access Date: 1 December 2015.

64 Department of Foreign and Affairs and Trade. (2014c). *Australia's new development policy and performance framework: a summary*. <http://dfat.gov.au/about-us/publications/Documents/aid-policy-summary-doc.pdf>, Canberra, Australia. Access Date: 1 December 2015.

65 Department of Foreign and Affairs and Trade. (2014d). *Making performance count: Enhancing the accountability and effectiveness of Australian aid*. <http://dfat.gov.au/about-us/publications/Documents/framework-making-performance-count.pdf>, p.8, Canberra, Australia. Access Date: 1 December 2015.

66 Department of Foreign and Affairs and Trade. (2014b), op cit, p.26; <http://pacificwomen.org/>. Access Date: 1 December 2015.

economic empowerment and ending violence against women are the guiding objectives of initiatives under this AUD320 million program. To support implementation of PWSPD, DFAT has prepared country summaries on gender issues and plans for 12 countries, though not specifically on infrastructure.⁶⁷

Finally, the Australian Government has appointed an Ambassador for Women and Girls to advocate on important gender issues. The Ambassador has already adopted a high profile in a number of activities, including in association with the PWSPD program.

3.2.4 European Union/European Investment Bank

The *European Consensus on Development*, stating the joint positions of the European Parliament, the Council and the European Commission⁶⁸ underlines gender equality as a common goal and shared value of the entire European Union (EU). The statement declares:

The promotion of gender equality and women's rights is not only crucial in itself but is a fundamental human right and a question of social justice, as well as being instrumental in achieving all the MDGs and in implementing the Beijing platform for Action, the Cairo Program of Action and Convention on the Elimination of All Forms of Discrimination Against Women. Therefore the EU will include a strong gender component in all its policies and practices in its relations with developing countries.
(Clause 19).

There is an explicit intention that both men and women will have active involvement in the social progress agenda and that gender will be mainstreamed in all aspects of development cooperation (Clause 104). Gender equality is fostered through support to improved access and control over resources, and increased political and economic 'voice'.

The statement responds to the commitments through a strategy for gender equality that includes guidelines for improving gender mainstreaming and reinforcing the role of women in its development cooperation policy. The objectives of the strategy and communication include increasing the efficiency of gender mainstreaming:

- at the *political level* – the Commission stresses the importance of discussing gender equality with the partner countries at the highest level
- in *development cooperation* – the Commission proposes:
 - establishing effective dialogue with relevant stakeholders in the preparation of country strategies and aid programs
 - putting in place mutual accountability mechanisms
 - using performance indicators to monitor gender issues
 - linking the disbursement of incentive tranches to gender-sensitive indicators
- in *institutional capacity-building* – the Commission recommends using practical tools in the assessment and implementation phases as well as providing improved access to information, best practices and gender training for partner countries and staff.

The statement also includes objectives to refocus actions to promote women's economic and social empowerment in partner countries. It specifies that EU financing is to be paid on the basis of improvements in gender equality indicators, with gender responsiveness integrated into the preparation of the budgets of the partner countries at national and local levels. This requires re-prioritisation of expenditure, re-orientation of programs within sectors to achieve gender equality, and monitoring of government revenue and expenditure.

67 Department of Foreign Affairs and Trade. (undated). *Development assistance in the Pacific: Pacific regional – empowering women and girls*. <http://dfat.gov.au/geo/pacific/development-assistance/Pages/gender-equality-pacific-regional.aspx>, Canberra, Australia. Access Date: 28 January 2015.

68 European Union. (2006). *The European consensus on development*. Joint statement by the European Parliament, the Council and the Commission. Recorded in the Official Journal of the European Union 2006/C46/01. http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.C_.2006.046.01.0001.01.ENG. Access Date: 16 November 2015.

In ensuring that its policy towards gender mainstreaming and gender equity is reflected in its development cooperation programs, the EU has developed tools for guidance to policymakers and practitioners.⁶⁹ They include log-frames, gender analysis and gender budgeting, and performance indicators, many of which are similar to those of other PRIF agencies. A notable characteristic of the approach to applying of the tools is the emphasis on the different levels of focus in the economy – macro, meso, micro – that require selection of the appropriate tool or components of tools, such as the type of indicators for measuring impacts.

The European Investment Bank's (EIB) Environmental and Social Standards incorporate preliminary attention to gender dynamics, drawing attention to the different ways in which operational risks and mitigation measures may, respectively, impact and compensate women and men in very different ways.⁷⁰ Current ongoing efforts by EIB are set to mainstream gender equality and women's empowerment in the Bank's lending activity, both in terms of its risk-based due diligence and the impact of its lending. The elaboration of a Gender Strategy and Gender Action Plan (by the end of 2016) is expected to constitute the key vehicles to articulate and serve the operationalisation of the agenda.

3.2.5 Japan International Cooperation Agency

*Japan's Official Development Assistance Charter*⁷¹ indicates the importance the Japanese Government assigns to the engagement and development of women in its international programs. One of the basic policies supports a focus on women as part of achieving human security and human rights (pp. 4 and 6). In addition, the implementation principles in the Charter includes promoting women's participation in development (p.11).

This is developed further in the recent publication from the Japan International Cooperation Agency (JICA) titled *Gender Equality and Women's Empowerment: JICA Strategies and Actions*.⁷² The paper indicates that gender equality and women's empowerment are integral to the cooperation strategies of the Japanese Government. Not only are they perceived from a human rights perspective, but also as important components in economic, social and political development. The key approach is gender mainstreaming, with five priority areas for attention:

- women's economic empowerment
- women's rights and security
- women's health and education
- gender responsive governance, and
- gender responsive infrastructure.

In regard to the last of these, JICA recognises that in many parts of the world, women do not have access to clean water, good sanitation, electricity, roads and transportation. Therefore, JICA notes the importance of reducing the time women spend on domestic activities, along with the need to enhance their mobility and access to economic opportunities. This includes attention to providing rural electrification, improving rural roads, and promoting women's participation and leadership in infrastructure operations.

Since 2005, JICA has had gender officers assigned at its Headquarters and in 100 regional offices worldwide. It has an Office for Gender Equality and Poverty Reduction which is responsible for implementing specific gender projects and providing an advisory role to other departments on gender mainstreaming. In addition, JICA supports national women's machineries in countries where it provides development support, and it places emphasis on the importance of collaboration with local and international NGOs and civil society. It also has a policy of 'gender responsive evaluation'.⁷³

69 European Commission. (2004). *Toolkit on mainstreaming gender equality in EC development cooperation*. Brussels, Belgium.

70 European Investment Bank. (2006). *Environmental and social safeguards*. <http://www.eib.org/infocentre/press/news/all/environmental-and-social-safeguards.htm>, Luxembourg. Access Date: 15 February 2016.

71 Japan Ministry of Foreign Affairs. (2015). *Cabinet decision on the Development Co-operation Charter*. <http://www.mofa.go.jp/files/000067701.pdf>, Tokyo, Japan. Date of Access: 22 March 2016.

72 Japan International Cooperation Agency. (2015). *Gender equality and women's empowerment: JICA strategies and actions*. Japan International Cooperation Agency. (2015). *Gender equality and women's empowerment: JICA strategies and actions*. [http://www.jica.go.jp/km/FSubject1501.nsf/b9ebd9a793e2456249256fce001df569/67c5f049b960eb9d49257e1c0022dfa3/\\$FILE/JICA%E3%82%B8%E3%82%A7%E3%83%B3%E3%83%80%E3%83%BC%E5%B9%B3%E7%AD%89%E5%8D%94%E5%8A%9B%E6%8C%87%E9%87%9D%E8%8B%B1%E6%96%87.pdf](http://www.jica.go.jp/km/FSubject1501.nsf/b9ebd9a793e2456249256fce001df569/67c5f049b960eb9d49257e1c0022dfa3/$FILE/JICA%E3%82%B8%E3%82%A7%E3%83%B3%E3%83%80%E3%83%BC%E5%B9%B3%E7%AD%89%E5%8D%94%E5%8A%9B%E6%8C%87%E9%87%9D%E8%8B%B1%E6%96%87.pdf), Tokyo, Japan. Access Date: 22 March 2016.

73 Japan International Cooperation Agency. (2007). *Trends and approaches on gender and development (GAD)*. http://www.jica.go.jp/english/our_work/thematic_issues/gender/background/pdf/report4.pdf, Tokyo, Japan: Gender Equity Team, p.30. Access Date: 16 November 2015.

3.2.6 New Zealand Ministry of Foreign Affairs and Trade

The *New Zealand Aid Programme Strategic Plan 2015-2019* (2015)⁷⁴ presents the New Zealand Government's current overarching policy on international development assistance. Gender equality and women's empowerment is one of three cross-cutting themes for guiding development practice and outcomes.⁷⁵ This serves as guidance to all New Zealand government departments involved in aspects of New Zealand's programs and activities abroad, including the New Zealand Ministry of Foreign Affairs and Trade (NZMFAT).

The Plan identifies 12 strategic investment priorities. There are two specific areas of infrastructure included – ICT and Renewable Energy – and other infrastructure support is provided through broader strategic priorities/areas. For example, transport is covered under the strategic investment priority of Trade and Labour Mobility.

Along with a number of other PRIF agencies, the New Zealand Government has a dual approach of supporting gender mainstreaming initiatives and also funding some specific projects aimed at women's empowerment and gender equality. These are pursued through a range of strategic partnerships involving regional, multilateral and bilateral partnerships, as well as civil society engagement.

Gender Analysis Guidelines are contained in the document *Integrating Gender Equality and Women's Empowerment into an Activity, Programme or Policy*.⁷⁶ These form part of a toolkit that also includes four *Knowledge Notes* which provide tailored guidance on selected sectors. Requirements are also integrated into generic frameworks such as the Activity Quality Policy.⁷⁷

The approach to monitoring and evaluation (M&E) focuses on delivering measurable results. A draft Results Framework is now required as part of the design documents for each project or activity. For example, a Renewable Energy Results Management Framework has been developed for monitoring results specific to this infrastructure sub-sector, with the intention of applying this across all renewable energy activities. Inclusive social benefits are one of the long-term outcomes in this Results Framework.⁷⁸

3.2.7 The World Bank Group⁷⁹

The World Bank Group recognises the importance of gender issues in development. It considers that no country, community or economy can achieve its potential or meet the challenges of the 21st century without the full and equal participation of women, men, girls and boys. It recognises the significance of women's productive potential and works with public and private sector clients to close gaps between males and females globally for lasting impact in tackling poverty and driving economic growth that benefits all.

In 2014, gender was designated as one of five cross-cutting solution areas (CCSAs) in strategy and programs. This focuses on three main areas, outlined in *World Development Report 2012: Gender Equality and Development*.⁸⁰ These are:

- closing gaps in endowments such as education and health
- closing gaps in economic opportunities such as access to good jobs, physical and financial assets, and
- enhancing women's ability to make themselves heard and to play a decisive role in determining the course of their own lives.

These focus areas include advancing equality under the law and tackling the global epidemic of gender-based violence.

74 New Zealand Ministry of Foreign Affairs and Trade. (2015a). *New Zealand Aid Programme Strategic Plan 2015-2019*, <http://reliefweb.int/sites/reliefweb.int/files/resources/New%20Zealand%20Aid%20Programme%20Strategic%20Plan%202015-19.pdf>, Wellington, NZ. Access Date: 2 December 2015.

75 The other two being environment and human rights.

76 New Zealand Government. (2012), op cit, p.5. Access Date: 16 November 2015.

77 New Zealand Ministry of Foreign Affairs and Trade. (2015b). Activity quality policy. (Document ID: REFE-21-134). https://www.mfat.govt.nz/assets/_securedfiles/Aid-Prog-docs/NZDRP-docs/Activity-Quality-Policy.pdf, pp.3,5 &6, Wellington, NZ. Access Date: 23 January 2016.

78 New Zealand Ministry of Foreign Affairs and Trade. (2015c). *Evaluation of infrastructure investment in the Pacific: Renewable energy results management framework*. Internal working draft.

79 This includes the IFC which adopts the World Bank's policy and guidelines with respect to gender mainstreaming and refers to these documents accordingly.

80 The World Bank. (2011b). *World development report 2012: Gender equality and development*. <https://siteresources.worldbank.org/INTWDR2012/Resources/7778105-12996998583/7786210-1315936222006/Complete-Report.pdf>, Washington, USA. Access Date: 1 December 2015.

