



GENDER ACCESS AND EQUALITY POLICY FRAMEWORK

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1 Acronyms

| | |
|--------|---|
| ADB | Asian Development Bank |
| AIDS | acquired immune deficiency syndrome |
| AusAID | Australia Agency for International Development |
| APTC | Australia Pacific Technical College |
| CBO | community based organisation |
| CEO | Chief Executive Officer |
| CEDAW | United Nations Convention on the Elimination of All Forms of Discrimination Against Women |
| CO | Coordination Office |
| CPC | Country Program Coordinator |
| CRC | Convention on the Rights of the Child |
| CSO | civil society organisation |
| EEO | equal employment opportunity |
| GMC | General Manager Corporate |
| HIV | human immunodeficiency virus |
| HRD | human resource development |
| IAG | industry advisory groups |
| IEC | Information, Education and Communication |
| ILO | International Labour Organization |
| MC | managing contractor |
| MEGO | Monitoring, Evaluation and Gender Officer |
| MDGs | Millennium Development Goals |
| M&E | monitoring and evaluation |
| NCC | Non-campus country |
| NGO | non-governmental organisation |
| ODE | Office of Development Effectiveness, AusAID |
| PAC | Policy Advisory Committee (APTC) |
| PATVET | Pacific Association of Technical, Vocational Education and Training |
| PIFS | Pacific Islands Forum Secretariat |
| PIPSO | Pacific Island Private Sector Organizations |
| PAF | performance assessment framework |
| PDD | project design document |
| PICT | Pacific island countries and territories |
| KPI | key performance indicator |
| KRA | key result area |
| RGAG | Regional Gender Advisory Group |
| RTO | registered training organisation |
| SPC | South Pacific Community |
| SKM | Sinclair Knight Merz |
| SMT | Senior Management Team (APTC) |
| TAP | Technical Advisory Group (APTC) |
| TVET | technical and vocation education and training |
| UNIFEM | United Nations Development Fund for Women |
| UN | United Nations |



2 Executive Summary

Purpose of APTC

The goals of the Australia-Pacific Technical College (APTC) are to:

- a) Increase supply of skilled workers and increase productivity in identified sectors in the Pacific region, and
- b) Improve employment opportunities for Pacific Island women and men nationally, regionally and internationally.

The purpose of the APTC is to ensure that Pacific Island women and men with Australian qualifications find employment in targeted sectors leading to economic growth and improved standard of living.

Purpose of the APTC Gender Policy

The purpose of the *Gender Access and Equality Policy* is to advance gender equality and empowerment of women and other marginalized groups through improved access to training, employment and decision-making processes within the APTC. This gender policy provides the basis for implementation and monitoring in key result areas and facilitates proactive inclusion of lessons learned in the whole-of College planning processes through institutionalization of Annual Gender Strategy Updates. Together, the Gender Access and Equality Policy and Strategy constitute the *APTC Gender Access and Equality Policy Framework* (hereafter the Gender Framework).

Scope, Structure and Process

The Gender Framework applies to the whole of the APTC including registered training organizations (RTOs), the Coordination Office (CO), Advisory Boards / Group and Committees established by the College. The Gender Framework has four primary components: i) Introduction and Context, ii) APTC Gender Access and Equality Policy, iii) APTC Gender Strategy, 2007-2008, and iv) Implementation Guidelines. The Gender Framework was formulated by the Coordination Office (CO) based on consultations with regional gender experts and comprehensive review of sector and best practise literature. The Policy Advisory Committee (PAC), appointed by the Senior Management Team (SMT) under the direction of the Chief Executive Officer (CEO) will review the draft document and agreed changes incorporated in the submission to AusAID.

Development Context

Annual population growth in the Pacific is estimated at 3.1% and is expected to remain high, except in countries with significant emigration; Pacific countries also have a high proportion of young people, with median age at about 21 years. This situation is creating mounting pressure on infrastructure and provision of health, education and social services throughout the region.

It is widely accepted that gender disparities in education and employment reduce economic and social growth and that development results cannot be maximized without explicit attention to the different needs, interests, priorities and roles of women and men¹. In the Pacific, access by school leavers to technical and vocational education and training (TVET) “is low and there is an

¹ AusAID 2007 *Gender equality in Australia’s aid program – why and how* and AusAID 2006, *Australian aid: Promoting growth and stability. A White Paper on the Australia Government’s overseas aid program AusAID*



inequitable distribution across geographical areas, income groups and especially gender resulting in widespread poverty of opportunity”². Female involvement in TVET is reported to be well below expectation due to a multiple factors including public perception, cultural values, parental bias, employer preferences and lack of equal employment polices and enforcement at industry and national level. Factors internal to the TVET system further contribute to under-enrolment by women including lack of female boarding facilities, community support services, security issues and the low proportion of female teachers.

Statistics also show a widespread gender bias when it comes to the types of training accessed by men and women in the Pacific; men tend to monopolize technical and trades training while women are found almost exclusively in home economics and domestic science-related programs. The exception is the tourism industry where hospitality-related courses provided in local vocational centres are in demand from local hotels and resorts, resulting in a high proportion of female students in some schools.

In addition to supply side issues, there is high demand for qualified workers to meet skills shortages created by three primary factors; (i) growth in mining and tourism sectors in some countries generating high demand for specialized labour (ii) emigration results in countries losing skilled people, and (iii) inadequate graduate output or quality from the TVET system. Given existing internal and external constraints in the TVET system, gender imbalance in access to or successful completion of skills training serves to amplify marginalization of women and other disadvantaged groups.

Because many females lack the basic skills to become employable this directly limits their ability to improve their own welfare and that of their families. Regional statistics indicate that women are also marginalized by lower wages, sexual harassment and occupational discrimination. Marginalization is further compounded by the lack of female participation on advisory boards and decision-making processes in most Pacific Island Countries and Territories (PICTs). These factors, especially when combined, make it extremely difficult for women to lift themselves out of poverty and seriously constrain their ability to start their own businesses or compete for jobs in local and international labour markets. Poverty levels and social tensions are expected to rise where resources and opportunities do not match the people’s needs and expectations aspirations.

Vision and Values

The APTC Gender Policy aims to value equally both the similarities and differences between women and men, analysing our services and processes for any discriminatory practice and taking steps to eliminate unfairness, and to advance equal rights and opportunities to achieve outcomes for men and women. The APTC Gender Policy entails a whole-of-project or “mainstreaming”³ approach to ensure gender access, participation and equity outcomes are achieved in relation to overall project goals and key result areas.

² Asian Development Bank, 2007. *Skilling the Pacific DRAFT 0²* Asian Development Bank, 2007. *Skilling the Pacific DRAFT 01*

³ Mainstreaming is the process that situates gender equality issues at the centre of broad policy decisions, institutional structures and resource allocations, and includes women’s views and priorities in decision-making about development goals and processes.



Gender is seen as a critical crosscutting component in APTC operations with gender equality objectives inherent in all project activities. Specifically, the policy commits APTC to applying gender sensitive principles in marketing, student and staff recruitment processes, staffing and training plans, awarding of scholarships, facility design and disaggregated data management, provision of specialized health and social services, employment referral support and analysis of “pro-poor”⁴ outcomes against identified targets. Pro-poor analysis is required for APTC to measure verifiable indicators identified in the APTC Performance Assessment Framework (PAF) including; “*numbers of women and men describing improvements in average income and job security*” and “*improved productivity in targeted sectors*”.

The APTC Gender Policy, based on a “rights based approach”⁵ reflects the College’s commitment to the values of equity, neutrality, respect, sharing of knowledge and resources, merit and equitable development in the region. Given that development projects cannot succeed without the participation and cooperation of beneficiaries (i.e., students and employers) and by members of the larger community, this policy is intended for implementation in a partnership context, both within the College and through interaction with relevant local and regional organizations that seeks to build awareness of gender issues, create opportunity to enhance gender equity and generate capacity for regional gender analysis, implementation and improved TVET information management.

The policy framework recognises existing socio-cultural gender constraints in the sector and the fundamental requirement to work in collaboration with APTC stakeholders at all levels to create a more enabling environment for improved access for women and other PICT citizens who are marginalized by distance, race, ethnicity or economic status.

Compliance

This policy framework complies with the *AusAID Gender Policy*, the *AusGuide* and supports the Australian Government’s *White Paper on Overseas Aid*. Australia’s policy commitments require that women participate in and benefit equally from all AusAID supported initiatives, with particular focus on improving the economic status of women through improved access to training, financial and business support services and creation of enabling environments for women-led enterprises and women’s participation in decision making processes at all levels. The policy also adheres to PICT commitments to gender equality outcomes through ratified international conventions including the United Nations Convention of the Elimination of all forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child (CRC) and endorsement of the Millennium Development Goals.

⁴ According to the World Bank, growth is considered to be pro-poor only if poor people benefit in absolute terms, as reflected in some agreed measure of poverty. The extent to which growth is pro-poor depends on the rate of change in poverty, which is determined by both the rate of growth and its distributional pattern. Under this definition the aim is to achieve the greatest amount of poverty reduction possible through growth and progressive distributional change.