In December 2015, a new gender strategy was released – *World Bank Group: Gender Equality, Poverty Reduction, and Inclusive Growth – 2016-2023 Gender Strategy*.⁸¹ This builds on the *World Development Report's* three interconnected pillars for gender equality: *human endowments* (including progress in education and health outcomes); *economic opportunity* (including not only participation in economic activities, but also access to and control of productive assets); and *voice and agency* (which refers to being involved and having influence in political processes and governance, having freedom from violence, and having personal control over key decisions in life). Jobs and assets are seen as fundamental to change for women as individuals and for their communities, with the importance of engaging men and boys in the process of change also highlighted. The new strategy offers guidance on implementation, including use of multi-sectoral and multidimensional approaches, continuation of the use of country gender diagnostics such as Country Gender Action Plans (CGAPs) and Strategic Country Diagnostics (SCDs), and adoption of a new M&E system.

Another key document is *A Companion Note for Gender and Infrastructure Tools*,⁸² prepared by the World Bank's Social Development Department. The document provides analysis of key infrastructure sectors including ICT, transport, urban development and water resources management and proposes gender-informed approaches for each of them. There are examples of good practice in integrating gender into the various sectors and tools for guidance in the achieving the gender mainstreaming objectives. In addition, the World Bank has produced some sector-specific guidance reports and toolkits.

In the transport sub-sector, the World Bank has been actively engaged in research on gender issues since the late 1980s and many of its projects have received international recognition for their good practice. Resources include the report *TP-28: Mainstreaming Gender in Road Transport: Operational Guidance for World Bank Staff*⁸³ which provides guidance to transport and gender specialists on entry points for mainstreaming gender into road operations in urban, peri-urban and rural contexts, with examples of M&E indicators. The *Gender and Transport Resource Guide*⁸⁴ provides a virtual library and summary of key issues and good practices, including emerging issues such as climate change and working in post-conflict settings.

For the water sub-sector, the World Bank has prepared a Toolkit for guiding gender mainstreaming in its operations under the Water Partnership Program⁸⁵. Gender analysis carried out prior to the design of hardware is an important component of the Toolkit, used for identifying gender differentiated needs, as well as users' willingness to pay for services. The analysis will be supported by baseline data, disaggregated not only by sex, but also other important socio-economic variables, such as age. The targeting of women's input is emphasised to ensure that the physical placement and design of installations meet their needs and that future maintenance requirements are considered. Public awareness campaigns also form part of the Toolkit, designed to educate both men and women about the benefits of the programs. Ongoing monitoring includes gender impacts in areas such as water access and use. Other tools that have been employed in the water and sanitation sub-sector in other parts of the world, such as time-use surveys, have not been employed in the PICs as yet.

Since 2012, gender mainstreaming in projects has been monitored through a 'flag' system that Task Team Leaders use to indicate the approach to gender at the initiation of the project.⁸⁶ The approach is assessed at three levels, namely, *Analysis*, *Activity*, and *M&E*. For each of these, projects are rated for their gender considerations on a binary scale (i.e. 'yes' or 'no').

81 World Bank Group. (2015b). *World Bank Group: Gender equality, poverty reduction, and inclusive growth – 2016-2023 Gender Strategy*. (Report No. 102114). <http://documents.worldbank.org/curated/en/2015/12/25691813/world-bank-group-gender-strategy-fy16-23-gender-equality-poverty-reduction-inclusive-growth>, Washington, USA. Access Date: 15 February 2016.

82 World Bank. (2011a), op cit, p.32. Access Date: 16 November 2015.

83 World Bank. (2010a). *Mainstreaming gender in road transport: Operational guidance for World Bank staff*, (Transport Papers TP 28). <http://siteresources.worldbank.org/INTTRANSPORT/Resources/336291-1227561426235/5611053-1229359963828/tp-28-Gender.pdf>, Washington, USA: Transport Sector Board. Access Date: 16 November 2015.

84 The World Bank. (2006). *Gender and transport resource guide*. <https://www.ssatp.org/sites/ssatp/files/publications/HTML/Gender-RG/index.html>, Sub-Saharan Africa Transport Program (SSATP). Access Date: 28 February 2016.

85 World Bank. (2015). *Toolkit for mainstreaming gender in water operations (draft)*. Washington, USA.

86 World Bank. (2012b), op cit, p.35.

3.3 Conclusion

PRIF agencies have a range of resources designed to assist staff, governments, other development partners and contractors in identifying, managing and monitoring gender issues in their respective infrastructure investments. This includes policies, guidelines and toolkits. There are also guidelines, toolkits and other resources available on-line that can be accessed by staff in PRIF agencies (examples are in Appendix D).

Among the PRIF agencies, there are systematic approaches to addressing gender through formal mechanisms, including project classifications designed to identify the required level of response to gender issues and use of Gender Action Plans (or similar). Some provide reports on good practices for gender mainstreaming in infrastructure sub-sectors such as transport and water and sanitation; however, to date there are not many good practice examples from the Pacific. PRIF agencies also incorporate gender issues into M&E, including overall assessment of programs and projects, as well as assessment of contractor performance.

Finally, another issue that PRIF agencies recognise is the importance of a balanced depiction of women and their status in their communities. It is common in general literature for women to be represented as “problem holders”⁸⁷ in regard to gender inequalities or to depict them along with children as part of a ‘vulnerable group’, which can sometimes disempower women.⁸⁸ Gender mainstreaming provides the PRIF agencies with an effective approach to ensuring balance in the presentation of women in society and focusing on the positive aspects of women’s empowerment.

⁸⁷ Debusscher, P. (2013). Gender equality in European Union development policy: Incorporating women's voices or confirming hierarchies? *Afrika Focus*, 26(2), 31-45 at 39.

⁸⁸ Debusscher, P. (2013), op cit, p.40.

4. Gender Integration in PRIF Infrastructure Projects

4.1 Introduction

This chapter of the report is largely based on interviews with PRIF agency representatives. It indicates that current barriers are considered to be:

- limited understanding about what gender mainstreaming means and how gender issues can be incorporated into programs
- difficulty in linking national gender policy frameworks and gender parity objectives with investments in infrastructure
- limited capacities and incentives in partner governments to develop and implement gender-sensitive policies, programs and projects, and
- inadequate awareness and training among project implementers about the benefits and approaches to gender mainstreaming.

As a result, achievements are not always consistent. Continuous effort must be made to counter the tendency to see infrastructure as being ‘gender neutral’. Insights from the interviews that were conducted illustrate some of the key points and challenges within PRIF agencies and are set out below.

4.2 Gender Mainstreaming throughout Projects

As is the case globally, integration of gender sensitive aspects in infrastructure projects in the Pacific is not yet systematic

Gender can easily become a peripheral thing when there are so many competing demands in projects. (PRIF agency representative)

Each of the PRIF agencies consulted noted challenges in integrating gender consistently throughout the project cycle. ‘Gender entry points’ (i.e. where gender can be inserted into the project) are identified at the project concept stage. These entry points will, ideally, be strategically placed throughout the project cycle and may be summarised in a Gender Action Plan. Common gender processes that help ensure the successful integration of gender aspects include the following:

- consulting women and men during project preparation
- establishing some gender-informed targets in the project, and
- including both women and men in activities during implementation that relate to these targets, for example in capacity building.

The tracking and monitoring of project performance in relation to targets should be undertaken throughout the project cycle. Evaluation at the conclusion of a project is designed to assess the level and impact of gender equality outcomes, as well as other objectives of the project. Whilst gender targets are established (supported by indicators) at the beginning of a project, there must be provision for revising these targets if circumstances change during project implementation.

As outlined in Chapter 3, some PRIF agencies adopt the use of gender classifications for projects. Depending on the gender classification assigned to a project, this will determine the level of specific gender activities in each phase. Ideally, in accordance with the meaning of ‘mainstreaming’, gender elements will be part of the main activities of the project and not considered an ‘add-on’

to the project's overall objectives. By applying the appropriate level of 'gender category' to a project, the agencies are able to systematically incorporate relevant activities designed to produce gender equity in outcomes and women's empowerment, depending on the overall objectives of the project.

Even so, the results are mixed. During this study, PRIF agencies have noted that in moving from the initial project concept development and design phase through the project cycle, attention to gender can become less systematic and gender issues in M&E often receive the least attention. While PRIF agencies may incorporate some gender indicators or elements in an overall M&E Framework, it is less common to have gender-sensitive M&E frameworks or budgeting for gender-responsive M&E work (see section 4.8).

4.3 Gender in the Consultation Process

Pacific women are often unable to substantively participate in planning, prioritising, and designing infrastructure projects

Women must be consulted. They have a lot of knowledge about the impact of infrastructure in communities. The consultations must include both women as individuals and women's groups. (PRIF agency representative)

Without substantive, field-based consultations with both women and men, the practical and strategic needs and interests of women in infrastructure initiatives are more likely to go unrecognised and not receive the attention they deserve. Yet, actively enabling and seeking the input of both men and women during scoping and project preparation phases of projects is challenging and the degree of success varies.

Institutionally, women are under-represented at all levels of professional and technical areas in infrastructure sectors and formal structures which makes it imperative to support formal participation and adequate representation of women's viewpoints.

At a community level, unless specific steps are taken, not only to include women in consultations, but specifically to tailor and address their concerns in project features, their viewpoints may not be reflected in the final technical designs. Due to limited expertise or experience with infrastructure projects, women are often in a weak position in providing input. Moreover, women's needs may compete (or even conflict) with male priorities and, without the provision of appropriate fora for adequate 'voice', preference may be given to the input from men in the community given their leadership roles or for other reasons. Consequently, it is generally important to hold separate focus group discussions for women and men, at times that are appropriate to each group given their various family and economic responsibilities, with female gender specialists or female consultants managing the consultation process in the women's groups to ensure open and free-flowing discussion.

During this review, PRIF agencies indicated that there is a need for strengthening consultation and participation in the concept and design stages, including making the process more visible and assigning more merit to doing it correctly. It was stressed that women's groups, as well as a cross-section of individuals and households, need to be consulted to ensure receiving the full benefit of input from women at community level.

Not only does consultation with women improve the design elements in a project, but it can also improve the sustainability of a project. For example, given women's role in the collection of water and management of household hygiene, their representation on Water Management Committees is often crucial for the long-term functioning of the project (as well as being beneficial for women's own empowerment). Not only does it help to ensure the adoption of appropriate design features from the beginning of a project, but it also contributes to the long term success of the management and maintenance of the facility. For example, if a tap breaks down it is more likely to be repaired promptly if women are on the Committee and have the authority and budget to respond accordingly.

4.4 Gender Analysis and Gender Action Plans

Drawing on gender expertise during project preparation is important to ensure better identification and integration of gender issues from the outset

Care is needed to ensure the appropriate expertise is assigned to projects. Sometimes consultants are hired as gender and community specialists (combining two skills sets). The relative experience in each of these areas needs to be assessed to ensure that gender analysis and reporting will meet project requirements. (PRIF agency representative)

The presence of gender expertise in teams working on the preparation of infrastructure projects is considered an important, but uncommon, skill set. Although many have worked in education, health and other areas of social development, experience in infrastructure beyond the water and sanitation sector (as it relates to health and hygiene) is not so common. Section 4.5 contains a summary of qualifications and experience that could be used in hiring an appropriate consultant.

Use of gender analysis to inform infrastructure design is not systematic and is often inadequately supported by data

The availability and quality of data to identify gendered needs in infrastructure is frequently inadequate in the Pacific. This is a recurring problem across PICs and across sub-sectors, making the task of gender analysis and needs assessment difficult and less robust than it could be.

Identifying women's and men's needs and constraints in a range of contexts (country, rural, urban) and understanding how women's productive and reproductive (care) activities might be affected by an initiative is essential for designing inclusive infrastructure programs and projects. Carrying out gender analysis is an early step towards this understanding and it should be based on objective qualitative and quantitative data.

In this regard, valuable qualitative data may be obtained through consultative processes with both men and women, as described previously, but quantitative data for establishing baseline indicators and realistic targets is often more difficult to gather. If this is available in sufficient depth, if it is reliable and if it is sex-disaggregated, it can be crucial in guiding the design of gender objectives and in establishing the prioritisation of women's needs for infrastructure, or, for specific elements and features of an infrastructure intervention. In addition, the data are critical for good impact measurement and, without it, evaluation of gender outcomes is compromised.

However, it is a reality that many PICs still have limited statistical capacity and data collection is not of consistent quality or depth across the Pacific. Moreover, general surveys, such as periodic household surveys, inadequately address the individual level; hence, the specific needs of women relating to a particular infrastructure sub-sector cannot be reliably deduced from such data. Separate surveys may need to be designed and conducted in order to provide analysis of specific needs, rather than relying exclusively on secondary data. For example, in the transport sector, social surveys may be used to develop needs assessments in respect to the design of roads through villages or waiting and loading areas for buses or water-based transport. Whilst some issues may be identified through consultative processes, much informative analysis can be gained through collecting data on women's travel or trading patterns. This is part of the gender analysis exercise.

A further constraint is the limited experience of staff of Women's Affairs Ministries, or the gender focal point of key ministries relevant to infrastructure development, in dealing with data to support competing claims for resources earmarked for gender-related activities. There is often a need for capacity building to improve understanding of the type of data project planners need and how to find and use existing secondary data (such as that available through household surveys).

Finally, adopting the practice of using context-specific data is more likely to lead to context-specific solutions to infrastructure problems rather than adopting the practice of applying 'templates' that may have proved effective in other locations. Not only do socio-economic-cultural contexts differ, but also terrain – a major factor in infrastructure development.

Gender Action Plans can be an effective tool to assist gender mainstreaming

Gender Action Plans (or similar instruments) are used by some PRIF agencies and they are an effective tool in helping governments, implementing agencies and project teams to be aware of gender issues and what steps are to be taken to address problems that have been identified. Gender Action Plans must not be considered as separate components of projects, but are an integral part of project activities. The achievement of the specific targets contained in them (measured by indicators) contribute to the project objectives and outcomes with regard to overall gender equality results (depending on the focus of each project). Appendix E contains a sample Gender Action Plan for an ADB project in the energy sector (although most Gender Action Plans are more complex than this example) and Appendix F contains the checklist ADB uses for implementation and reporting of Gender Action Plans.

There must be commitment to the Plan. This includes the development partner, the government and any private contractors involved in the project. Where the respective team leaders responsible for project management and implementation have a good understanding of why gender is important for the success and sustainability of their project, the realisation of the targets contained in a Gender Action Plan becomes easier. However, if the requirements are too rigorous for the capacity of partner governments and project implementation teams, considerable support is required for implementation to be effective.

4.5 Resourcing and Capacity within PRIF Agencies and PIC Governments

Resourcing within PRIF agencies and PIC governments is often insufficient

Ideally, a gender specialist should be assigned for the duration of the project, giving specific inputs at certain stages but also being available for some consultations with the project team at other times, when needed. (PRIF agency representative)

Resourcing is often insufficient to ensure gender analysis is carried out adequately. Some of the PRIF agency representatives consulted mentioned drawing on internal gender specialists, and using available tools to support analytical gender work. However, most still felt there was a shortage of analytical and operational gender expertise available (both internally and externally).

The timing for inputs of gender expertise is very important. Input is needed early in the project cycle with sufficient time allocated for carrying out social surveys, community consultations and undertaking solid gender analysis prior to any design work commencing. The information can then be used in the design process.

Once the project moves into the implementation stage, gender inputs are usually still needed and it is important to ensure that gender-related activities are not an 'add-on' to the project that only concerns gender specialists. Timing of inputs is important. If the gender inputs (in terms of budgeted days) are used up too soon in the project, the project manager is less likely to monitor the success of the Plan's implementation in later stages. Therefore, it is optimal to have continuous inputs from a gender specialist throughout the project or, where this is not possible, the right timing of inputs in order for them to be effective.

Importantly, the right mix of skills, experience and inputs must be considered in planning each project, recognising that a particular specialist may not embody all the skills that are required. For example, not all community development specialists are able to undertake gender analysis, though they may be skilled in community consultation work; likewise, a gender specialist could be strong in gender analysis but not in training or advocacy work with partner government

officials. Sometimes, if resourcing permits, more than one individual may be needed to conduct different tasks on the project. The Terms of Reference must match the needs of each project, but qualifications and experience might include some of the following:

- formal qualifications in gender studies (or equivalent in experience)
- developing strategies for gender responsive programming in infrastructure programs and projects in international development settings
- applying gender expertise to sector (or sub-sector) plans, operations and business processes
- working with government institutions and international organisations in development settings, including at senior and management levels
- fostering understanding in a broad range of groups about the importance of gender in infrastructure programs and projects
- facilitating or participating in community consultation processes that are designed to support both men and women in understanding the issues being and participating, including in leadership roles and separate male/female forums
- developing gender training tools and leading gender-responsive learning processes and training sessions, and/or
- developing data collection systems for use in gender analysis or monitoring and evaluation.

The emphasis on different points would change, depending on the job to be done.

Lack of understanding, misconceptions about gender, and/or lack of commitment hamper gender mainstreaming efforts

Individuals on project teams can make a significant difference to achievement of good gender outcomes. This includes team leaders in development agencies, governments and contractor firms. (PRIF agency representative)

Without a clear understanding of the purpose and benefits of gender mainstreaming, government agencies and project teams may be reluctant to see scarce resources earmarked for infrastructure 'diverted' to gender concerns. In general, team leaders and project officers will only raise gender issues and the need to analyse, plan for, and incorporate gender aspects if they themselves are convinced and committed.

The approach and perspective of the team leader on a project is crucial. This applies equally to team leaders within development agencies, in government project teams and also in contracting firms. A team leader with a genuine interest or gender-informed, assisted by intermittent support from an external gender specialist, is a good option if a gender specialist cannot be deployed for the entire duration of the project.

Training in gender mainstreaming, specific to the particular sub-sector, is an ongoing requirement both within the PRIF agencies and for the PIC partner governments and implementing agencies

Training in aspects of gender mainstreaming needs to be 'refreshed' regularly to take account of staff turnover and shifting focus of priorities in both PRIF agencies and partner governments. This includes both male and female staff and it begins with developing an understanding of why gender is an important issue in infrastructure development as well as general understanding of social inclusion principles and gendered needs. Men can demonstrate their leadership by participating in training and male-targeted behaviour change campaigns.⁸⁹

⁸⁹ Behavioural change campaigns such as in HIV/AIDS prevention programs.

Implications for local languages

A further challenge is the need, not only to explain the concepts of ‘gender mainstreaming’, ‘gender equality’ or ‘women’s empowerment’, but also to ensure the terms find a place in local languages. English-speaking agencies need to be aware that it can be difficult to find suitable local-language equivalents for terms, not only in policy documents (e.g. national gender plans), but also for operations (e.g. in community consultations, workshops, employment programs and so on). Whilst ‘gender mainstreaming’ is broadly understood as a universally accepted term, it appears that translating these two words into the vernacular can require additional syntax and explanation in some languages.⁹⁰ The risk of ‘lost in translation’ is therefore always present and it is important not only to translate words, but to be certain they are explained and defined according to local concepts and reference points.

4.6 Keeping Gender ‘on the Agenda’

Incorporating gender equality outcomes is not typically part of infrastructure policy dialogue with country governments

Senior-level dialogue with partner governments is important in establishing commitment to having sound social policies with supporting structures and programs. It can also be a forum to advocate for or discuss specific initiatives that have been used successfully in programs elsewhere in the world. Examples include:

- having clear budget categories for carrying out gender activities
- including gender targets in performance based payments to contractors, and
- employing affirmative action mechanisms during project implementation, such as having stipulations on the percentage of women on infrastructure governance committees or employed in civil and other works (such as female only maintenance gangs and in ICT service provision).

PRIF agency representatives are sensitive to the importance of ensuring country ownership in fostering successful development, and are aware that advocating for, monitoring and enforcing conditions must be done in a way that fosters buy-in from counterparts, rather than being seen as an unreasonable imposition.

Getting attention for gender issues

Development partners can indicate the importance they give to gender issues by raising it in their discussions with governments from the commencement of project discussions, checking that it is included during implementation and asking for its inclusion in project reporting. (PRIF agency representative)

It was noted that it is often difficult to get attention for gender issues at higher levels within government ministries. In particular, policy and technical staff are often most interested in technical issues (such as how many kilometres of road or how many kilowatts of power a project will create), rather than what they may see as ‘secondary’ (or lesser) benefits related to gender outcomes. In such an environment, PRIF agencies noted the role of in-country and field officers, as well as the importance of deploying positive discrimination in training, mentoring and other opportunities to support Pacific women to develop as leaders in infrastructure sectors.

There is also a need to identify and nurture ‘male champions’. These can be found in country government implementing agencies, in state-owned enterprises and in private enterprise, as well as in industry associations. An example is in the first case study in Chapter 5 which involved identifying men who understand issues relating to gender and are prepared to advocate for incorporating women’s concerns into their own management practices. Conducting awareness-raising sessions at targeted events, such as industry association annual meetings, can be used to develop the interest of these ‘champions’.

⁹⁰ e.g. Pacific Islands Forum Secretariat. (undated). *Niue’s way of saying gender*. <http://www.forumsec.org/pages.cfm/newsroom/announcements-activity-updates/2015-1/niues-way-of-saying-gender.html>. Access Date: 27 November 2015.

Finally, the target of gender mainstreaming training should not only be focused on integrating gender into projects, but should also filter through policy work at Ministry level. Projects typically have a life cycle of up to seven years, whereas introducing gender mainstreaming into the practice of policymakers is more long term in its impact.

4.7 Role of Implementing Agencies and Private Sector Contractors

Implementing agencies can have a significant impact on the effectiveness of gender mainstreaming processes and gender equality outcomes

Within partner governments there may be implementing units responsible for implementation of projects. Typically it might be a Ministry of Finance or Ministry of Works, with further delegation to a specialised infrastructure department, a provincial office, or utility. These groups may have varying degrees of familiarity with concepts and practices of gender mainstreaming. A contrast may be made to a Ministry of Education or Ministry of Health, where there may be more experience in working with gender issues in the context of women's health, meeting HIV/AIDS challenges or other health or social issues. Even so, with dedicated capacity enhancement within ministries and authorities this is changing slowly in some PICs.

Gender provisions are needed in the contracts for private contracting firms

The role of private sector contractors is critical and a gender-sensitive team leader or experienced company can make considerable contributions towards gender mainstreaming and women's empowerment. However, given that contracting companies are commercial entities and will work to an agreed contract and budget, it is important to have expectations about gender issues in the contract. This can include provision for managing and reporting on gender issues as well as incentives to deliver them as part of Corporate Social Responsibility.

Gender can be put into agreements with private contracting firms and consultants, so they are compliance matters. To what extent they are enforced may depend on many factors, but it becomes part of the evaluation process. (PRIF agency representative)

Contractors may be required to:

- engage women as a certain percentage of the workforce or in particular types of work
- encourage or promote qualified female applicants into higher or technical positions
- adopt family-friendly policies (such as on-site child care or flexible working arrangements)
- employ community development advisors (both male and female) to explain to staff and the local community how gender-sensitive practices benefit both men and women, in part to reduce any risk of gender-based violence (GBV)/backlash, or
- other relevant measures.

Where programs are multi-phased, there is scope for attaching release conditions for further tranche funding, though this is not a preferred option among PRIF agencies.

Commercial contractors also need to be committed in making efforts toward the mitigation of negative externalities such as the transmission of HIV/AIDs and emergence of commercial sex operations associated with the development of infrastructure in an area (e.g. in road and port developments). To be effective, contractual provisions for preventive measures may need to be stringent and extensive, including awareness-raising for workers, community members and professional associations related to the infrastructure intervention (e.g. freight associations for road transport and seafarers' associations for maritime transport).

4.8 Monitoring and Evaluation

Gender equality results in Pacific infrastructure initiatives are not well monitored and evaluated

Measuring the number or percentage of women was ground-breaking 10 years ago. We need to measure changes to access and behaviour, as well as impacts on different groups and communities as a whole. (PRIF agency representative)

PRIF agency representatives who participated in this review unanimously noted the shortcomings in collecting and analysing gender relevant data. M&E can be very expensive and labour intensive, requiring both technical expertise and other resources. There is a need to be pragmatic in determining the performance indicators, whilst also assuring they will measure achievement of the project or program objectives. In addition, while M&E components for infrastructure are often expressed in technical terms (such as 'kilometres of road'), it is important to ensure that broader gender equality objectives are also addressed.

Gender-sensitive M&E frameworks are available among the PRIF agencies

Despite the challenges, a number of PRIF agencies indicated that increased attention is being given to developing more effective M&E Frameworks. For example, NZMFAT has also recently developed a Results Framework which places greater emphasis on the evaluation of impacts than previous mechanisms and DFAT has introduced a different approach in M&E for its PWSPD initiative (see Chapter 3). In the case of DFAT's new program, it has adopted an evaluation-led approach, based on specific questions which are applied to both the monitoring and evaluation components of the framework, designed to guide reporting on activities and output indicators. Data collection will be strengthened and consolidated (in a Knowledge Management System) with data requirements specified to enable response to the evaluation questions. The application of this framework in PWSPD will be expanded in 2016.

Data collection for M&E is an ongoing challenge for all infrastructure sub-sectors

There is a gap in processing the data. Just counting women and men is not enough. It needs broader and more relevant analysis. (PRIF agency representative)

As noted previously, it is useful if there is already baseline data collected during the gender analysis in the concept and design phases of a project. The identification of appropriate performance indicators and/or evaluation questions needs to go beyond simple headcounts of men and women. It requires skill and an awareness of the type of data that can and cannot be collected within a particular context – generally because of logistical constraints.