⁵ A rights based approach to development describes situations not simply in terms of human needs and development requirements but also in terms of society’s obligations to respond to the inalienable rights of all individuals. This approach strives to empower people to demand justice as a right, not as charity, and gives communities a moral basis from which to claim international assistance when needed.



Beneficiaries and Target Groups

The beneficiaries of this policy are Pacific women and men who are students of the APTC. Target groups include service providers including RTOs and training partner organizations where APTC Schools are housed, industry partners, college advisory committees and community support agencies. Although APTC is not mandated to set or endorse gender policies in organizations outside of the College, APTC does have responsibility to advocate for adherence to gender and other human right principles in agencies engaged to provide support or follow-up services to students and graduates.

Policy Principles, Strategies and Indicators

The Policy identifies 15 principles organized under the following six themes; Access, Equality, Participation, Partnership, Capacity, Leadership and Oversight (see Section 2). The establishment of appropriate gender targets is critical to APTC's ability to assess and monitor the impact of project interventions on women and other marginalized groups. Setting gender targets is a complex process involving examination of data on current throughput from feeder schools (proxy for supply) and analysis of disaggregated labour market data in target industries in PFCs (proxy for demand). Gender targets will vary from School to School due to supply and demand side issues beyond the control of the project and over time. The initial task in establishing gender targets requires examination of internal baseline data (i.e., number and ratio of female to male enrolments and scholarship awarded in 2007) and disaggregated analysis from feeder institutions for the last 5 years. Based on this data, annual gender targets will be established for each School and incorporated in College Annual Plans.

Targeted strategic actions, the roles and responsibilities of service providers and verifiable indicators for assessing performance and outcomes is outlined in the Section 3, the APTC Gender Strategy, 2007-2008. This section also includes a Risk Management Matrix to ensure early identification of gender-related constraints and formulation of mitigation strategies for expedient implementation and monitoring.

Participation and Partnership

Given that development projects do not generally succeed without the participation and cooperation of beneficiaries (i.e., students and employers) and by members of the larger community, this policy is intended for implementation in a partnership context within the College and through interaction with relevant local and regional organizations. Partnerships are necessary to; i) build awareness of gender issues, ii) improve access to APTC by women through addressing underlying constraints, iii) build capacity for gender analysis, and iv) improve TVET information management in the region. This will be achieved through collaboration with the Regional Gender Advisory Group (RGAG, see Section 1.4.7.1) and ongoing consultation and sharing of information with relevant gender-oriented, education and labour organizations with data base functionality.

With respect to participation outcomes, the College will ensure women are proportionately represented on all APTC advisory bodies and that the views of female students and teachers are sought and addressed in operational and strategic management.



Implementation and Monitoring

Successful implementation of the *Gender Access and Equality Policy Framework* is dependent on several variables including, but not limited to the following:

- i) Strong leadership from the CEO and firm commitment from all APTC managers to achieving gender equality outcomes
- ii) Thorough situational analysis of gender issues in TVET and employment in PICTs,
- iii) Use of participatory consultative processes which include the Policy Advisory Committee (PAC), the APTC Technical Advisory Group (TAG), service providers, industry groups, the Regional Gender Advisory Group (RGAG) and CO staff in establishing gender objectives, targets and strategies
- iv) Developing greater capacity for gender analysis within the Pacific TVET community
- v) Ongoing consultation with relevant regional organizations, gender networks and beneficiary groups (including students, employers and industry leaders) and incorporation of lessons learned in policy and practise,
- vi) Legal remedies and protocols being in place to effectively redress sexual harassment and gender-based violence perpetrated by students and teachers, and
- vii) Institutionalized accountability for achieving gender outcomes.

The Gender Framework will be integrated in the APTC M&E Framework (under development); Gender Strategy Updates will be developed as part of the whole-of-college annual planning process and incorporated in College Annual Plans. The CEO is responsible for overall monitoring of the Gender Framework with assistance from the CO as needed. Policy implementation will also be guided by internal review by the Policy Advisory Committee and external review through the Regional Gender Advisory Group (see Section 1.4.7.1) comprised of leading experts in gender development planning and analysis.



3 Background and Context

3.1 Background

The *goals* of the Australia Pacific Technical College are to; a) increase the supply of skilled workers and increase productivity in identified sectors in the Pacific region, and b) improve employment opportunities for Pacific Island women and men nationally, regionally and internationally. The *purpose* of the APTC is to ensure that Pacific Island women and men with Australian qualifications find employment in targeted sectors leading to economic growth and improved standard of living.

The APTC operates in four campus countries - Fiji, Samoa, PNG and Vanuatu and serves 14 Pacific Island Countries and Territories (PICTs) with a Coordination Office (CO) based in Nadi, Fiji. It is anticipated that approximately 3,000 students will graduate from the College with Australian qualifications by 2011. Courses will be offered through the School of Tourism and Hospitality (STH), the School of Automotive, Construction, Electrical and Manufacturing (SACEM) and the School of Health and Community Services (SHCS) which is expected to commence operations in 2008.

Initial funding of \$A149.5 million is provided from AusAID for the establishment and operation of the College from 2007-2011. The College is open to applicants who meet the entry requirements for specific courses, including existing technical students seeking higher qualifications, workers seeking formal or upgraded qualifications and apprentices.

3.2 Structure of Report

This Gender Framework has 4 primary components 1) Introduction and Context, 2) APTC Gender Access and Equality Policy, 3) Annual Gender Strategy 2007-2008, and 4) Implementation Guidelines. The document also contains a Glossary of Gender and Development Terms, the APTC Operating Principles, a TOR for the Regional Gender Advisory Committee and References.

Section 1 outlines the development context of the Project (demographics, education, employment, poverty and participation) and identifies policy development methods, beneficiaries/target groups and compliance issues. Section 2, the APTC Gender Access and Equality Policy, includes the vision and values, policy platforms, guiding principles and M&E reporting requirements. Section 3, the APTC Gender Strategy 2007-2008, details strategic focus areas, actions, roles and responsibilities of all parties and performance indicators. Section 4 outlines implementation arrangements and timeframes. The remaining sections provide important background and contextual information required in policy development, implementation and monitoring.

3.3 Policy Development

The Gender Framework was formulated by the CO Monitoring, Evaluation & Gender Officer (MEGO) and is based on consultations with the APTC Policy Advisory Committee, RTOs, the CEO, regional gender experts and a comprehensive review of sector and best practise literature in gender and development.



3.4 Development Context

3.4.1 Demographics

Annual population growth in the Pacific is estimated at about 3.1% and, if sustained, will lead to a doubling of the Pacific Islands population from the present 9.2 million to 18.3 million within 23 years. The Pacific region also has a high proportion of young people, with the median age at around 21 years of age, and high birth rates resulting in significant and sustained pressure on infrastructure and provision of health, education and social services. Of particular relevance to the APTC are issues related to shortage of schooling opportunities, inadequate educational and training outputs, lack of access to waged employment, inadequate supply of skilled human resources required for economic growth and poverty reduction.

Migration from rural to urban centres and emigration (or the movement of people from the country of origin and settlement in another country) generally Australia, New Zealand and the USA, has become a major labour market factor in most PICTs except for PNG, Vanuatu and Solomon Islands.⁶ The impacts of emigration vary according to duration, with long-term emigration resulting in a substantial loss of the skilled workforce to the country of origin and implications for economic growth and social cohesion. Women and children are especially vulnerable to impacts by urbanization and emigration due to changing values and standards, disruption of social support systems and loss of income opportunities derived from non-formal sector employment on which subsistence economies are based. Consequently, an increasing number of Pacific Island women find themselves living in urban environments and supporting children without the skills necessary to secure waged employment or engage in subsistence activities.

3.4.2 Education and Training

It is widely accepted that gender disparities in education and employment reduce growth and that development results cannot be maximized without explicit attention to the different needs, interests, priorities and roles of women, men, boys and girls. There is a growing awareness and recognition in the Pacific region of the need to improve the situation of women's lives, and of the benefits that will be gained when women and men are able to participate as equals in all aspects of economic, social, cultural and political life. Gender equality has become a key objective and cross cutting issue in most Pacific Island country-level and regional development plans including the Pacific Plan endorsed by Forum Leaders in 2005.

In some PICTs, the school dropout rate is up to 70% and education systems are generally not seen to adequately equip young people for employment or post secondary education. Lack of facilities, overcrowded classrooms, under qualified teachers and low educational standards severely reduce accessibility and education outputs. For instance, the 2004 Government Report to the US President on Compact Funding states an "education disaster is taking place in the RMI"⁷.

The education system has a primary responsibility to contribute to the achievement of equality between the sexes and to improve the conditions of life for women and men, girls and boys.