As a general principle, both quantitative and qualitative data are valuable, but the data collection must respond to and match the performance indicators or evaluation questions. This may require data from both men and women, sometimes only from women and sometimes only from men. When the information required is from the community as a whole, care should be taken to involve both women and men as it cannot be assumed that male heads-of-households or community leaders are in a position to know all of the relevant issues. Conducting focus groups or interviews separately for men and women is generally advisable and it is best to have female data collectors working with female community members. Analysis of data needs to be undertaken by trained personnel e.g. the process of developing themes in an objective and systematic way from qualitative data.

Issues specific to evaluation

In-depth evaluation is not conducted on all infrastructure projects in all PRIF agencies. Sometimes there is a threshold investment level above which evaluation will be conducted. Sometimes certain aspects of the project will be evaluated, but not necessarily gender-related issues. These decisions are largely driven by cost and logistical factors, as well as the agreed emphasis in the M&E process. It is not the place of this report to summarise all the challenges in evaluation work in the Pacific, but a few issues are noted below as related by PRIF agencies participating in this review.

One issue raised concerns the process for defining a representative sample for evaluation work where survey populations are small and scattered across islands. Typically, a sample population in one island may not be representative of the population in another, even within the same country. Therefore, findings about the impact of a particular infrastructure intervention on one island (or in one country) cannot be assumed to be valid for another. Either the study needs to be replicated elsewhere or care must be taken in generalising the findings and applying lessons learned in future projects.

Very often data needs to be collected at the individual unit level rather than at the household level. This is particularly the case in evaluating aspects of the final impact of a project where a before-and-after evaluation design may be required at individual level to capture the appropriate data on *changed* behaviour resulting from an intervention. For example, changes in travel patterns, cooking practices or water usage may need to focus on individuals.

The timing of reviews and evaluations needs to take account of when issues and impacts might be expected. Here there is a useful distinction between reviews of the quality of the infrastructure and evaluation of impacts of the overall project, including gender impacts. On most projects, there would be a post-completion assessment to check contractor compliance and any immediate issues that have arisen with the infrastructure. Scheduled routine and periodic maintenance checks also need to be done on an ongoing basis once the infrastructure is functional. Consultation with both men and women can be useful in establishing what happened to an installation that fails. In addition, there may be an evaluation to consider the impact of an infrastructure intervention overall, including gender impacts. This requires a much longer-term perspective on behaviour change (e.g. the impact on health and hygiene of supplying water taps and latrines in a community) and could take place two or three years later.

In the course of this review, it was noted that PRIF agencies could explore alternative options for data collection processes. Evaluation conducted by external evaluation specialists is just one style of evaluation and it may not be the appropriate approach to all situations. For example, community-led evaluation exercises can be useful in some situations (with evaluators as facilitators) and use of case stories or story-telling may sometimes be best suited to the 'oral history' tradition of some parts of the Pacific. Participants in the review also remarked that sometimes there is an overemphasis on having quantifiable targets and a tendency for monitoring to focus on measurable impacts rather than processes. For example, part of the dynamic that escapes the monitoring lens is the dimension of the changes that occur in household decision-making processes and power relations that evolve in tandem with more measurable results.⁹¹ This is a matter of balance and careful reference to the objectives of the project and the performance indicators that have been agreed.

Importantly, PRIF agencies are currently strengthening their efforts in M&E including the way gender is represented in monitoring and evaluation frameworks. For example, ADB recently conducted monitoring exercises for more than 10 infrastructure projects in six Pacific countries which are being used internally to support project teams in improving their efforts in mainstreaming gender and monitoring gender impacts.

⁹¹ The World Bank is examining this aspect, as one of many impacts, in its ongoing review (2015-2016): *Global Review of Gender Dimensions in Country WASH Policies*.

4.9 Findings and Lessons Learned

The information from interviews with PRIF agency representatives highlights the challenges in implementing gender policies and strategies. Whilst some success in gender mainstreaming has been achieved, there appears to still be insufficient understanding of gender issues on the part of PRIF agency technical project teams, partner governments, implementing agencies and contracting companies. This highlights the need for specialised gender resources to be allocated throughout the development and implementation of infrastructure projects.

Additionally, it was also noted that there may not be sufficient built-in incentive for groups that have accountability in prioritising gender mainstreaming in their activities.

Access to reliable, tailored data for establishing baselines and for monitoring gender issues in infrastructure sub-sectors is also an ongoing challenge in PICs.

Based on these observations, as well as those noted in the preceding chapters, some key triggers for removing obstacles to gender mainstreaming can be summarised as follows:

- getting the attention at ministerial level in PICs about the value of having gender mainstreaming components in a program or project, pointing out the spin-off benefits to the economy and to society of a gender-inclusive approach
- ensuring training support is provided within PRIF agencies, in partner governments and in project teams as part of the project implementation and/or Gender Action Plans (or equivalent)
- ensuring appropriately qualified women in line ministries are involved in decision-making roles and are aware of the importance of gender in infrastructure projects
- establishing human resources policy and practices that support women in career advancement
- identifying ‘male champions’ within infrastructure service organisations and companies to support gender issues broadly
- reinforcing the need for consultation and representation at community level
- harnessing the opportunity provided by private sector contractors to initiate progressive employment practices
- improving gender-related data collection by statistical bureaus in the Pacific region (including further development of sex-disaggregated statistics in all sectors), and
- enhancing capabilities of gender focal points, or nominated staff at Women’s or Social Affairs Ministries, for advocacy and analysis and use of relevant data.

5. Selected Case Studies: Tonga and Solomon Islands

5.1 Introduction

Case studies are presented here for two countries in the Pacific – Tonga and the Solomon Islands – to provide an illustration of how gender can be managed in infrastructure projects. The case studies confirm the view expressed by a number of PRIF agency representatives that there is no convenient ‘cookie cutter’ approach that, if applied successfully to one sub-sector in one country, will work in another. Rather, it is a matter of focusing on recurring themes, similar contexts, and learning from successes and failures.

5.2 Case Study A – Tonga

Theme: Capacity enhancement, women’s empowerment and utilities

The theme of this case study, composed of three ADB-funded and managed projects in Tonga, is capacity enhancement channelled through utilities in the energy, water supply, sanitation and waste sub-sectors.

As will be illustrated in the following sections, the support of utilities – Tonga Power Ltd. (TPL), Tonga Water Board (TWB) and the Tonga Waste Management Authority (TWMA) – played a pivotal role in turning elements of infrastructure development in energy and urban development projects into catalysts for women’s empowerment. Whilst there were obstacles, there were significant achievements and important lessons learned. With female technical staff making up only 7% of the workforce in Pacific power utilities,⁹² this is an indication there is potential for utilities operating in all the sub-sectors to strengthen their role in achieving gender equality and women’s empowerment.

Capacity enhancement, through skills training, is generally associated with technical and vocational education and training (TVET) activities under the broader education sector, a sector readily associated with gender. It therefore takes initiative and ‘thinking outside the box’ to identify opportunities for training and empowering women in infrastructure sub-sectors that do not correspond to traditional vocations and training institutions.

1 Tonga Outer Islands Renewable Energy Project

Background to project

The first of the three projects is the Tonga Outer Islands Renewable Energy Project (OIREP).⁹³ The implementing agency for this project is the TPL with a consulting firm engaged to support project implementation through a Project Management Unit (PMU).

The project commenced in 2013 with grants from the Australian Government and the Asian Development Fund. It involves the installation of solar power systems on nine Outer Islands in Tonga. Households in the Outer Islands are expected to benefit from this project through having a more stable and cheaper electricity supply. There are a number of flow-on benefits including:

- household budgets for low income households can be better managed (currently 10%-15% of the monthly household income goes to paying utility power bills)
- school children can continue their studies after dark without interruption, and
- women will be able to pursue traditional weaving activities in the evening, thus providing extra family income.

⁹² Pacific Power Authority. (2015). *Pacific power utilities – Benchmarking report 2012 Fiscal Year*. Sydney, Australia: Pacific Region Infrastructure Facility, p.11.

⁹³ Asian Development Bank. (2013b). *Outer island renewable energy project: Reports and recommendations of the President*. (TON 43452). <http://www.adb.org/projects/documents/outer-island-renewable-energy-project-rrp>, Manila, Philippines. Access Date: 3 December 2015.

An important component of the project is capacity enhancement through the delivery of training for women on better use of efficient electricity (thus reducing the financial burden of energy use for the household), extended for five years into the operation and maintenance (O&M) phase. There will also be capacity building in O&M for TPL staff with targets for female participation, employment opportunities for semi-skilled and unskilled labour from communities near the installation sites, and benefits for local small-scale enterprises as a result of having more reliable electricity at stable prices.

Gender framework

The project includes a Gender Action Plan which specifies various gender-related activities. These include the participation of women, not only in the initial consultations and the design phase, but also in the O&M phase.⁹⁴ In the preparatory work, based initially on a Government of Tonga household and income survey, a profile of household expenditure was established for items such as food and energy and data. This survey indicated that in Nuku'alofa about 30% of households are headed by a woman.⁹⁵ Specifically the gender targets include:

- 30% of semi or unskilled labour to be made up by women (with the provision of appropriate sanitation facilities for the duration of the civil works) , and
- 50% of community consultations to include female participation.
- In the O&M phase the focus is on capacity enhancement with:
 - 50% female participation in training for TPL staff on asset management, O&M, safeguards, procurement and other issues
 - provision of consumer training in energy efficiency
 - additional management training, with 50% female participation, and
 - identification of business opportunities and development of 'business incubators' near project sites, with a target of 50% female participation.

Achievements

The project management consultant team is responsible for implementing the Gender Action Plan, with only short inputs from a safeguard and gender specialist. As the project is still in early stages of implementation, it is too soon to make an assessment of progress, but the team leader is required to monitor progress in routine quarterly and annual reports.

2 Ha'apai Cyclone Ian Recovery Project

Background to project

The second project – the Ha'apai Cyclone Ian Recovery Project⁹⁶ – is a disaster response operation (and funded accordingly). The energy component (for restoring electricity) is an extension of the OIREP project outlined above, whilst the reconstruction of school buildings is managed under another ADB Tonga project, the Climate Resilience Project (TON 46351).

The project was an emergency response to destruction caused by Cyclone Ian, which swept through Ha'apai in January 2014, destroying much of the island's infrastructure and cutting off electricity supplies (90% of power infrastructure was destroyed). In such a scenario the focus is on rapid infrastructure and services restoration rather than long-term goals, such as achieving gender equality.

Work on the project commenced in 2014 and was completed in 2015. The grant for the project was funded jointly by the Asian Development Fund and the New Zealand Government (USD2 and NZD5 respectively).

94 Asian Development Bank. (undated-a). *Outer island renewable energy project (RRP TON43352): Gender action plan*. <http://www.adb.org/sites/default/files/project-document/77314/43452-022-ton-gap.pdf>, Manila, Philippines. Access Date: 3 December 2015.

95 Asian Development Bank. (2011a). *Nuku'alofa urban development sector project: Summary poverty reduction and social strategy*. <http://www.adb.org/sites/default/files/linked-documents/43452-023-sprss.pdf>, pp.1-2, Manila, Philippines. Access Date: 3 December 2015.

96 Asian Development Bank. (2015b). *Tonga: Cyclone Ian recovery project* (TON 48192). <http://www.adb.org/projects/48192-001/main?page=2=1#tabs-0-1>, Manila, Philippines. Access Date: 3 December 2015.

Gender framework

As an emergency assistance, the project did not include a specific Gender Action Plan. Even so, the PMU used the gender guidelines contained in the Plans for the OIREP energy project (in which Ha'apai was already participating) and the Climate Resilience Sector Project.

With many of the power lines down and structures destroyed, the reinstallation and construction of new facilities called for greater skills than could be sourced from the local community. Prior to this project, TPL had generally been engaging graduates of the Tongatapu Electrical Training School (on the main island of the Kingdom of Tonga), who are all males. As indicated in the Gender Action Plans, it decided instead to explore the requirement for employing females in semi-skilled and unskilled positions and seven women were hired from the island of Ha'apai for on-the-job training as line maintenance staff, even though they did not have the formal qualifications. Prior to this, there were few economic opportunities for women on the island of Ha'apai, apart from in agriculture. Young women from the Outer Islands generally have few opportunities for undertaking technical training, with families being reluctant to send their daughters away to attend a college where there are few (if any) other female students and no provisions for accommodation and safety requirements of women.

Achievements

Whilst there were some initial reservations among male team members about the inclusion of the women in their teams, the project supervisors noted that the women worked hard and provided good role models for other community members. In fact, the mixed teams reportedly functioned more efficiently and performed better overall than the all-male teams. In addition, there were improvements in related areas such as how tools were organised and maintained.