⁶ Asian Development Bank, 2007. *Skilling the Pacific DRAFT 01*

⁷ ADB, 2004-05 TA 4219, Preparing the Youth Social Services Project in RMI



Education is critical to advancing women’s knowledge and skills, expanding opportunities for their economic and social development, and that of their families, and increasing their participation and representation in all levels and spheres of society. Achieving gender-balanced participation in education assists not only in promoting social justice, but it is also a matter of good economics and sound sectoral management. Investment in gender equality, particularly in health and education yields some to the highest return of all development investments⁸. These investments generate reduced rates of maternal mortality, better education and healthier children, higher household incomes and stronger economic growth. Research also suggests a correlation between better governance, less corruption, and women’s participation in decision making in politics and the labour force.

It is well recognized that education for females has a catalytic effect on every dimension of development: lower child and maternal mortality rates; reduced fertility rates; increased educational attainment by daughters and sons; higher productivity; and improved environmental management.

AusAID, 2007 Activity Design Document, SACEM

A recent ADB study⁹ concluded that in the Pacific, access by school leavers to technical and vocational education and training (TVET) is low. Not only is the number of participants low, but there is an inequitable distribution across geographical areas, income groups and especially gender, resulting in widespread “poverty of opportunity”.

In contrast with general education where gender parity is almost achieved in most PICTs, the TVET system generally favours males over females. Research indicates there are multiple causes of female under-enrolment including public perception, cultural values, parental bias, employer preferences and lack of equal employment policies and enforcement. Factors internal to the TVET system also discriminate against girls and women including lack of female boarding facilities, community support services, security issues and the low proportion of female teachers.

The ADB study also identifies a widespread gender bias when it comes to the types of informal sector training provided to men and women in the Pacific; men tend to monopolize technical and trades training while women are found almost exclusively in home economics and domestic science-related programs. The exception is in the tourism industry where hospitality-related courses provided in local vocational centres are in demand from local hotels and resorts, resulting in a high proportion of female students in some schools.

“There is an urgent need [in PICTs] to broaden the training opportunities available to women and promote their active participation in “non-traditional” trades and management-related subjects”.

ADB, 2007

⁸ AusAID 2007 *Gender equality in Australia’s aid program – why and how* & AusAID 2006, *Australian aid: Promoting growth and stability. A White Paper on the Australia Government’s overseas aid program AusAID*

⁹ Asian Development Bank, 2007. *Skilling the Pacific DRAFT 01*
Note: Equity was evaluated by overall access of trainees to training (“index of opportunity”) and equality of access in terms of location, income and gender.



3.4.3 Employment

As a consequence of inequitable gender access to education, many females lack the basic skills to become employable and this directly limits their ability to improve their welfare and that of their families. For unmarried females with children and no male support, lack of access to training makes it extremely difficult for them to lift themselves or their children out of poverty. Inadequate training and support seriously constrains women's ability to start their own businesses and compete for jobs in the local labour market.

The supply of appropriately skilled labour in Pacific Island Countries depends mostly on the output from the TVET sector. However there appears to be insufficient numbers of TVET graduates in key fields and the performance level of graduates is below that expected in the workplace. TVET systems are unable to provide a sufficient supply of graduates with adequate performance levels. Industry in turn has adjusted by employing lesser skilled staff, providing internal training and importing foreign labour.

ADB, *Skilling the Pacific* 2006

In some PICTs, youth unemployment is as high as 80% and the gap between the labour force and available wage positions is expected to widen further unless new jobs are created and skills needed for employment are developed. Youth face a multitude of interwoven issues that trap them in a cycle of poverty and there is mounting public concern for “the lost generation” and a strong desire to stop this downward spiral across the region.

3.4.4 Transition from Education to Employment

The AusAID gender policy indicates that greater focus is needed on the transition from school to employment, and on technical and vocational education for both young men and women to address youth unemployment and gender-based occupational segregation. This policy recognises that achieving employment equity, necessary to improved standard of living and poverty reduction, requires targeted interventions with government and industry leaders to ensure female graduates find suitable employment with equitable remuneration. While outside the direct mandate of the APTC, over time it is expected the College will engage with government and industry's leaders to explore possibilities to improve gender sensitization and reduce bias, advocate for enactment and/or enforcement of Equal Opportunity legislation, and explore the potential use of targeted strategies to address underlying socio-economic and institutional constraints (i.e., gender incentives and inducements) for APTC graduates.

The 2007 ADB regional report on TVET outlines the importance of providing post-training support in the transition from training to productive activity. In particular, the study stresses the need for assistance in linking participants with potential employers, facilitating access to information on new products, markets, technical and business advisory services, and micro-credit. There is also a need to focus on the transitional needs of women and other student groups who may experience additional challenges securing work due to gender biases, family responsibilities and geographic isolation.



3.4.5 Poverty and Social Cohesion

Women's higher risk of poverty and destitution is associated with labour force discrimination, increasing divorce and separation rates and problems collecting maintenance payments from departed spouses. Female unemployment rates amongst the poor is especially affected in declining and stagnant economies because women tend to hold the bulk of low wage positions in factories, the service sector and non-formal livelihood occupations (i.e., sale of market produce, fisheries and handicrafts). Unemployment is a key variable underpinning non-adaptive social behaviour such as substance abuse, crime and domestic violence which are rapidly increasing in many PICTs. Poverty levels and social tensions can be expected to rise where resources and opportunities do not match the growing number of young people and their aspirations.

3.4.6 HIV and AIDS

The majority of students and teachers in APTC will be within the most sexually active age group (15-49 years) most of whom are living away from home. Mobility of students between and within countries can lead to greater social and personal freedom resulting in increased experimentation in personal relationships. Mobility of people is a concern to APTC because of the risks involved in moving learners between high and low prevalence countries. Of the Pacific Countries that APTC will operate, PNG has a generalised epidemic (prevalence consistently over 1% in pregnant women nationwide) and overall prevalence estimated between 40,000 and 60,000 people infected with HIV. This is the fourth highest prevalence rate in the Asia Pacific Region; no other PICTs have reported more than 300 HIV+ cases since testing commenced however infection rates are thought to be rising in other nations¹⁰.

Gender inequalities make women and girls particularly vulnerable to contracting HIV and AIDS when their ability to negotiate safer sex or ward off unwanted sexual attention is compromised. Risk of infection is also increased for women who are away from home and without access to their usual support systems. Addressing this added vulnerability within the College requires serious attention to provision of secure housing and travel arrangements by service providers.

Without more intensive prevention and surveillance, teenage pregnancy and sexually transmitted diseases including HIV/AIDS are expected to increase. The effectiveness of reproductive health programs is constrained by the "culture of denial", the lack of public awareness about family planning and the need for safe sex, inadequate "youth-friendly" outreach services and lack of inter-agency coordination. When students are deprived of information on reproductive health and sex education and access to health services appropriate to their needs, the risk of increased transmission remains high.

To address risks associated with the transmission and spread of HIV and AIDS in PICTs serviced by APTC, the College developed the *HIV and AIDS Framework Policy and Strategy 2007-2011* to ensure appropriate education and awareness, services and oversight in all campus countries. This policy has a particular focus on addressing the heightened vulnerabilities of women and other high risk student groups and provides a series of safeguard mechanisms, which will be incorporated into the APTC M&E Framework, to ensure systematic monitoring of risks. The RGAG will also play in

¹⁰ APTC CO, 2007 (*Draft*) *HIV and AIDS Framework Policy and Strategy, 2007-2011*



important role in interfacing with external HIV/AIDS experts in the Pacific Region and ensuring that the health needs and rights of female students are addressed.

3.4.7 Participation

Given that development projects cannot succeed without the participation and cooperation of the community, this policy is intended for implementation in a partnership context that builds awareness of gender issues, creates opportunity to enhance gender equity and generates capacity for regional gender analysis and implementation and improved TVET information management.

Many PICTs have endorsed Equal Opportunity Legislation and committed to the achievement of the Millennium Development Goals which includes MDG #3: *Promote Gender Equality and the Empowerment of Women*. Some countries have identified specific targets in relation to increasing participation of women in leadership and decision-making processes. For example, the Fiji Government MDG reports stipulated that by 2005, 50% of people on government boards and other public bodies should be women although at present only about 19% of the total appointments are women and these are concentrated on minor health and welfare boards and committees.¹¹ This example illustrates the need for APTC to establish realistic gender participation rates for all advisory bodies established by the College and to monitor progress against those targets.

The APTC Gender Policy supports implementation of the Pacific Plan¹² in achieving strategic objectives in education and training, gender equality, youth development, economic growth, good governance and poverty reduction and is aligned with gender related international conventions¹³ and Millennium Development Goals as endorsed by Pacific Island governments.

Regional Gender Advisory Group

Policy development and implementation is guided by the CEO and the APTC Policy Advisory Committee (PAC) who is assisted by external input and review by the Regional Gender Advisory Group (RGAG). The RGAG, comprised of leading experts in gender and planning and analysis in the region, will serve in a mentoring capacity for the College by: reviewing draft *Annual Gender Strategy Updates*; reviewing College marketing and curriculum materials for gender sensitivity; building awareness of training opportunities available through APTC amongst women's networks and employer groups, identifying areas of high skills demand of direct interest and benefit to women and other disadvantaged groups; providing feedback on the effectiveness of gender access and equality strategies; interfacing with organizations with particular expertise in other cross cutting policy areas affecting women such as HIV/AIDS, peace and security, anti-corruption etc. The TOR for the RGAG is contained in Section 1.4.7.1.

¹¹ Asian Development Bank, 2006 *Country Gender Assessment, Republic of the Fiji Islands*

¹² Pacific Islands Forum Secretariat, 2005 *The Pacific Plan for Strengthening Regional Cooperation and Integration*

¹³ Including the United Nations Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC).



3.5 Beneficiaries and Target Groups

The beneficiaries of this policy are Pacific women and men who are students of the APTC. Target groups include service providers and training partner organizations where schools will be housed, industry and employer partners, College advisory committees, community support agencies and the APTC Coordination Office.

3.6 Partnership

The APTC Gender Policy, based on a “rights based approach” (see footnote #5), reflects the College’s commitment to the values of equity, neutrality, respect, sharing of knowledge and resources, merit and equitable development in the region. Given that development projects cannot succeed without the participation and cooperation beneficiaries (i.e., students and employers) and by members of the larger community, this policy is intended for implementation in a partnership context, both within the College and through interaction with relevant local and regional organizations that seeks to build awareness of gender issues, create opportunity to enhance gender equity and generate capacity for regional gender analysis, implementation and improved TVET information management. This will be achieved through collaboration with the RGAG and ongoing consultation and sharing of information with relevant gender-oriented, education and labour organizations with data base functionality (i.e., PATVET, SPC, PIFS, UNIFEM, PIPSO, PICT Ministry’s of Labour, Chambers of Commerce).

3.7 Compliance

This policy framework complies with the AusAID Gender Policy¹⁴, AusAID Guidelines and supports the Australian Government’s *White Paper on Overseas Aid*¹⁵ which states that gender equality is essential to reducing poverty and increasing the effectiveness of aid. Australia’s policy commitments require that women participate in and benefit equally from all AusAID supported initiatives, with particular focus on improving the economic status of women through improved access to training, financial and business support services and creation of enabling environments for women-led enterprises and women’s participation in decision making processes at all levels.

The AusAID Gender Policy also reflects Australia’s commitment to support partner countries achieve gender equality outcomes through ratified international conventions including the United Nations Convention of the Elimination of all forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child (CRC) and endorsement of the Millennium Development Goals. As such, the APTC Gender Access and Equality Framework is aligned with PICT international gender commitments.

¹⁴ AusAID 2007 *Gender equality in Australia’s aid program – why and how*

¹⁵ AusAID 2006, *Australian aid: Promoting growth and stability. A White Paper on the Australia Government’s overseas aid program AusAID*



4 APTC Gender Access and Equality Policy

4.1 Purpose and Objectives

The *purpose* of the APTC Gender Access and Equality Policy is to provide a framework for development, implementation and monitoring of annual gender strategies in key gender result areas as identified in the APTC Project Design Document. This policy outlines the development environment, the vision, goals, areas of strategic focus and key performance indicators. Details regarding monitoring of gender results throughout the College will be detailed in Annual Gender Strategies and fully integrated in the APTC Monitoring and Evaluation Framework (forthcoming). The *objective* of this policy framework is to advance gender equality and empowerment of women and other marginalized groups through improved access to training, employment and decision-making processes. Together, the Gender Access and Equality Policy and Annual Gender Strategies constitute the *APTC Gender Access and Equality Policy Framework*.

4.2 Scope

This policy applies to the whole of the APTC including registered training organizations (RTOs), local training partners, the Coordination Office and all Advisory Groups and Committees established by the College.

4.3 Vision and Values

The APTC Gender Policy aims to value equally both the similarities and differences between women and men, analysing our services and processes for any discriminatory practice and taking steps to eliminate unfairness, and to advance equal rights and opportunities to achieve outcomes for men and women. Gender is seen as a critical crosscutting component in all APTC operations; gender equality is inherent in all project activities. APTC Operating Principles¹⁶ state that ‘the principles of equity will underpin all internal and external operations through the use of good governance policies, procedures and oversight arrangements’.

The Policy seeks to create a framework that will assist the APTC encourage gender equality in all staff and student activities and to ensure equitable participation and appropriate representation of both genders in all its decision making processes. Specifically, the policy commits APTC to applying gender sensitive principles in marketing, student and staff recruitment processes, staffing and training plans, awarding of scholarships, facility design, and disaggregated data management, provision of health and social services, employment referral support and analysis of pro-poor outcomes against identified targets.

The APTC Gender Policy entails a whole-of-project or “mainstreaming” approach (see footnote #3) to ensure that gender access, participation and equity outcomes are achieved in relation to overall project goals and key result areas. The policy reflects APTC’s commitment to the values of

¹⁶ APTC CO, Sept 2007 APTC *Operating Principles, Annual Plan, Coordination Office*.



equity, neutrality, respect, sharing of knowledge and resources and equitable development in the region and is embedded in M&E Framework.

Given that development projects do not generally succeed without the participation and cooperation of beneficiaries (i.e., students and employers) and by members of the larger community, this policy is intended for implementation in a partnership context, both within the College and through interaction with relevant local and regional organizations, that builds awareness of gender issues, creates opportunity to enhance gender equity and also generates greater capacity for regional gender analysis and implementation and improved TVET information management.

4.4 Policy Platforms

The APTC gender policy has six distinct platforms which respond to existing gender and development issues affecting College operations and results.

4.4.1 The education system itself is a role model and catalyst:

The APTC Gender Policy recognises that the education system plays a powerful role in shaping social attitudes about gender roles, capabilities and power relations. Teacher attitudes, positive role models and curricula that encourage reflection on masculinity, femininity and gender relations is important in transforming social attitudes and challenging discrimination. Hence, APTC will strive for gender balance in its staffing arrangements and will ensure that all staff has sufficient understanding of gender issues in the Pacific for early identification of internal and external factors that discriminate against women and other marginalized groups. The College will also ensure that educational infrastructure provides sufficient security and privacy for female students and that preventative and curative health, family planning; counselling and other social services are readily available in proximity to all campuses.

4.4.2 APTC has the power to influence gender equity in student throughput:

The APTC Gender Policy recognises that low historical throughput of females from regional TVET organizations poses a serious challenge to achieving gender equity in enrolment especially given standardized admission prerequisites. As such, the College is committed to supporting a range of strategies, as needed, to redress supply (of learners) and demand issues which constrain gender access and equity. The APTC Scholarship Fund is seen as critical to reducing marginalization of women and other disadvantaged groups. The Scholarship Design Document¹⁷ states that APTC Scholarships will be delivered to promote equal access to the APTC for both men and women through pre-award processes, scholarship advertisement and selection. During selection, APTC awards will be allocated evenly between eligible female and male candidates as far as possible. This policy also allows for, if needed, provision of concurrent pre-enrolment learning opportunities in literacy and/or technical areas and other support systems to increase the number of women qualified for admission to APTC and ensure high retention rates.

¹⁷ AusAID, July 2007. *Report to AusAID for the Design of an Australia-Pacific Technical College Scholarship Program*



Annual Gender Strategy Updates will establish gender targets for enrolment based on ongoing analysis of supply and demand side issues and identify existing constraints to equity and appropriate remediation strategies. In the event that RTO contracts do not provide sufficient funds to implement focused activities to redress inequality, additional resources will be sought from AusAID and/or through partnership agreements with stakeholder agencies.

4.4.3 APTC has a duty and capacity to influence gender equity in the demand for graduates:

The APTC Gender Policy recognises that the demand side is the most fundamental driver of gender equity in the work force. APTC research raises awareness within industry which is a fundamental element in the achievement of gender equity objectives necessary to achieve sustainable benefits. As such, the College will actively engage with relevant PICF government agencies and industry leaders in targeted sectors to identify and respond to employment related constraints to gender equity. Consultation through country level Industry Advisory Groups, Chambers of Commerce, worker and sector associations, women's organizations and other existing mechanisms will enable APTC to be well informed and proactive in assisting graduates to find suitable employment in the region.

4.4.4 APTC has a responsibility to model gender balanced participation in internal management arrangements and advisory group processes:

To ensure gender perspectives are addressed at all levels of College operation, the APTC will ensure female students, teachers and administrators are encouraged to participate in internal and external decision-making and advisory processes aimed at identifying systematic and operational constraints to College access, retention and employment. In addition to improving the responsiveness of APTC to gender issues, methodical engagement of women is likely to build awareness within partner organizations and stakeholder groups of the need to involve women in leadership and decision-making processes.

4.4.5 APTC has a responsibility to improve employment prospects and living standards of graduates:

It is clear that gender inequalities intensify poverty and perpetuate it from one generation to the next preventing women and girls from taking up opportunities that could potentially make themselves and their families less vulnerable to poverty. Measuring gender outcomes requires i) thorough gender analysis of demand and supply side issues ii) sharing of information with feeder institutions and country and regional institutions responsible for labour market data iii) human resource forecasting, and iv) productivity and poverty analysis in order to inform PICT governments, NGOs and interested employers. APTC will monitor changes in standard of living by collecting baseline entry data on annual income and conducting post-study tracer surveys on a minimum 20% of graduates to assess economic and other benefits of training.