The immediate impact on women's livelihoods on the island of Ha'apai was substantial. In addition, a positive impact was reported in terms of community perceptions of women in professional work and the aspirations of young women. Most importantly, the power utility (TPL) showed leadership in giving clear signals (in an otherwise conservative society) that female technicians could carry out tasks to an equal standard as that achieved by men and enhance productivity. TPL has since revised its recruitment policy to include hiring of women in its main workforce on Tongatapu and the initial trainees from Ha'apai have been integrated into that group.

This case study illustrates that what is usually considered 'cultural gender norms' or 'gender appropriateness' can change quickly as women are given opportunities and their performance is noticed by employers. The Gender Action Plans on the other two projects proved instrumental in helping TPL decide to hire women and create a more inclusive and productive workforce.

3 Nuku'alofa Urban Development Sector Project

Background to project

The Nuku'alofa Urban Development Sector Project (NUDSP)⁹⁷ provides high priority urban infrastructure identified in the Nuku'alofa Urban Infrastructure Development Plan. It again highlights the positive role utilities and other service providers can have in promoting gender equality. As is the case with most urban infrastructure development, it covers a number of infrastructure sub-sectors.

The project commenced in 2012 and is funded by grants from the Asian Development Fund and the Australian Government (approximately USD6 million each). The implementation agency for the project is the National Spatial and Planning Authority Office (NSPAO), acting also as the PMU with support from local consultants acting as a Project Implementation Unit (PIU). The PMU and PIU are working closely with TWB and TWMA for inputs for the specific components.

97 Asian Development Bank. (2011b). *Nuku'alofa urban development sector project: Reports and recommendations of the President*. (TON42394-022). <http://www.adb.org/projects/documents/nukualofa-urban-development-sector-project-rrp>. Manila, Philippines. Access Date: 23 January 2016.

The existing water supply system was overloaded and inadequate for the rapidly growing urban population and inadequate sanitation was leading to overflow and waterborne diseases. Hence, the provision of sustainable water supply and solid waste management services in Nuku'alofa were the main original components of the design and, at a later stage, the project was expanded to include a new sanitation sub-component.

Gender framework

An in-depth Gender Action Plan was incorporated as part of the initial project design.⁹⁸ In the initial community consultations, the two utility companies (TWB and the TWMA) were supported by a gender and social specialist assigned to the project. They worked closely with urban communities in preparing gender-sensitive media and communication materials for the project. This included visual role-playing to draw out gender issues relating to the provision of water and waste services. At a level of 98% of households in the Nuku'alofa urban area having access to piped water, there was already a strong pre-existing customer base for these activities. Through these activities women were empowered to take part, directly and indirectly, in the decision-making processes about the design and provision of the infrastructure services.

In addition to the infrastructure components, other components of the project target training on gender equality for staff of the utilities and relevant ministries, promoting women to mid-level management positions, raising community awareness about efficient use of municipal services, and improving community skills in areas such as conservation, safety and hygiene. A community survey to determine overall community needs was conducted for 20% of urban households in Nuku'alofa, as well as a separate survey for women that was designed to identify their specific needs.

Achievements

The inclusion of women in the preparatory stages of the project meant that the issues were understood from the perspectives of the primary users of water services in the community and those responsible for family health and hygiene (i.e. the women). Not only did this mean that their needs could be addressed, but the inclusion of women in the process helped to empower them in their interaction with utility companies as customers, particularly with regard to billing and complaints about services. Project reporting has also indicated that a key strength of the implementation of the Plan has been in promoting both women's and men's participation in community consultations.

At an institutional level, provision was made for the appointment of a female planner for a period of two years to be engaged within the NSPAO to ensure that gender mainstreaming practices are adopted and to conduct training on gender issues in urban service provision for staff across the Government. A further aim was to increase the number of female staff at mid-level in the utility companies and in the Planning and Urban Management Division of the NSPAO to 20%, though this proved to be overly-ambitious.

Lessons learned

Firstly, it can be noted that the project has clearly been driven by a very engaged PIU, committed to incorporating gender aspects in the design and realisation of the project's sub-components. The Team Leader in the PIU has played an important role in this and the PIU consists of a female solid waste specialist and women are in two of the four planning positions.

98 Asian Development Bank. (undated-b). GAP: Tonga – Nuku'alofa urban development sector project. <http://www.adb.org/sites/default/files/linked-documents/42394-022-ton-gap.pdf>. Access Date: 3 December 2015.

Secondly, the context must be fully understood in setting appropriate gender targets. An example concerns targets for female representation on the Steering Committee (National Spatial Planning Committee). This has not been achieved and it is now clear that a number of other supporting developments would need to take place in the Government and the community more broadly. Apart from the fact that the selection of Committee members is to some extent a political decision, there is a shortage of female candidates or female candidates confident to apply for the position. This has led to the identification of a number of other issues concerning women's empowerment in Tonga that need to be addressed, for example, stating in job advertisements for high level positions that 'women are strongly encouraged to apply'. Women may also need assistance in developing job application skills and there may be need to identify qualified women in the community and encourage them to apply for positions such as these.

Thirdly, an important lesson has been learned about approaches to defining targets for gender-specific participation. Based on the early social surveys, a target of 30% female customers was set for a survey about customer needs and complaints (drawn from existing billing lists of TWB and TWMA). This proved impractical to measure as bills are assigned to the landholder and, in Tonga, women cannot have property registered in their name. Therefore, other approaches need to be considered in future.

Finally, the project results thus far indicate that gender-related objectives or Gender Action Plans cannot be static. Drafted early in the project cycle, ADB procedures encourage project staff to review the objectives/plan with the PMU and other agencies after the various specialists are recruited and at different stages throughout project implementation. Some activities may need to be added or removed, and some targets may have to be revised if they are too ambitious. In this case, not all parties were aware that the Gender Action Plan could be revised based on specific challenges facing the project which suggests that gender-related activities were taking place somewhat separately from the project's main activities and review processes.

Further notes on urban development for Nuku'alofa

The main objective of the project was livelihood enhancement in affordable utility pricing, improved water and power use leading to improved health and well-being of households and the community.⁹⁹ Whilst beyond the scope of this project, complementary enhancements will address women's safety concerns for using public transport, support the establishment of small commercial stalls at transport hubs in the urban area, and provide for installation of street lighting to enhance safety for women. The EU has agreed to fund further urban sector development and the World Bank will fund roads in the urban area.

⁹⁹ Asian Development Bank. (2011b), op cit. Access Date: 3 December 2015.

5.3 Case Study B – Solomon Islands

Theme: Employment creation

The theme of this case study is the creation of employment opportunities in an infrastructure project. It concerns a road rehabilitation project in the Solomon Islands; however, the approach and gendered impacts are relevant for other Pacific contexts where PRIF agencies are involved in the transport sector.

Background to project

The Solomon Islands Road Improvement (Sector) Project – SIRIP – was a project managed by the ADB with co-financing from the Australian and New Zealand Governments.¹⁰⁰ It commenced in 2007 and was completed in 2013, focusing on four provinces – Guadalcanal, Makira, Malaita and Temotu. The project had a number of components including road rehabilitation, road maintenance, a labour-based equipment-supported (LBES) maintenance program institutional strengthening in the Ministry of Infrastructure Development (MID), and provision of funding for routine maintenance of rehabilitated roads. The total value of the project was USD21.38 million.

Although gender mainstreaming was not part of the original project design, relevant aspects were introduced during the course of the project. The information included here about the process is taken from the Project Completion Report. Given the project did not receive a full gender audit, the different features which are mentioned would need to be approved within each agency by its gender specialists before being adopted in the field.

Gender framework

As the project had not been classified for gender mainstreaming at the outset, there was no requirement to carry out a gender assessment or prepare a Gender Action Plan. Nonetheless, the Government's legislative and policy framework provided clear reference points for the project team. This included:

- Convention on the Elimination of All Forms of Discrimination Against Women – ratified by the Solomon Islands in 2002
- National Policy and Action Plan on Gender-Based Violence (NPAPGBV) – approved by the Solomon Islands cabinet on 11th November 2009, and
- National Policy on Gender Equality and Women's Development (NPGEDW) 2010-2015.

As well as understanding these policy directions and requirements, the project team also reviewed information about progress in the Solomon Islands towards achieving the gender-based parameters in the MDGs.

Preliminary social survey and community consultation

The project feasibility studies included poverty and social assessments for communities adjacent to candidate road sections. These studies were based on comprehensive consultation involving focus groups, household surveys and individual informant interviews. The groups who were consulted were diverse and included transport owners, cocoa and copra buyers, shop owners and boat and truck owners.

There were two types of focus groups – mixed groups and separate male and female groups. The facilitators of focus groups were trained to encourage attendance and participation by women and young people, and they made sure there was sufficient time in the mixed group sessions for women to comment as well as men (who generally took lead roles as is customary in the Solomon Islands). This included obtaining women's input on both the particular features of infrastructure being proposed under SIRIP and also more general issues related to accessibility to health, social and educational facilities and economic opportunities. The separate groups were particularly useful given that some topics could not be discussed in a mixed group or in the presence of chiefs or other male leaders from the community.

100 Asian Development Bank. (2014). *Project completion report: Solomon Islands Road Improvement (Sector) Project. (Supplementary Appendix 3)*. Manila, Philippines.

In the individual surveys, the enumerators ensured equal numbers of males and females in each village while in the household surveys they tried to ensure participation by both a male and female in the family (e.g. spouses).

This work provided an understanding of the impact of failing infrastructure on both women and men in communities as well as practical suggestions for how to include both women and men in the project implementation. Unfortunately, the Project Completion Report does not provide the details of this analysis including exactly how the research findings were interpreted in respect to different features of the infrastructure and whether any aspects of the plans were changed as a result of this consultation.

Employment creation during implementation

The Project Completion Report confirms that the gender assessments and consultations were used to identify issues/measures that would need to be addressed during implementation. It says that these were included in either the project environmental management plan or the social development plan, covering issues such as how to ensure that women were beneficiaries of SIRIP and how to mitigate the risk and impact of sexually transmitted infections or diseases. A gender awareness program was also developed and implemented that included a series of ongoing consultations with the community, specific actions to ensure women were employed as part of the LBES component of SIRIP, and bid documents were developed that included actions required by sub-contractors to manage gender dimensions appropriately.

Conducting gender awareness training

A total of 37 gender awareness training sessions were conducted in communities by approved service providers (ASPs), civil society organisations (CSOs) and NGOs. These groups included Save the Children Australia, Oxfam, Global Youth and Leadership Nexus, World Vision, and an ASP from the Provincial Health Authority. The training was designed to raise community awareness on:

- promotion of equal opportunities for both women and men as participants and beneficiaries of development
- addressing gender inequalities, attitudes and behaviour that engages both women and men effectively in development processes
- addressing violence and abuse to women
- increasing women's role as decision-makers in their families, communities and society
- understanding women's rights
- developing a project Code of Practice towards women and girls, and
- promoting HIV/AIDS awareness campaigns for workers and communities.

Gender balance in project team

The project team tried to ensure a gender balance in its staffing. This was never fully achieved, though the Project Completion Report indicates that it was monitored throughout project implementation.

Including women in tender processes

As part of the training in communities, local contractors were targeted that might tender for LBES maintenance work. Both women and men were encouraged to participate in the program and it was emphasised that applications from local contractors must include a workforce with at least one-third being females. Women's groups were encouraged to submit applications and bids, and pre-bid training was also offered at the appropriate time. This focused on the requirements of bid documents and bid processes, bid pricing, bill of quantities, submitting an expression of interest, and the obligations of being a contractor.

A total of 110 potential contractors/groups attended the training sessions, including 703 men and 307 women. Following these general awareness meetings, pre-bid training courses were run at eight locations and were attended by 144 men and 34 women (including one female works supervisor). On-the-job training was also provided for 17 men and four women.

In order to encourage participation of women, SIRIP gave a higher weighting to contractors that did the following:

- included a woman as one of the three co-signatories in the contractor register
- included a woman in the pre-bid training, and
- included a woman as co-signatory of the business bank account.

This helped to ensure that women were actively involved in the management and financial aspects of the business rather than simply being a co-signatory in namesake for registration purposes only. Four of the 19 contractors had a woman as the Managing Director.

Work undertaken by the LBES gangs

Small and medium contractors used labour from adjacent villages for most of the work, either employing them directly or through sub-contractors. Women were encouraged to be involved in the LBES work program in three ways:

- owning and operating a LBES gang/group, or
- participating as a labourer, either as part of a community group or as a subcontractor to one of the main contractors.

According to the Project Completion Report, the division of labour was generally organised according to preference of the workers with women employed for grass cutting, weaving gabion baskets, collecting stones to fill the baskets and clearing vegetation while men were generally employed for de-silting drains, excavating and laying cross culverts, and patching potholes. However, the report does not indicate how these preferences were determined and that would be an area that could be strengthened in future reports on activities of this kind.