4.4.6 APTC has a responsibility to monitor, evaluate and inform:

The capacity to identify gender equality indicators and collect and analyse sex-disaggregated data is weak in the Pacific region¹⁸. Therefore, the APTC gender policy recognises the need to i) systematically produce sex-disaggregated on learners and graduates, ii) share this information with key organizations responsible for gender, TVET and poverty data analysis (i.e., national statistic departments and regional agencies such as PATVET, SPC, UNDP, ILO, UNESCO, PIPSO, SPEAB) and, iii) analyse data provided by other agencies that will increase APTC's ability to understand and analysis the impact of College policies and procedures on women and other marginalized groups.

4.5 Policy Principles

Access

Principle 1: APTC is committed to ensuring women have equitable access to all APTC training programs by striving to redress social, cultural and economic constraints

Principle 2: APTC is committed to ensuring the Scholarship Fund increases access to women and other marginalized groups

Principle 3: APTC is committed to promoting equitable access for female graduates to employment opportunities in target industries

Principle 4: APTC is committed to ensuring health promotion and welfare support services are readily accessible to all students

Equality

Principle 5: APTC is committed to ensuring enrolment of female learners increases throughout project implementation through establishment of gender targets in annual gender strategy updates and College annual plans

Principle 6: APTC is committed to promoting gender balance in staffing including teachers and support staff

Principle 7: APTC is committed to ensuring that institutional and housing infrastructure addresses the safety and privacy needs of female students

Principle 8: APTC is committed to ensuring that anti-discrimination, equal opportunity and safeguard policies are in place for learners

Participation

Principle 9: APTC is committed to ensuring that women have proportional representation on all College advisory and decision-making processes

Principle 10: APTC is committed to ensuring that female entrepreneurs and industry leaders are actively involved in identifying barriers and strategies to improve workplace participation rates

Partnership

Principle 11: APTC is committed to working in collaboration with governments, other TVET providers, international development organizations, donor agencies and civil society groups to achieve gender outcomes

Capacity

Principle 12: APTC is committed to ensuring that locally relevant gender awareness training is provided in learner and staff induction processes

Leadership and Oversight

Principle 13: APTC recognises the importance of modelling best practise through transparent sharing of lessons learned in achieving gender results

¹⁸ Asian Development Bank, 2007. *Skilling the Pacific DRAFT 01*



Principle 14: APTC is committed to systematic analysis of gender-disaggregated data as the bases for assessing performance of gender based outcomes

Principle 15: APTC will ensure adherence to this policy through rigorous monitoring of Annual Gender Strategies aligned to the APTC M&E Framework, College Annual Plans and CEO performance reporting

4.6 Gender Targets

The establishment of appropriate gender targets is critical to APTC's ability to assess and monitor the impact of project interventions on women. Setting gender targets is a complex process involving examination of data on current throughput from feeder schools (proxy for supply) and analysis of disaggregated labour market data in target industries in PFCs (proxy for demand). Monitoring of targets will ensure that the APTC makes a verifiable contribution to the status of women in targeted industry sectors across the region. Gender targets will vary over time and from School to School due to supply and demand side issues beyond the control of the College.

4.7 Policy Implementation and Review

In accordance with this Policy, the APTC Gender Strategy and Annual Updates identify priority actions, responsibilities and timeframes and specific performance indicators organized under six themes; Access, Equality, Participation, Partnership, Capacity, Leadership and Oversight. The Gender Strategy assumes a results-based approach and recognises the need to fully integrate gender analysis in the APTC Monitoring and Evaluation Framework (forthcoming). Annual Gender Strategy Updates will contain a Risk Management Matrix (see Table 6) to ensure potential obstacles to achievement of gender outcomes are systematically assessed and appropriate mitigation strategies developed and actioned as expeditiously as possible.

The M&E Framework and Gender Strategy Updates will be developed as part of the whole-of-college Annual Strategic Planning process and incorporated into the annual plans of all service providers. The CEO is responsible for overall monitoring of the Gender Framework, with assistance from the CO as needed. Annual Gender Strategy Updates will be developed in close collaboration with APTC service providers through a robust review of lessons learned from project experience and with due recognition to internal and external constraints, changing circumstances and emerging trends.

The APTC Gender Framework will also be subject to peer review by expert external agency representatives, through the Regional Gender Advisory Committee (see TOR, Section 1.4.7.1), the APTC Policy Advisory Coordinating Committee and by public sector organizations with vested interest in gender and human resource development outcomes.



5 APTC Gender Strategy 2007-2008

5.1 Purpose

The APTC Gender Access and Equality Policy Framework calls for the Strategy portion of this document to be updated on an annual basis for the whole of the College. This process, tied into the Annual Reflection and Planning Event, will assist in ensuring internal and external constraints to gender access are identified and remedial action is taken as proactively as possible, to meet targets and achieve gender outcomes.

5.2 Principles and Strategic Actions

APTC gender principles were developed in consultation with service providers, external gender experts and review of best practise literature in the Pacific region. The Policy recognises that achieving outcomes in identified key result areas (Access, Equality, Participation, Partnership, Capacity and Leadership and Oversight) is a long-term and challenging process that involves complex variables beyond the control of the project. By remaining committed to implementation of these principles and by applying due diligence in redressing gender related constraints, the APTC is well positioned over time to assist PICTs achieve gender outcomes in training and employment which have a direct impact on poverty reduction, social cohesion, employment and economic growth.

5.2.1 Access

Principle #1: APTC is committed to ensuring women have equitable access to all APTC training programs by striving to redress social, cultural and economic constraints

Principle #2: APTC is committed to ensuring the Scholarship Fund increases access to women and other marginalized groups

Principle #3: APTC is committed to promoting equitable access for female graduates to employment opportunities in target industries

Principle #4: APTC is committed to ensuring health promotion and welfare support services are readily accessible to all students

Table 1: Access

| Priority Actions | Tasks | Responsibility | Performance Indicators |
|---|--|--|---|
| <i>Principle #1: Ensure women have equitable access to APTC training programs</i> | | | |
| 1. Use gender sensitive marketing strategies | 1. CO designs College marketing and other IEC materials & strategies | 1.1 CO with assistance from the RGAG and SMT as needed | 1.1 Audit of Marketing Materials; Feedback from CO/ RGAG incorporated |
| 1.2 Use gender | 1. 2 RTOs ensure | 1.1.2. RTOs with | 1.1.2 Annual Gender audit of |



| | | | |
|--|--|--|---|
| inclusive language in all learning and in-house documentation | curriculum materials are gender inclusive and free of bias 1.2.1 Ensure human rights principles are addressed in induction training (see Table 5, 12.1) | assistance from CO/RGAG as required | curriculum material; feedback from RGAG incorporated |
| 1.3. Identify external constraints to gender access to APTC training programs | 1. 3 Determine baseline female participation rate for feeder institutions and initial APTC intake 1.3.1 Semester and cumulative analysis of enrolment, scholarship and retention rates per course and school 1.3.2 RGAG providing input on mitigation strategies to improve gender participation rates | 1. 3 CO compiles data for baseline analysis and integration in PAF 1.3.1 PAC/MEGO present initial gender report at Annual Planning Event (Feb 2008) 1.3.2 Gender targets are established for each School based on current participation rates and supply/demand side issues | 1. 3 Baseline data documented 1.3.1 Gender analysis presented at Annual Reflection and Planning Event and remediation strategies identified 1.3.2 Actions identified and costed in College Annual Plans 1.3.3 Gender Policy presented and endorsed at inaugural APTC Technical Advisory Group |
| <i>Principle # 2: Ensure APTC Scholarship Fund provides equitable access</i> | | | |
| 2. Scholarship application process developed, trailed and refined | 2.1 Gender disaggregated data collected and analysed for all College applicants, scholarship candidates and enrolees 2.2 Scholarship ranking system weighted for gender and other marginalized students (i.e. NCC) | 2.1 RTOs collect sex disaggregated applicant and enrolment data; CO collects sex-disaggregated scholarship data 2.2 CO consolidates data and prepares analysis 2.2 Scholarship Committee develops ranking system to ensure equitable access 2.3 CEO approves all Scholarship applicants based on prerequisite qualifications and distribution of benefits to meet equity outcomes | 2.1 Ratio of female applicants who apply and selected for scholarships identified and reported on semester basis 2.2 Selection process established, tested and adjusted in response to under-representation by disadvantaged groups 2.3 Mitigation strategies developed and operational in 2008 Annual Plan cycle to increase participation and retention rates for women and other disadvantaged sub-group based on project experience |
| <i>Principle # 3 Promote equitable access to employment opportunities in target industries</i> | | | |
| 3. Identify work opportunities and assist graduates find suitable employment | 3.1 Establish Industry Advisory Groups and ensure commensurate gender representation | 3.1 RTOs and CPCs in collaboration with Industry Advisory Groups and CEO networks identify constraints and opportunities 3.1.1 CEO develops linkages with key industry | 3.1 Minutes of Industry Advisory Group Meetings 3.1.1 CEO reports on industry, govt and labour related agencies and networks 3.1.2 Research on sex-disaggregated labour practise in PITC compiled |



| | | | |
|--|---|--|--|
| | | groups and advocates for equal opportunities for women 3.1.2 MEGO conducts research on current participation rates in focus industries and employment related barriers to equity 3.1.3 RTOs and CO explore options to provide referral and follow-on assistance for graduates 3.1.4 Marketing and Communication Officer develop IEC materials | 3.1.3 Focused APTC marketing materials developed and distributed 3.1.4 Outsourcing arrangements in place to assist with referral and follow-up support |
| <i>Principle #4 Ensure health and welfare support services are readily accessible to all students</i> | | | |
| 4. Establish referral service with community agencies specializing in health and counselling support for women in all campus countries | 4.1 Service providers make introductory and educational presentations for new students with specific focus on violence, reproductive health and sexually transmitted diseases | 4.1 RTOs with assistance from CPCs 4.2 Student surveys conducted for at least 20% of students annually | 4.1 List of referral services and contact details developed in each campus country and distributed to all students 4.2 Results of student surveys 4.3 Documentation of introductory/educational visits to schools by service providers |

5.2.2 Equality

Principle #5: APTC is committed to ensuring enrolment of female learners increases throughout project implementation through establishment of targets in Annual Gender Strategy Updates and College Annual Plans

Principle #6: APTC is committed to achieving gender balance in staffing including teachers and support staff

Principle #7: APTC is committed to ensuring that institutional and housing infrastructure addresses the safety and privacy needs of female students

Principle #8: APTC is committed to ensuring that anti-discrimination, equal opportunity and safeguard polices are in place for learners



Table 2: Equality

| Priority Actions | Tasks | Responsibility | Performance Indicators |
|--|--|---|--|
| <i>Principle #5: Ensure enrolment of female learners increases throughout project implementation</i> | | | |
| 5. Track number and ratio of women through APTC courses | 5.1 Identify number of female applicants and enrolments in 2007-08 planning cycle 5.3 Identify gender targets for 2008-09 planning cycle through analysis of supply and demand baseline data | 5.1 RTOs supply data And CO correlates the College 5.2 RGAG, Industry Advisory Groups and Feeder Institutions provide input | 5.1 Ratio of female students in first and subsequent intakes for all Schools 5.2 Mitigation strategies identified and implemented to address access constraints 5.3 Baseline data documented on supply and demand issues per industry group and integrated |
| <i>Principle #6: Promote gender balance in staffing including teachers and support staff</i> | | | |
| 6. Recruit female instructors, train counter-parts | 6.1 RTOs identify ratio of female instructors, disaggregated by citizenship and age as baseline data 6.2 CO provides data on ratio of local and international female staff in administrative and management roles | 6.1 Data analysis for whole of College by CO by Jan 2008 6.2 Strategies identified to increase number of female and local instructors based on baseline data in response to project experience | 6.1 RTO human resource records 6.2 CO human resource records 6.3 Strategies identified and actioned to increase participation rates of female staff in 2008-09 planning cycle |
| <i>Principle #7: Ensure infrastructure addresses the safety and privacy needs of female students</i> | | | |
| 7. Conduct facilities audit including classrooms, housing and transport arrangements | 7. RTOs conduct audit in conjunction with sample of female students and teachers and identify strategies to address vulnerabilities | RTOs | 7.1 Annual gender audit of physical facilities by CO 7.2 Student survey results documented (minimum 25% female students and teachers surveyed) 7.3 Audit and survey results clearly identify vulnerability issues and agreed remediation strategies in contractor annual plans |
| <i>Principle #8: Ensure anti-discrimination, equal opportunity and safeguard policies are operational and effective</i> | | | |
| 8. Develop and enforce regulatory safety environment | 8.1 RTOs establish and enforce Codes of Conduct for students and staff 8.2 RTOs establish and enforce equal opportunity | RTOs with assistance from CO as required | 8.1 RTO records 8.2 Systems for processing complaints and grievance procedures documented and operational |



policies
8.3 RTOs establish
complaint and
grievance
procedures

5.2.3 Participation

Principle #9: APTC is committed to ensuring that gender equality and other human rights principles underpin advisory and decision-making processes throughout the College

Principle #10: APTC is committed to ensuring that female entrepreneurs and industry leaders are actively involved in identifying barriers and strategies to improve workplace participation rates

Table 3: Participation

| Priority Actions | Tasks | Responsibility | Performance Indicators |
|---|---|---------------------------|--|
| <i>Principle #9 Ensure gender equality in College wide advisory functions throughout the College</i> | | | |
| 9. Recruit women for all advisory and in-house committees | 9.1 Ensure the APTC Technical Advisory Group and all other advisory committees established by the College have commensurate representation from women | AusAID APTC Management | 9.1 Ratio of women to men on APTC Technical Advisory Group and other committees established by the College increases by min 10% 9.2 Minutes of APTG TAG meetings indicate specific focus on gender and other relevant human rights issues |
| <i>Principle #10: Ensure women's leaders are involved in identifying and addressing gender workplace issues</i> | | | |
| 10. Engage with Pacific Island female entrepreneurs | 10.1 Identify women business leaders in targeted sectors and engage on Industry Groups and other employer consultation mechanisms | RTOs APTC management | 10.1 Ratio of women in business on Industry Advisory Groups and other consultation processes developed by the College increases by a min 10% 10.2 Minutes of meetings indicate specific focus on gender issues in the workplace |



5.2.4 Partnership

Principle #11: APTC is committed to working in collaboration with governments, other TVET providers, international development organizations, donor agencies and civil society groups to achieve gender outcomes

Table 4: Partnership

| Priority Actions | Tasks | Responsibility | Performance Indicators |
|--|--|----------------|---|
| <i>Principle #11: Ensure collaboration with PICT stakeholders to achieve gender outcomes</i> | | | |
| 11. Engage with regional gender organizations | 11.1 Identify key stakeholder groups in CCs and regionally with interest in gender training and employment equity outcomes to explore partnership options and strategies | CO RGAG | 11.1 Minutes of RGAG and other meetings demonstrating regional and country level partnerships addressing gender equality issues |

5.2.5 Capacity

Principle #12: APTC is committed to ensuring that locally relevant gender awareness training is provided in learner and staff induction processes and instructional materials

Table 5: Capacity

| Priority Actions | Tasks | Responsibility | Performance Indicators |
|--|---|-------------------------------------|--|
| <i>Principle #12: Ensure gender awareness training is provided to learners and staff</i> | | | |
| 12.1 Acquire, trail and refine gender and human rights training modules | 12.1 RTOs incorporate gender and human rights in student and teacher induction programs | RTOs with CO assistance as required | 12.1 Induction materials 12.2 Student and staff post induction survey results 12.3 Results to RTO and partner training organizations ‘most significant change’ |

5.2.6 Leadership and oversight

Principle #13: APTC recognises the importance of modelling best practise through transparent sharing of lessons learned in achieving gender results



Principle #14: APTC is committed to systematic analysis of gender-disaggregated data as the bases for assessing performance of gender based outcomes

Principle #15: APTC will ensure adherence to this policy through rigorous monitoring of Annual Gender Strategies aligned to the APTC Monitoring and Evaluation Framework, College Annual Plans and CEO performance reporting

Table 6: Leadership and oversight

| Priority Actions | Tasks | Responsibility | Performance Indicators |
|---|---|--|---|
| <i>Principle #13: Ensure advisory processes are in place to solicit feedback on effective and non-effective practises</i> | | | |
| 13. Develop and sustain best practise standards | 13.1 Establish RGAG and vet Gender Strategy and Annual Updates 13.2 Train APTC staff on policy principles, implementation and reporting requirements 13.3 Review Gender Policy Framework with APTC Technical Advisory Group 13.4 Provide sex disaggregated data in internal and external project communications 13.5 Model best practise through transparent sharing of lessons learned | CEO with support from CO | 13.1 Meeting minutes 13.2 Sex- disaggregated data in regional and country level stakeholder reports on gender achievements and constraints |
| <i>Principle #14: Ensure gender analysis and planning incorporates quantitative and qualitative data</i> | | | |
| 14. Develop effective data management systems for whole of College | 14.1 Data bases designed to capture sex-disaggregated data in applications, enrolment, retention on School by School basis | CO designs data management system with SMT input and provides training as required | 14.1 Gender disaggregated data produced on school, course and country basis |
| <i>Principle #15: Ensure adherence to this policy</i> | | | |
| 15. Rigorous monitoring of policy implementation | 15.1 Reporting systems aligned to M&E Framework, CEO and College annual plans and reports | CEO | 15.1 Sex-disaggregated data provided in all service provider reports 15.2 Annual Gender Strategy Updates report against agreed targets |

5.3 Monitoring and Evaluation

The CEO is responsible for overall monitoring of the Gender Policy Framework with assistance from the CO. Annual Gender Update Strategies will be developed in close collaboration with APTC service providers through a robust review of lessons learned and due recognition of changing circumstances and emerging trends in gender and development. Annual planning



processes will also be used to review and update the Risk Management Matrix (for each RTO and by the College as a whole) and identify appropriate mitigation strategies. Reporting on risks will be incorporated in CEO reports to AusAID and all College Annual Plans. The Risk Management Matrix is contained in Table 6.