This opportunity that was created for both women and men became one of the main gender impacts of SIRIP. As well as learning new skills, it gave many of the women their first opportunity to have regular involvement in economic activity. It also exposed them to public life and increased their confidence in improving their community and quality of life. Although accurate data was difficult to obtain, it is estimated that 92,837 person days of employment were generated through the LBES program, with women providing 37,135 of these person-days. In addition, a total of SBD4,805,680 was estimated as being generated in income to rural communities through the project, with women earning SBD1,922,272.

Even so, there was a burden that also needs consideration. In addition to working in the LBES programs, the women still had to fulfill their household responsibilities, resulting in even more fragmented use of their time and reduced time for leisure and rest. In some cases, men objected to women working and in one of the provinces men objected to women wearing trousers while undertaking their LBES activities saying it was against their custom and culture. In some cases, this led to arguments and violence against women.

Other associated issues

There were a couple of other measures that deserve mention. In communities where SIRIP was going to be implemented, posters and pamphlets were distributed or pasted up at work sites including aspects of gender awareness (though these were often removed or vandalised). In addition, women who did not work in LBES activities were also encouraged to benefit by selling food or equipment to labourers on the roadsides or in the nearby towns.

Monitoring and evaluation

M&E included gender dimensions as follows:

- keeping statistics on the involvement of women in different stages and aspects of the program
- checking whether the agreed Code of Practice towards women and girls was being implemented at LBES sites – as well as asking women and girls, this included checking the Complaints Register, with non-complying workers being disciplined or terminated
- checking whether women were present at all stakeholder meetings as participants and decision-makers
- verifying that women were making up the required percentage of the work force, including site visits, and
- ensuring gender was included as an aspect of contractor monthly reporting.

The experience provided by SIRIP showed that women did avail of the opportunities to participate in LBES work programs both as labourers and as small contractors. The Project Completion Report noted that future projects can build on the SIRIP experience by providing support to women to establish 'women's road groups' in their village. Future LBES training programs could also include additional life-skill and micro-business training modules for women who want to operate businesses in their own right or in partnership with men.

Impacts of the gender approach in SIRIP

The Project Completion Report for SIRIP summarises the main gender impacts as follows:

- analysed the nature of maintenance work from a gender perspective and the differential impacts of failing infrastructure between the genders
- addressed the risk of HIV/AIDS and other sexually transmitted diseases for both women and men
- increased women's skills and economic opportunity in the paid work force
- increased the role of women as contractors in the transport sector, and
- promoted women's rights and the importance of eliminating violence against women.

Lessons learned

It is clear that gender was given a considerable focus in this project and there are some good features which PRIF agencies could include in their projects. However, it is preferable that projects appoint a gender specialist be involved throughout a project and that a gender audit/evaluation be undertaken to explore and clearly specify what the gender outcomes have been. In addition, given the absence of a Gender Action Plan, the project did not have defined indicators and gender targets, with baseline and follow-up data collection. Even so, the project was successful in supporting women in economic empowerment and in raising community awareness about the value of involving both men and women in project implementation.

5.4 Conclusion

These case studies provide a range of ideas for inclusion of gender – preferably through analysis and planning at the outset. They include separate consultations with men and women in the preparatory stages of projects, recruitment of women in non-traditional roles and micro-enterprise, access to training for both men and women, participation in project implementation, and aspects of M&E. Some of these ideas can usefully be incorporated into future project designs, where appropriate.



6. Checklist for Good Practice in Gender Mainstreaming

There are six key areas in which PRIF agencies can strengthen their practices in gender mainstreaming during the different stages of developing and implementing infrastructure projects. Much of this information is found in the policies and guidelines that PRIF agencies have already developed, but a checklist may be useful at project level (see below). The third column would be completed by project staff using ticks (✓), crosses (X) or comments.

CHECKLIST FOR GOOD PRACTICE IN GENDER MAINSTREAMING		
Stage in Project Cycle	Points to Consider in Improving Approach to Gender Mainstreaming	Observations and Actions Taken
PREPARATORY STAGES		
Consult both women and men	During project preparation and appraisal phases, learn how women and men view the issues, risks, impacts and opportunities of the project, including specific design requirements	
	Be flexible in establishing venues or times to ensure women can participate in these consultations, being mindful of their responsibilities for raising children and managing their households	
	Ensure women-only groups with female facilitators to encourage women to speak freely	
	Include formal community meetings of organised women's groups, informal groups of women, as well as interviews with individuals	
Understand the context and issues using a gender lens	Assess infrastructure needs and constraints by gender, income group, ethnic group, age group and geographic location	
	Understand how women's economic and household activities are affected by infrastructure and identify the infrastructure needed to reduce time burdens and enhance women's lives and livelihoods	
	Ensure gender expertise is included in scoping and project design teams	
	Identify gender-awareness and training needs e.g. for the project team leader, relevant government officials, project manager in the Project Management Unit or for the Gender Focal Point in the implementing agency	
Be gender-inclusive in formulating objectives and developing project designs	Include gender issues in the discussions with governments in preparing projects designs, project agreements and loan agreements	
	Make good use of information gained from consultations and from the gender analysis when carrying out project feasibility studies	
	Use the information to shape project objectives and design and to address specific concerns and gendered needs in the planned infrastructure project	
	Ensure there are explicit gender goals and/or targets to reduce inequalities in access to services, benefits and opportunities and to empower women directly to better their lives	
	Include gender issues in risk assessments including sexual and gender-based violence and HIV/AIDS, along with mitigation and monitoring approaches	
	Consider having earmarked funding for gender milestones and gender equality triggers or release conditions in loans	
	Consider the ways in which women can be engaged in the project and include these in the design, tenders and contracts for work (e.g. the use of LBES approaches, quotas or bonus points in tendering for the involvement of women in management positions)	
	Articulate expectations about gender results and reach agreement with national partners before finalising the project design	

Continued overleaf

IMPLEMENTATION

Continue gender mainstreaming in the implementation processes	Take the opportunity to ensure the tendering process includes provisions regarding the employment or representation of women in tender documents for sub-contracted works and services (e.g. requiring specific percentages of women on infrastructure governance committees or employed in civil or other works such as female only maintenance gangs and in ICT service provision)	
	Elevate the profile given to gender in briefings with government officials, management teams and contractors	
	Foster ownership and accountability in partner governments, implementing agencies and private contractors for gender inclusiveness and results	
	Ensure requirements are clear in the contracts of contracting firms and in discussions with them and acknowledge the results they achieve	
	Provide gender awareness training (as needed) so that partner agencies, project management units and contractors understand why gender is important in infrastructure as well as how to implement relevant requirements	
	Carry out activities based on those identified and prioritised during consultations with stakeholders (e.g. in Gender Action Plans)	
	Check progress in applying the agreed provisions and activities and establish mechanisms for systematic reporting by the team leader and relevant government agency	
	Promote the placement of women in decision-making roles in infrastructure – in government ministries, agencies and utilities – and provide support for capacity building requirements	
Allocate adequate and appropriate resources	Ensure there is a budget for engaging gender expertise for the duration of the project and for collecting and analysing sex-disaggregated and gender data at all stages of the project as required	
	Include line item/s in project documents to indicate the resources required/allocated for targeted gender activities	
	Ensure that Terms of Reference for gender specialists elicit the appropriate experience – Along with other points, consider qualifications and experience in the following areas: <ul style="list-style-type: none"> - formal qualifications in gender studies (or equivalent in experience) - developing strategies for gender responsive programming in international development settings (preferably in infrastructure programs or projects) - applying gender expertise to sector (or sub-sector) plans, operations and business processes - working with government institutions and international organisations in development settings, including at senior and management levels - fostering understanding in a broad range of groups about the importance of gender in infrastructure programs and projects - facilitating or participating in community consultation processes that are designed to support both men and women in understanding the issues being and participating, including in leadership roles and separate male/female forums - developing gender training tools and leading gender-responsive learning processes and training sessions, and/or - developing data collection systems for use in gender analysis or monitoring and evaluation. 	
	Ensure team leaders and others understand their responsibilities for implementing and reporting on progress with gender-related initiatives	

MONITORING & EVALUATION

Monitor and measure progress and results	Monitor progress through the measurement of achievements against indicators contained in the original project design, Gender Action Plan, M&E or Results Framework	
	Make it a requirement that evidence is provided of implementation of the gender aspects of a project/program	
	Define relevant gender-related performance indicators that match to the objectives of the project	
	Measure project impacts on both women and men and include sex disaggregated data	
	Include both quantitative and qualitative indicators (as appropriate)	
	Include indicators that measure access, risks, processes, benefits and overall effectiveness/impact	
	Ensure that gender-related indicators are more than simple headcounts of male and female participants	
	Collect baseline data in the preparatory stages of a project and define when updated information is to be collected	
	Ensure adequate budget for both monitoring and evaluation work – remembering that it may be better to have fewer indicators but to select carefully and invest well in the data collection and analysis process	
	Periodically review gender-related objectives/plans and make changes where necessary to originally planned activities that no longer fit the project	

(Note: Adapted from various sources)

7. Conclusions and Recommendations

7.1 Conclusions

It is important to convey and reinforce the message of gender equality and women's empowerment as one of the 'drivers of development'. Ongoing training and support is needed in PRIF agencies, among government officials and for private sector contractors. M&E frameworks should explicitly include measurement of gender outcomes with appropriate budget allocation for data collection, analysis and reporting.

There is an overall need to lift the profile of gender issues in infrastructure in order to deepen the understanding and commitment within PRIF agencies, in partner governments, and among private sector contractors. The PRIF agencies have an important role to play by including gender in country dialogues, in project design, in the contracts of private contractors, and in M&E activities.

Task Team Leaders, team leaders in government and/or contractor firms all need to have a good understanding of why gender is important in infrastructure projects, what the principles are in gender mainstreaming, and how to interpret gender-related objectives or plans associated with the project. S/he must ensure that team members also understand the requirements. 'Ownership' by a motivated team who makes it part of the project is more likely to achieve gender targets more likely and the project more sustainable.

Having adequate inputs by gender specialists, applied at the right time, is also critical to the implementation and monitoring of gender targets. It was confirmed by the PRIF agencies interviewed during this review that gender is usually incorporated most successfully in the early stages of a project, particularly in the community consultations phase, but not so successfully later on.

Whilst PRIF agencies already undertake a significant level of capacity building in gender mainstreaming at the institutional level in PICs, this is an ongoing task rather than a once-off activity given changes of personnel and the need to keep reinforcing key messages about the importance of gender issues. It is particularly important to provide support to the Gender Focal Point in implementing agencies in partner governments.

The review has noted that, in many PICs, the implementation of infrastructure projects touches on broader issues that cannot be ignored, even when they are not a core part of the project itself – such as GBV (domestic and public), property ownership and inheritance legal frameworks. A project needs to be placed in context and positioned within programs with supporting activities and projects. As appropriate, staff and contractors need to be informed about expectations in this regard.

A final note concerns debate emerging among policymakers and in the broader community of practice regarding how best to incorporate gender in development programs. On the one hand, there is the view that gender should form part of 'inclusive development' approaches – that is, inclusive for all members of society including the marginalised; whilst others argue that this risks bringing about a 'watering down' of a gender mainstreaming focus. The other move to be observed is the increasing emphasis on impacts needing to be 'transformational'; that is, in terms of generating significant impacts on a society's power structures that lead to 'transformation' of women's lives. Whilst the transformational process applies across the spectrum of development programs, a counter-perspective is that ambitious objectives may overshadow even small incremental steps that go towards making women's lives better, such as achieved through gender mainstreaming approaches.

7.2 Recommendations

To improve the enabling environment for gender mainstreaming and delivery of gender components within infrastructure projects, it is recommended that:

- 1 PRIF agencies continue to build understanding among their own staff, partner governments and contractors about the importance of gender in infrastructure projects. There is an ongoing need to develop understanding about *why* gender is important in infrastructure and, once this is understood, support can be provided to *how* gender mainstreaming can be achieved and *what* kind of data needs to be collected for monitoring and evaluation. This is not a one-off activity in a program or project but an ongoing commitment, particularly with partner governments where there can be a high turnover of staff. It includes promoting the importance of gender issues in infrastructure as part of dialogue with partner governments and others and having an active agenda for ongoing capacity building support on gender issues for Gender Focal Points in infrastructure ministries and implementation units.

To continue to improve practices within PRIF agencies, it is recommended that:

- 2 *PRIF agencies focus attention on the identification of gender issues during project preparation and implementation.* As Chapters 3 and 4 indicate, PRIF agencies have a good basis for identifying gender issues through their respective policy documents, gender plans (if they are used) and toolkits. However, more attention is needed to:
 - strengthen the engagement of women during consultation processes (including preparatory and design phases of projects)
 - ensure gender issues are incorporated into projects at design stage
 - allocate sufficient budget for inputs from gender specialists throughout the project
 - manage the timing and type of gender inputs effectively (given that there are likely to be different issues at different stages in a project which require different mitigating actions), and
 - ensure private sector contractors have responsibility to manage relevant gender issues and achieve agreed gender outcomes during project implementation.