The APTC Gender Framework will also be subject to peer review by external agencies with gender expertise, and by relevant industry groups and public sector organizations with vested interest in gender and human resource development at country level. These consultations could take place through Industry Advisory Groups and/or other established mechanisms.

The Gender Framework will be integrated in the APTC M&E Framework (under development) with the assistance of the Policy Advisory Committee. A Regional Gender Advisory Committee will be established comprising experts in gender and TVET in the region. This committee will provide implementation and monitoring guidance.

5.4 Risk Management

Table 7: Risk Management

| Risk | Impact | Management |
|--|--|---|
| 1. Gender Strategy Framework not fully implemented | College does not achieve gender access and equality outcomes | 1.1 Gender outcomes and verifiable indicators mainstreamed in APTC M&E Framework 1.2 CEO reporting to AusAID 1.3 College Annual Plans incorporate identified gender activities and targets 1.4 RGAG meetings address existing and emerging constraints |
| 2. Supply side issues (i.e., availability of qualified learners) are inadequately addressed to achieve gender outcomes in some/all PICTs | Female students are under-represented and do not benefit equally from APTC services | 2.1 Conduct further research on graduate data from feeder schools 2.2 Implement remediation strategies to fast track female applicants lacking requisite qualifications 2.3 Provide sex-disaggregated stats per course/semester to SMT for early identification of constraints |
| 3. Demand side issues (i.e., employment opportunities) impede female graduates from securing work in some/all PICTs Women's attitudes about suitable work could also limit supply | Female graduates are unable to find employment in area of study or are under-employed Females are uninterested or unwilling to work in male dominated occupations | 3.1 Conduct further research on industry needs and employers willingness to engage women 3.2 Explore options for provision of inducements or incentives as required 3.3 Increase pre-graduate and post – graduate referral and employment counselling support in host or home country 3.4 Address gender stereotyping in APTC and TVET promotion |
| 4. Socio-cultural issues impede | Women with young | 4.1 Implement remediation strategies |



| | | |
|--|--|---|
| access, retention and/or employment outputs | children or other family responsibilities unable to spend long periods of time away from home | in response to project experience, including review of scholarship entitlements for women in varying circumstances 4.2 Annual analysis of female applications who do not provide to enrolment to determine impediments and appropriate mitigation |
| 5. Infrastructure (classroom, housing, worksites) do not provide adequate security for female students | Low retention rates High occurrence of security incidents | 5.1 Facilities audit 5.2 Female student surveys 5.3 Security systems in place and operational 5.4 Complaints registry |
| 6. Inadequate access to quality health and community services for women | Low retention rates Increased risk of infection of sexually transmitted diseases including HIV Increased incidence of violence against women | 6.1 Links to health and community services established with effective referral system operating in all campus communities 6.2 Distribution of health promotion IEC materials, including condoms 6.3 Safeguard policies in place 6.4 College enforces student/staff codes of conduct 6.5 Annual CO review of APTC HIV/AIDS policy implementation |
| 7. Inadequate access by prospective female students and employers in remote and under-serviced locations | Women and employers without access to media or ICT technology are unaware of training opportunities and remain underrepresented | 7.1 Links with women's organizations civil society groups, churches, local governments and media sources established to optimize exposure 7.2 Outsource responsibility for recruitment and/or preliminary assessment to local organizations |
| 8. Inadequate leadership from APTC Advisory Group and Management to positively influence gender outcomes | APTC Gender Policy is not taken seriously; constraints to access and equality seen as too difficult, time-consuming and/or costly. | 8.1 APTC Management sees gender equality a primary goal and ensures dedicated focus at all levels of College operation as evidenced by contractor annual plans and budgets 8.2 Ratio of women to men on all College Advisory Groups is gender balanced or increases incrementally |



6 Implementation

6.1 Factors for Success

Successful implementation of the *Gender Access and Equality Policy Framework* is dependent on several variables including, but not limited to

- i) Strong leadership from the CEO and firm commitment from all APTC managers to achieving gender equality outcomes
- ii) Thorough situational analysis of gender issues in TVET and employment in PICTs
- iii) Use of participatory consultative processes which include the Policy Advisory Committee (PAC)¹⁹, the APTC Technical Advisory Group, service providers, industry groups and CO staff in establishing gender targets and objectives
- iv) Developing capacity for gender analysis and monitoring at all levels of the project
- v) Ongoing consultation with relevant regional organizations, gender networks and beneficiary groups (including students, employers and industry leaders) and incorporation of lessons learned in policy and practise
- vi) Legal remedies and protocols being in place to effectively and efficiently redress sexual harassment and gender-based violence perpetrated by students and teachers, and
- vii) Institutionalized accountability for achieving outcomes.

6.2 Establishing Gender Targets

Further research is required within this annual planning cycle to develop gender targets for the overall College and for each of the Schools. Accurate measurement of gender outcomes require significant baseline data in order to set well-defined and realistic targets rather than establish arbitrary figures which do not accurately reflect the impact of project interventions over the short term. As such, a data-driven process is required to enable robust monitoring and evaluation of activities against established targets for gender equality, access and participation at all levels of the project. In order to develop gender targets, research is required into: i) The number of graduates from Certificate I & II feeder institutes, disaggregated by gender. This is a proxy for the supply of leavers who will potentially feed into the APTC at Certificate III or IV level, and current employment in targeted industry sectors disaggregated by gender in PICTs. This data provides a baseline of existing participation rates in selected industries and enables to project to propose increased participation rates relevant and achievable in each industry selected for support through the APTC Program.

Based on analysis of this data, realistic targets will be established to ensure APTC efforts contribute to improving the enabling environment for female participation throughout the targeted industries. This data also allows the APTC to develop and adopt recruitment and selection practices and leverage project interventions to improve participation rates and create opportunities for previously

¹⁹ The Policy Advisory Committee was formed by the CEO as a sub-committee of the Senior Management Team (SMT) to review key cross cutting policies including the HIV/AIDS and Gender and to identify issues for implementation. The Monitoring and Evaluation/Gender Officer (MEGO) is responsible for Chairing PAC meetings, reporting recommendations to the CEO/SMT and for ensuring strategic directions and operational priorities are incorporated in the APTC M&E Framework (upcoming) and CO Annual Plans.



disadvantaged groups based on current and actual participation rates. The research component will i) Undertake labour market research to determine the current participation rates for women in those industries supported by the APTC, ii) Propose a formula for establishing target numbers for women in TVET, employment and industry, RTOs and feeder schools as necessary; and iii) clearly document the assumptions in education and employment for women in the targeted industry sectors.

6.3 Implementation: Actions and Timeframes for 2007-2008

Costing implications for implementation of Annual Gender Strategies have not been calculated due to confidentiality of contractor financial information. As such, any additional resources required for implementation of this Framework beyond existing contract provisions will need to be prepared as contract variation request to AusAID. It is also understood that initial costs to prepare training and resource materials and establish monitoring systems will be significantly higher than running costs.

Table 8: Implementation Actions and Time Frames

| Required Action | Responsibility & Time Frame | Output |
|--|---|---|
| Review Draft Gender Framework with members of the Policy Advisory Committee (PAC) and make amendments as required | The M&E/Gender Officer (MEGO) is responsible for chairing the PAC meeting and reporting feedback to the CEO/SMT by Nov 02/07 | 1.1 Gender Framework endorsed by CEO and submitted to AusAID as CO Milestone 4 by Nov 02/07 |
| Review Draft Gender Framework with the Regional Gender Advisory Group and make amendments as required | The MEGO is responsible for establishing and facilitating a Regional Gender Advisory Group to provide peer review of key policy principles and strategies following endorsement by the SMT and AusAID | 2.1 Regional Gender Advisory Group established and operational with agreed membership and TOR 2.2 APTC Gender Policy vetted |
| Present cross cutting policy frameworks (Gender & HIV/AIDS) at the SMT and APTC Technical Advisory Group for endorsement | The CEO is responsible for presenting the Gender and HIV/AIDS policy frameworks at SMT and APTC Technical Advisory Group meetings for endorsement | 3.1 SMT and APTC Technical Advisory Group endorses Gender & HIV/AIDS Policy Frameworks |
| Provide in-service training for CO and RTO staff on gender issues, interventions and M&E requirements RTOs provided gender sensitization to new teachers and students | The MEGO responsible to providing in-service training for CO and RTO representatives; initial training to be conducted by January 2008 with subsequent in-servicing provided by the CO or outsourced as needed RTOs are responsible for ensuring staff and teachers receive gender training as part of induction process | 4.1 In-service on Gender Framework conducted for CO, CPS and RTO representatives 4.2 Future training needs of APTC staff identified and incorporated in College Human Resource Development (HRD) Plans 4.3 New teachers and |