The Checklist in Chapter 6 can provide some assistance and individual PRIF agencies also have a range of toolkits and checklists that can be used.

- 3 *PRIF agencies ensure that monitoring and evaluation of infrastructure projects adequately considers gender issues.* At present this is a weakness in the overall approach by PRIF agencies, yet it is important to understand how gender is being managed in infrastructure projects, what is being learned about implementing gender plans and initiatives, what impact is being achieved through the various initiatives being introduced into projects, and what else needs to be done to improve gender outcomes (within individual projects and across sectors and programs). Particular attention is needed to strengthening data collection to ensure that gendered risks and impacts can be assessed. This includes the collection of baseline data prior to the commencement of projects and sex disaggregated data.

Continued overleaf

To support collaboration between the PRIF agencies, it is recommended that:

- 4** *PRIF agencies strengthen the involvement of gender specialists or gender leads in the PRIF Sector Working Groups and related activities.* Gender specialists and gender leads can support infrastructure specialists in improving their knowledge about gender in infrastructure programs and projects and taking a leadership role during project preparation and implementation. Gender dimensions of projects could be included in discussions at PRIF Sector Working Group meetings and documentation from these Groups could be circulated to gender specialists or gender leads for comment. This could build understanding and commitment at project level and foster sharing of information across the agencies. If appropriate, gender specialists from other stakeholder agencies could also join some of the meetings e.g. where gender was a specific item on the agenda.
- 5** *PRIF agencies expand the PRIF Document Repository to contain gender-related reports and documents from the PRIF agencies, regional organisations and others.* Initially, material can be submitted by the gender specialists and gender leads in PRIF agencies. Regional organisations and other key stakeholders can be advised about the Repository and encouraged to include relevant documents as well. A summary of relevant documents in the Repository will be prepared and circulated periodically by the PRIF Coordination Office. In addition, a decision will need to be made about how to manage quality control of material uploaded to the Repository, a function undertaken by Sector Working Group Coordinators for the relevant sub-sector sections of the Repository.

Appendix A. List of People Consulted

Name	Gender	Position	Organisation
Gayatri Acharya	F	Lead Economist (Rural and Social Development)	The World Bank
Charles T. Andrews	M	Infrastructure Adviser	DFAT (Vanuatu)
Julie Babinard	F	Senior Transport Specialist, Transport and ICT Global Practice	The World Bank
Isabel Blackett	F	Water and Sanitation Specialist, Sustainable Development Network, East Asia / Pacific	The World Bank
Katrin Bock	F	Business Analyst	EIB (Pacific Regional Office)
Thierry Catteau	M	Project Manager – Infrastructure and Natural Resources Section	EU Delegation for the Pacific
Carol Dover	F	Community Participation and Gender Specialist, Port Vila Urban Development Project	Independent Consultant
Ioannis-Pavlos Evangelidis	M	Infrastructure Attache	EU Delegation for the Pacific
Susan Ferguson	F	Counsellor, Gender and Sport, Australian High Commission, Port Moresby	DFAT
Sarah Goulding	F	Senior Specialist, Gender Equality Multilateral Policy Division	DFAT
Merinda-Lee Hassall	F	Development Manager Energy, Sustainable Economic Development Division, NZMFAT and Coordinator of PRIF Energy SWG	NZMFAT
Antonio Clemente Hernandez	M	Project Manager – Infrastructure and Natural Resources Section	EU Delegation for the Pacific
Preeya Ieli	F	Regional Programme Specialist: Women's Economic Empowerment	UN Women Pacific Office
Fiona Johnstone	F	Senior Programme Officer	DFAT (Pacific Regional Branch)
Peter Kelly	M	Director	DFAT (Pacific Infrastructure Advisory Services, Pacific Division)
Sarosh Khan	F	Senior Transport Specialist	ADB
Jesús Laviña	M	Head of Infrastructure and Natural Resources Section	EU Delegation for the Pacific
Ella Lazarte	F	Water and Sanitation Specialist; Transport, Water and ICT Department; Sustainable Development Network	The World Bank
Sunhwa Lee	F	Principal Social Development Specialist	ADB (Pacific Department)
Ileana Miritescu	F	Project Manager – Infrastructure and Natural Resources Section	EU Delegation for the Pacific
Tracey Newbury	F	Director, Gender Equality and Disability Inclusiveness Section, Pacific Analytical and Effectiveness Branch, Pacific Division	DFAT

Continued overleaf

Name	Gender	Position	Organisation
Marc Overmars	M	Head of Water, Sanitation and Hygiene	UNICEF Pacific
Vijaya Nagarajan	F	Gender Expert, Private Sector Development Initiative	ADB
Kate Nethercott Wilson	F	Gender and Social Development Specialist	N/A
Mike Sansom	M	Development Manager, Development Strategy and Evaluation, International Development Group	NZMFAT
Michael Schruer	M	Principal Development Manager, Infrastructure	NZMFAT
Brendan Sherry	M	Development Officer, Sustainable Economic Development	NZMFAT
Anne Tully	F	Solomon Islands Country Manager	The World Bank
Anuja Utz	F	Senior Operations Officer	The World Bank
Henry Vira	M	Senior Program Manager, Infrastructure and Land	Australian High Commission, Port Vila
Brooke Yamakoshi	F	Water, Sanitation, and Hygiene Officer	UNICEF Pacific
Kirk Yates	M	Development Manager	NZMFAT (Vanuatu)
Rosie Zwart	F	Monitoring and Results Advisor, Development Strategy and Effectiveness Division	NZMFAT

Appendix B. Interview Materials

Information Sheet

Thank you for your interest in the PRIF review. Further background information follows.

<p>What is the purpose of the review?</p>	<p>The purpose of the review is to improve understanding of gender issues in Pacific infrastructure programs and how gender concerns are integrated and managed in PRIF partners' projects and infrastructure investments.</p> <p>The Gender and Infrastructure Review's three key objectives are to:</p> <ol style="list-style-type: none"> 1 identify how gender concerns are considered and managed in PRIF partner programs and collate examples of Pacific good practice 2 compile lessons learned by PRIF partners about planning for and managing gender in Pacific infrastructure projects 3 provide practical recommendations that will enhance PRIF's capacity to support partners in planning, managing, monitoring and evaluating gender-responsive infrastructure projects. <p>PRIF has commissioned [name of consultant] to conduct the review.</p>
<p>Why have I been asked to participate?</p>	<p>You or your organisation has been identified by PRIF (or another person/organisation) as having a relationship or association with infrastructure programming in the Pacific.</p>
<p>What happens to the review findings?</p>	<p>Your interview will be analysed and combined with the findings from other stakeholders and a desk/document review. The report will be provided to PRIF.</p>
<p>What's involved?</p>	<p>An interview that will require up to one hour of your time to discuss your experience with gender and infrastructure programs in the Pacific.</p>
<p>What questions will you ask me?</p>	<p>Questions will focus on identifying how gender concerns are considered and managed and your experiences planning, managing and monitoring gender issues in infrastructure initiatives.</p>
<p>Do I have to take part?</p>	<p>Your participation is completely voluntary.</p>
<p>Will my information be kept confidential?</p>	<p>PRIF and the review consultant will keep your information confidential. Your information will not be shared in a way that you can be identified without your permission.</p>
<p>What if I have questions?</p>	<p>Please email if you have questions about the review: [contact details supplied]</p>

Informed Consent

I agree to participate in this interview for the PRIF Gender and Infrastructure Review, as outlined in the information provided to me by [name of consultant].

I understand that:

- My participation is voluntary and I can withdraw from the review at any time.
- PRIF and the consultant will seek to keep my information strictly confidential.
- I can request any information collected from me to be withdrawn at any time up until the analysis stage.
- If I withdraw, I can request that any information collected from me to be returned or destroyed.
- The interview may be transcribed.
- Notes and summaries will be stored securely and will not identify me.

I have been given the opportunity to ask questions. I give my consent to participate in this interview.

Name: -----

Signature: -----

Date: -----

PRIF Gender and Infrastructure Interview Guide: Phase 1

INTRODUCTION

- Introduction to the Review and Review consultant
- Informed consent
- Participant overview of their role and involvement in initiatives related to infrastructure, gender, Pacific development, etc.

INTERVIEW QUESTIONS

(according to relevance to stakeholder/role)

1 How are gender concerns considered and managed in Pacific infrastructure programs?

- Are there national policies, frameworks or strategies to advance gender equality in the country/ies you are working in?
- If so, to what extent does the infrastructure program/s align with or contribute to national policy implementation?
- Is there a gender measurement system used within your organisation to assess gender integration in projects and programs? If so, please describe.
- To what extent are these systems used and applied in infrastructure initiatives in the Pacific?
- What are the key gender components and/or outcomes in the infrastructure programs you are involved in?
- To what extent has progress been made towards achievement of gender equality outcomes and outputs (including positive/negative and intended/unintended outcomes) in the infrastructure program/s you are involved in? How is this measured and communicated?

2 What lessons have been learned about planning for and managing gender in Pacific infrastructure programs?

- Are there examples of infrastructure programs that have made good progress in incorporating gender equality analysis and/or achieving gender related results? What is the available evidence/documentation for this?
- Is there sufficient capacity to integrate gender equality in the infrastructure sector (nationally and among PRIF partner agencies)?

- What are the main strengths and gaps?
- Are there specific actions that could increase this capacity?
- What have been the main challenges and successes in planning for, managing, monitoring and evaluating gender in Pacific infrastructure projects?
- How have these been addressed by partner agencies?

3 How can planning, managing, monitoring and evaluating gender-responsive infrastructure projects be enhanced?

- Where are the best opportunities/entry points to narrow gender inequalities and support women's empowerment within Pacific infrastructure initiatives?
- What factors have supported achievement of gender equality outputs and outcomes? What factors have constrained achievement of gender equality outputs and outcomes?
- What recommendations can be made to improve future achievement and sustainability of outcomes for gender-responsive infrastructure in the Pacific?

Other Comments

- Are there any other comments you would like to make which were not covered in this interview?

THANK YOU

PRIF Gender and Infrastructure Review Interview Guide: Phase 2

COLLATION OF SELECTED INTERVIEW QUESTIONS

(Note: The interviews in Phase 2 were designed to follow up on points from Phase 1, particularly in regard to the policies and operations of the individual PRIF agencies. Consequently, the interview questions were not standardised. However, a selection of the questions follows).

INTERVIEW QUESTIONS

- What do you think hinders the achievement of better outcomes in regard to gender during project implementation?
- In addition to general policy, what guidelines and toolkits are currently used in your agency and how do they get distributed/applied at project level?
- Could you explain how the system of gender categories works in practice?
- To what extent do you think gender mainstreaming policies and good practices have been adopted in the Pacific governments?
- In the future, what will be the relative balance in your agency's programs between gender mainstreaming and projects that specifically target empowerment of women and girls?
- When your agency co-finances projects, what guidelines are adopted in regard gender, who is accountable for achieving results, and how do you keep informed of progress in gender-related aspects of projects?
- Could you provide information about the way gender issues are incorporated within your agency's monitoring and evaluation framework?
- Why do you think monitoring and evaluation of gender mainstreaming and gender impacts is weak? How do you think it can be improved?
- To what extent does your agency use household surveys? Have you studied household decision-making within these surveys?
- To what extent is your agency focusing on going beyond the idea of general 'benefits' for women to ensuring that projects are 'transformative' (including in respect to power relations in countries and communities)?



Appendix C. Matrix of PRIF Agency Approaches and Supporting Material

PRIF Agency	Gender Policy	General Approach	Gender Guidelines	Sector-Specific Resources (Guidelines & other Materials)	Use of Gender Classification in Projects	Toolkits and Checklists	Tip Sheets	Other Features
ADB	✓	Gender Mainstreaming	✓	Energy Transport Urban Devt. WSS ¹⁰¹	4 levels: - Gender Equality Theme - Effective Gender Mainstreaming - Some Gender Elements - No Gender Elements	✓	No.1 Understanding Gender Mainstreaming Categories No.2 Preparing a Gender Action Plan No.3 Implementing a Gender Action Plan No.4 Project Reviews – M&E in Gender Action Plans No.5 Gender Inclusive Results in Project Completion Reports Other: <i>Gender Inclusive Approaches in Urban Development Roads and HIV/AIDS: A Resources Book for the Transport Sector</i>	
DFAT	✓	Programs to target women and girls	✓		Uses a system of 'markers' (adopted from OECD) as part of the registration process for projects	Uses toolkits developed by PRIF agencies and others		
European Investment Bank	Expected by end 2016		In co-financing arrangements, may adopt the Guidelines used by a funding partner			Uses toolkits developed by PRIF agencies and others		
European Union	✓	Gender mainstreaming	✓	Transport		- <i>Mainstreaming Gender Equality in Development Cooperation</i> - Tools for different levels in an economy (macro, meso, micro)		
JICA	✓	Both targeted projects and gender mainstreaming	✓	Reference material on selected sectors	3 types of projects: - Gender Equality - Women Targeted - Gender Integrated		Project sheets on 24 projects/ programs	Support to national structures and institutions support women's empowerment
NZMFAT	✓	Both targeted projects and gender mainstreaming		Knowledge Notes on selected sectors				Markers for OECD reporting
World Bank Group	✓	Gender mainstreaming	✓	Energy ICT Transport Urban Devt. WSS	Yes/No ratings used to indicate existence of gender issues in projects: - analysis - activity - M&E	- <i>A Companion Note for Gender and Infrastructure Tools</i> - Checklists for transport sub-sector		

101 Water and Sanitation Sub-Sector.



Appendix D. Gender Toolkits and Other Resources

General

<p>Tool Kit on Gender Equality Results and Indicators; ADB (2013c)</p>	<p>The toolkit aims to assist development practitioners to incorporate gender perspectives into development initiatives so they can be monitored and evaluated for gender equality results. It presents a menu of gender equality outcomes, results, and indicators that may be selected or adapted by users.</p> <p>http://www.adb.org/sites/default/files/institutional-document/34063/files/tool-kit-gender-equality-results-indicators.pdf</p>
<p>Companion Note for Gender and Infrastructure Tools; World Bank (2011)</p>	<p>This collection of notes serves as a guideline for linking infrastructure, poverty and gender. Whilst it excludes the energy sector, it contains useful practical information for other infrastructure sub-sectors on approaches to integrating gender into policy and programs. It provides a simple framework for integrating gender into the Bank's infrastructure operations, but it could be applied in the programs of other development partners as well.</p> <p>http://www-wds.worldbank.org/external/default/WDSCContentServer/WDSP/IB/2012/05/23/000425962_20120523142606/Rendered/PDF/687450ESW0P1060er000Infrastructure0.pdf</p>

Energy

<p>Gender Tool Kit: Energy Going Beyond the Meter; ADB (2012)</p>	<p>This toolkit can be used in designing gender-responsive projects in the energy sector. It includes key analysis questions and data requirements, as well as a selection of suggested gender entry points for an energy project. Energy subsectors are included – such as transmission and distribution, rural electrification, energy efficiency, and renewable energy. Case studies from ADB energy projects that illustrate good practice in mainstreaming gender are also included.</p> <p>http://www.adb.org/documents/gender-tool-kit-energy-going-beyond-meter</p>
<p>Integrating Gender Considerations into Energy Operations; World Bank, Energy Sector Management Assistance Program – ESMAP (2013)</p>	<p>This briefing note for World Bank task teams aims to integrate gender considerations into energy sector operations. It draws on experience within the World Bank and elsewhere in mainstreaming gender in energy projects. It includes a compendium of online resources, sample questionnaires, gender checklists and other tools.</p> <p>https://openknowledge.worldbank.org/bitstream/handle/10986/17479/765710ESMOP1230to0Energy0Operations.pdf?sequence=1&isAllowed=y</p>
<p>Mainstreaming Gender in Energy Projects: A Practical Handbook; ENERGIA (International Network on Gender & Sustainable Energy, 2011)</p>	<p>This is an in-depth handbook guiding the practitioner in all phases of project design, implementation and monitoring. It provides useful advice about conducting gender-sensitive workshops and collecting data in the field for needs assessments.</p> <p>https://www-cif.climateinvestmentfunds.org/sites/default/files/knowledge-documents/mainstreaming_gender_in_energy_projects_a_practical_hand_book.pdf</p>

Continued overleaf

Transport

Gender Tool Kit Transport - Maximizing the Benefits of Improved Mobility for All; ADB (2013d)	This toolkit contains information about why gender is important for the transport sector, key gender differences in transport use, gender entry points for the different transport sub-sectors, and key risks to be aware of in conducting gender-sensitive project work. It also provides tools such as Gender Action Plans and gender indicators. http://www.adb.org/documents/gender-tool-kit-transport-maximizing-benefits-improved-mobility-all
Mainstreaming Gender in Road Transport: Operational Guidance for World Bank Staff; World Bank (2010)	This is a useful background document providing guidelines on the important issues regarding gender in road transport and specific project components required for gender mainstreaming in this sector. It addresses both urban and rural contexts. It also includes an extensive list of gender indicators. http://siteresources.worldbank.org/INTRTRANSPORT/Resources/336291-1227561426235/5611053-1229359963828/tp-28-Gender.pdf

Urban Development

Gender Checklist: Urban Development and Housing; ADB (2006a)	This is a guide for staff and consultants in determining access to resources, roles and responsibilities, constraints and priorities which can be used in designing appropriate gender-sensitive strategies, components and indicators. http://www.adb.org/publications/gender-checklist-urban-development-and-housing
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Water and Sanitation

Gender Checklist: Water Supply and Sanitation; ADB (2006b)	This is more a practical tool rather than providing in-depth background on broader gender objectives in the sector. It provides a user-friendly checklist for design, implementation and performance indicators. http://www.adb.org/publications/gender-checklist-water-supply-and-sanitation
Gender Scan Methodology for Water Utilities; Gender and Water Alliance (2011)	A convenient scan methodology for water and sanitation is used to monitor how effectively the organisation is in regard to mainstreaming gender policies practices and procedures. http://genderandwater.org/en/gwa-products/knowledge-on-gender-and-water/gender-scan-methodology-for-water-utilities/view
Violence, Gender and WASH: A Practitioner's Toolkit; Department for International Development (DFID)	This is a comprehensive toolkit designed to respond to issues related to vulnerability to violence that can result from lack of access to appropriate WASH services. It is a compendium of links, videos, background information, checklists and tools from a range of publishers including NGOs active in the sector. http://violence-wash.lboro.ac.uk/toolkit

Appendix E. Example of a Gender Action Plan – Energy Sector

ADB PROJECT 44469 FSM: Yap Renewable Energy Development Project: Yap State Public Service Corporation (YSPSC)

Components and Outputs	Performance Targets and Activities
Output 1: Wind Farm	
<p>Construction of about 1.4 MegaWatts wind farm on Murray Ridge on Yap Island</p>	<ul style="list-style-type: none"> ■ During design and implementation, as appropriate, women will be encouraged to attend community consultations and participate in meetings and discussions. Where appropriate separate meetings and focus group discussions will be held with women. ■ In consultation with Yap Visitors Bureau and Historic Places Office, incorporate tourism development (WWII – heritage sites)¹⁰² into access and site layout design by March 2016 and provide improved access to WWII historical sites and viewpoints, including a target of 50% participation by women as tour guides by August 2017. ■ Targets for hiring of female workers (20% target) will be included in the contract(s) for site clearance works. ■ Provide necessary institutional support for female contract workers. Contractors appointed for construction will be informed of the requirements before bidding. ■ Ensure equal pay for equal work between male and female workers.
Output 2: Solar Power Generation	
<p>Construction of about 300 kiloWatt solar panels on government building roofs</p>	<ul style="list-style-type: none"> ■ During design and implementation, as appropriate, women will be encouraged to attend community consultations and participate in meetings and discussions. Where appropriate separate meetings and focus group discussions will be held with women. ■ Targets for hiring of female workers (30% target) by YSPSC for solar power installations. ■ Training will be undertaken of YSPSC’s solar power installation workers (target of 30% female participation in training). ■ Provide necessary institutional support for female workers such as separate sanitation facilities. YSPSC will be informed of the required support. ■ Ensure equal pay for equal work between male and female workers.
Output 3: Diesel Generation	
<p>No gender mainstreaming activities identified</p>	
Output 4: Project Management Unit (PMU)	
<p>Project management services for efficient and effective project implementation. Includes capacity development activities through the design and supervision consultants.</p>	<ul style="list-style-type: none"> ■ Include a community development/gender specialist in the project team who will manage implementation of the GAP¹⁰³, organize awareness activities and training for YSPSC staff, members of the Grievance Redress Committees, contractors, and other project stakeholders (target 50% of training participants are women). ■ Provide gender awareness training to all PMU/project staff. ■ Establish all project performance indicators disaggregated by sex, collect them regularly, and include them in the baseline, progress, monitoring, and evaluation reports. ■ Establish a project performance system that includes indicators measuring implementation and progress of the gender action plan, together with all indicators in the DMF¹⁰⁴. ■ Enhance capacity by YSPSC to include gender perspective into its operations through gender awareness training for YSPSC management and interested staff. ■ Conduct project briefing for Project Steering Committee members, and if appropriate traditional leaders (e.g. Council of Pilung), on the project including gender targets.
Implementation Arrangements	
<p>The Project’s GAP will be implemented by the PMU which will hire an international community development/gender specialist in the Project team. YSPSC will designate a staff as national specialist to assist on community development and gender issues. The specialists will be responsible for incorporating the GAP into project planning, implementation, and monitoring frameworks, including community consultations, awareness training, and establishment of sex-disaggregated indicators for project performance and monitoring. The PMU will include reporting on progress of GAP activities in quarterly progress reports on overall project activities to the ADB and the Government.</p>	

(Source: ADB; Plan as at November 2015)

102 World War Two.
 103 Gender Action Plan.
 104 Design and Monitoring Framework.



Appendix F. ADB Checklist for Gender Action Plan Implementation and Reporting

Executing Agency/Implementing Agency Checklist for Gender Action Plan Implementation & Reporting	
PROJECT INFORMATION	
Loan/Grant No. & Country:	Project Name:
Approval Date:	Closing Date:
Executing Agency:	Implementing Agency:
Project Director:	Project Management (Implementation) Unit (PMU/PIU) Team Leader:
ADB Project Officer:	Co-financing partners (other than ADB):
GENDER CATEGORIZATION	
Gender Equity (GEN)	
GAP IMPLEMENTATION STATUS	
1. Institutional Arrangement	
a.	PMU/PIU gender/social specialist recruited?
	Yes <input type="checkbox"/> No <input type="checkbox"/> If no, when and other actions? <input type="checkbox"/>
	Yes <input type="checkbox"/> No <input type="checkbox"/> If no, when and other actions? <input type="checkbox"/>
b.	PMU/PIU gender/social specialist mobilized?
	Yes <input type="checkbox"/> No <input type="checkbox"/> If no, when and other actions? <input type="checkbox"/>
	If yes, Name: _____ Assignment duration (months): _____
	Since when: _____
	Yes <input type="checkbox"/> No <input type="checkbox"/> If no, when and other actions? <input type="checkbox"/>
	If yes, Name: _____ Assignment duration (months): _____
	Since when: _____
c.	Budget allocated for GAP activities from the project? Yes <input type="checkbox"/> No <input type="checkbox"/> If no, what actions? <input type="checkbox"/>
d.	Contract/procurement packages reflect gender designs (e.g., labour-based work targets for male/female)? Yes <input type="checkbox"/> No <input type="checkbox"/> Not applicable <input type="checkbox"/>

Continued overleaf

2. GAP Implementation			
a.	GAP activities currently being implemented?	Yes <input type="checkbox"/> No <input type="checkbox"/>	If no, from when? _____
b.	GAP implementation progress matrix updated regularly?	Yes <input type="checkbox"/> No <input type="checkbox"/>	If no, actions? _____
		If yes, date of latest updates: _____	
	Please attach the GAP progress matrix with this checklist.		
c.	Any GAP activities being adjusted or modified?	Yes <input type="checkbox"/> No <input type="checkbox"/>	_____
		If yes, state reasons: _____	
	If any GAP activities were adjusted or modified, were those agreed with ADB?	Yes <input type="checkbox"/> No <input type="checkbox"/>	If yes, when? _____
		Name of ADB Officer: _____	
d.	All project-related data being collected and disaggregated by sex? (including GAP and other project-related data)	Yes <input type="checkbox"/> No <input type="checkbox"/>	If no, actions? _____
3. GAP Reporting			
a.	GAP implementation progress matrix included in regular progress reports?	Yes <input type="checkbox"/> No <input type="checkbox"/>	If no, actions? _____
		If yes, date of latest progress report: _____	
b.	DMF indicators related to GAP being monitored and reported in regular progress reports?	Yes <input type="checkbox"/> No <input type="checkbox"/>	If no, actions? _____
		If yes, date of latest progress report: _____	
c.	Are contractors required to report on number of workers (local) being employed by sex?	Yes <input type="checkbox"/> No <input type="checkbox"/>	If no, actions? _____
		If yes, date of latest progress report: _____	
d.	How many jobs have been created by project initiatives other than civil works?	Men <input type="checkbox"/> Women <input type="checkbox"/> Don't know <input type="checkbox"/>	_____
		If not known, what actions are taken for data collection? _____	

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