| | | |
|---|---|---|
| | | students receive gender sensitization training; post training assessment conducted |
| 5. Review APTC Scholarship Fund Design to ensure gender access and quality issues are adequately addressed in marketing and selection processes | The Scholarship Committee ²⁰ is responsible for reviewing the Scholarship Design and taking steps to ensure gender constraints are redressed and mechanisms for monitoring gender outcomes are established | 5.1 Scholarship policies and procedures are gender sensitive and facilitate achievement of gender targets on School by School basis |
| 6. Ensure Gender Policy is fully integrated into the APTC Monitoring and Evaluation Framework | The CEO, with assistance from the MEGO, is responsible for developing the mainstreaming gender in the APTC M&E Framework The CEO is responsible for Policy implementation arrangements and ensuring service providers receive adequate training on gender programming and M&E Costing implications for implementation of Gender Policy Framework undertaken by the CO and RTOs and variations submitted to AusAID as needed | 6.1 APTC M&E Framework incorporates gender interventions and performance monitoring indicators 6.2 In collaboration with AusAID, RTOs amend annual plans and budgets as needed to ensure compliance with this policy 6.3 CO and RTO budgets adjusted to facilitate implementation |
| 7. Develop information management system that enables RTOs and the CO to input and analyse gender disaggregated data | The CO is responsible for developing a user-friendly data management information system for gender disaggregated data analysis across the College | 7.1 Data management system designed and operating 7.2 Gender related APTC stats shared with RGAG and other relevant organizations |

²⁰ The CEO established the Scholarship Implementation Working Group, chaired by the Scholarship Coordinator and reporting to the CEO/SMT to further develop the scholarship selection process for APTC. It is expected that this Working Group will evolve into the Scholarship Selection Committee



7 Definition of Gender and Development Terms

Gender and Sex: The term “*gender*” refers to the set of culturally specific characteristics that define the social behaviour of men and women and the relationship between them. Social perceptions of gender vary across culture, social class and time which serves to include or exclude women or men in particular activities. The term “*sex*” refers to biological characteristics; using the term “*gender*” highlights the fact that women and men behave differently, not only because of their biological sex, but also because of what society teaches people about how men and women are suppose to behave.

Gender Analysis is the process of collecting and analysing information about gender differences including behaviours, attitudes, beliefs, knowledge, needs, problems and strengths.

Gendered Approach is one which identifies and addresses the different needs and situations of males and females in the design, planning and implementation and in monitoring and evaluation. A gendered approach benefits both men and women because it aims at fairness for both.

Gender Balance requires that both men and women be respected, either in equal numbers or in proportion to their presence in relevant population.

Gender Equality means that men and women share the same status, conditions and rights and that they benefit equally from the participation in programs and services.

Gender Equity means that women and men have equal value, equal rights and equal opportunities to participate in every aspect of life, at every level of society. To ensure equity, specific interventions are often needed to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equal footing.

Gender Equality Results contribute to changing gender relationship and reducing inequality between women and men and boys and girls. These results contribute to the elimination of discrimination; to equal access to resources, opportunities and services; and to the advancement and protection of the human rights of women and girls. When implementing activities, gender equality results are identified based on an analysis of the different rates of male and female participation in activities, in decision making, access to resources, and the benefits derived from development activities by men, women, boys and girls including the advancement of their human rights.

Gender Integration refers to the process of assessing the implications for women and men of any planned action to achieve the ultimate goal of gender equality. This required addressing gender issues in development planning, policies and programming and ensuring the equal participation of women and men in decision-making



Gender Issues are differences between men and women which need to be addressed for the achievement of gender equity, or for an effective response, to the identified development challenge.

Gender Mainstreaming is a strategy that situates gender equality issues at the centre of broad policy decisions, institutional structures and resource allocations, and includes women's views and priorities in decision-making about development goals and processes.

Gender Relations refers to economic, social and power relationships between males and females and the ways in which men and women related to each other based on the expectations for male and female behaviour in that particular activity, culture or society.

National Machineries for Women are government agencies dedicated to the advancement of women and their interests and/or to policy coordination for gender equality issues within government, including national ministries or bureaus for women, other agencies at national or sub-national level, commissions on women and units or department within other government departments.

Sex-disaggregated Data means counting men and women, boys and girls separately when gathering information on development activities and benefits, which is a minimum standard for planning, implementing, monitoring and evaluating development outcomes.

Women's Empowerment is the process of transforming gender relations so that women gain the skills confidence and ability to make choices and decisions about their lives



8 APTC Operating Principles

Australia Pacific Technical College

July 2007

1. Client Focused

The APTC recognizes that the evolving training needs and priorities of Pacific Island Forum Countries are at the center of our practice. As such, there is a need to remain flexible, responsive and data driven. The Project will serve identified target groups with emphasis on marginalized peoples including women and citizens from non-campus, small island states. Public understanding and support for TVET will be increased through various awareness and marketing techniques.

2. Partnership Based

The APTC will work in close collaboration with Pacific Island Forum Governments, training institutions and industry leaders to achieve project objectives effectively and efficiently. Synergy will be built between country and regional stakeholders using participatory approaches to planning, implementation and monitoring. Opportunities for collaboration with country, regional and multilateral organizations working in the TVET sector will be proactively explored to ensure efficiency and impact.

3. Transparent Communication

APTC will maintain an “open door” approach to communication and information management. This requires a collegial problem-solving approach with stakeholders and beneficiaries to ensure lessons learned are used to inform project plans and activities. APTC management and staff will practice transparent communication through regular meetings, monthly reports and analysis of up-to-date expenditure records. Marketing will be shared responsibility of all APTC with clearly defined roles and responsibilities.

4. Strategic Leadership

The APTC management team will ensure all activities are aligned with project goals and objectives and remain proactive in responding to workplace training needs in the Pacific region. Principles of equity will underpin all internal and external operations through the use of good governance policies, procedures and oversight arrangements.

5. Model Excellence

APTC will employ a teamwork approach that encourages collective, critical thinking and problem-solving. Project staff will uphold the reputation of the College by serving as models of professionalism and integrity. Ongoing professional development will ensure staff and advisory group members have appropriate skills and confidence to achieve outcomes.



9 Regional Gender Advisory Group

TERMS OF REFERENCE

1. Purpose of APTC

The goals of the Australia-Pacific Technical College (APTC) are to:

- a) Increase supply of skilled workers and increase productivity in identified sectors in the Pacific region, and
- b) Improve employment opportunities for Pacific Island women and men nationally, regionally and internationally.

The purpose of the APTC is to ensure that Pacific Island women and men with Australian qualifications find employment in targeted sectors leading to economic growth and improved standard of living.

2. Purpose of the APTC Gender Policy

The purpose of the *Gender Access and Equality Policy* is to advance gender equality and empowerment of women and other marginalized groups through improved access to training, employment and decision-making processes within the APTC. This gender policy provides the basis for implementation and monitoring in key result areas and facilitates proactive inclusion of lessons learned in the whole-of College planning processes through institutionalization of Annual Gender Strategy Updates. Together, the Gender Access and Equality Policy and Strategy constitute the *APTC Gender Access and Equality Policy Framework* (hereafter the Gender Framework).

3. Role of the Regional Gender Advisory Group

In accord with best practice guidelines, the role of the Regional Gender Advisory Group for APTC is;

- a) To review the draft *APTC Gender Access and Equality Framework* and provide input into policy principles and platforms
- b) To review draft *Annual Gender Strategy Updates* with particular respect to gender analysis and targets, strategies for action, mitigation of risk and participatory M&E techniques
- c) To assist in development of a data base of gender resources, organizations and specialists throughout the region
- d) To review College marketing and curriculum materials for gender sensitivity
- e) To assist the College link with other organizations with interest in gender and human resource development in the Pacific
- f) To build awareness of training opportunities available through APTC amongst women's networks and employer groups, and
- g) To identify areas of high skills demand of direct interest and benefit to women and other disadvantaged groups.
- h) To provide interface support in integration of APTC HIV/AIDS mainstreaming policy



4. Schedule and Logistics

The RGAG will work with the APTC Monitoring, Evaluation and Gender Officer, APTC Coordination and School-based College staff through participation in periodic “mentor meetings” to be held in Suva, Fiji.

The meeting schedule will be determined in consultation with RGAG members.

Relevant background and statistical information required for analytical review by the RGAG will be available at least one week prior to each meeting. The APTC Coordination Office will also provide secretarial services for the Committee.

The RGAG will be conveyed once or twice per year throughout the project cycle. In addition, external reviewers may wish to meet with some or all RGAG members as part of the evaluation process.

A Sitting Fee will be paid to individual members (or member employers as agreed) at a rate to be determined.



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