GENDER OUTCOME EVALUATION

UNDP COUNTRY OFFICE
PAPUA NEW GUINEA

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ABBREVIATIONS

AUSAID – Australian Aid
CEDAW – Convention on the Elimination of All Forms of Discrimination against Women
COs – UNDP Country Offices
CSOs- Civil Society Organizations
DFCD – Department for Community Development
GAD Branch – Gender and Development Branch of DFCD
GAD- Gender and Development
GDI – Gender-Related Development Index
HDI – Human Development Index
JTWG – Technical Working Group
LDP Leadership for Results Programme
LPG-Local Provincial Government
MDGs Millennium Development Goals
NCR- Nazareth Centre for Rehabilitation
NCW – National Council of Women
NEC – National Executive Council
ODW – Office for the Development of Women
PCW – Provincial Council of Women
UN – United Nations
UNDP – United Nations Development Programme
UNIFEM – United Nations Development Fund for Women
UNFPA – United Nations Population Fund
WIL – Women in Leadership
EXECUTIVE SUMMARY

The UN Country Programme 2008-11, had as its fourth outcome that By 2012, women and girls experience fewer gender inequalities in PNG. This objective is relevant to the National Goals and Directive Principles which calls for equality of opportunity, as well as the 1995 National Women’s Platform for Action’s critical areas of concern for women’s equality which required addressing ineffective government mechanisms, advocating and promoting the rights of women. While there are no legal or constitutional references to gender based violence, the Preamble to the Constitution specifically provides that the people of Papua New Guinea reject violence and seek consensus as a means of solving our common problem. More specific focus on equality issues, however, is given in the Government’s Medium-Term Development Strategy (MTDS) 2005-10 regards gender equity (as) both a moral and constitutional obligation for government.

UNDP’s programme interventions on gender equality are also relevant to PNG’s international obligations under the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), as well as the Millennium Development Goals (MDGs) Goal Three to promote gender equality and empower women. At a regional level, the 38th Pacific Island Forum Communiqué of Pacific leaders (October 2007) agreed to explore ways to enhance participation particularly by women, in decision making institutions, and in particular parliamentary processes. This is in keeping with the revised Pacific Platform for Action (PPA) on Advancement of Women and Gender Equality (PPA) 2005-2015 which affirms as one of its goals the Full participation of women in political and public decision-making. The Pacific Forum Leaders’ Communiqué in 2009 also recognised sexual and gender-based violence (SGBV) as a risk to human security and a potential destabilising factor for communities and societies alike.

Over the past three years, the UNDP Country Office (CO) has focused its attention in the area of gender equality on securing women in national leadership positions, particularly in the national parliament. This has been supported by its review of the National Women’s Policy, and the key national machineries for women. The lead role it
assumed in this area as part of the United Nations Country Team (UNCT) was largely due to its already established governance and parliamentary programmes, in conjunction with specific requests from the Minister for Community Development for direct assistance in women's leadership.

During the same period, UNFPA was the leading UN agency addressing the issue of gender-based violence, with UNDP adopting a more direct role with the appointment of a gender adviser to the Crisis Prevention and Recovery (CPR) program at the beginning of 2010. Unlike the WIL program, this was not an initiative emanating from a government request, but rather arose from an external evaluation undertaken by the UNDP Bureau for Crisis Prevention (BCPR) at the end of 2009, with funding from the Bureau for the senior gender advisory post, focusing on the promotion and implementation of UNDP’s Eight Point Agenda for women’s empowerment and gender equality in crisis prevention and recovery and focusing on high-risk countries including countries that have peacekeeping missions and that have particularly high levels of sexual and gender-based violence (SGBV). Thus, the SGBV program’s achievements over a twelve month period are much more difficult to ascertain, since a number of outcomes and outputs were still to be realised at the time of this evaluation.

As this is particularly relevant to the situation in PNG, the promotion of Gender Equality through prevention of SGBV among women, girls, men and boys is an essential feature of nation-building in the UN Country Programme (UNCP 2008-2012). This three key entry points for addressing gender inequalities in PNG: (i) Women in leadership; (ii) Gender-based violence; and (iii) Girls education. UNDP’s mandate and comparative advantage enabled it to focus its main attention initially on the former, with UNFPA and UNICEF respectively, the lead agencies for the latter areas.

i. Women in Leadership (WIL) Programme (2008-11)

The review of UNDP WIL activities and strategies has shown that the overall objective of a 10% increase of women in all areas of public and private sector decision-making is yet to be met. The total number of women in Parliament in 2011 remains at 0.9%,
with legislation to bring about special affirmative action measures ensuring reserved seats for women still to be given parliamentary approval. Yet, the programme’s processes, mechanisms and communications strategies have been extremely effective, moving the issue of women’s parliamentary representation to the forefront of national debate. This has involved a wide variety of actors and stakeholders and raised the profile of women's leadership to a level never before experienced either in PNG or the Pacific region.

Since the focus has been on securing special measures to increase women's parliamentary representation, the majority of resources have been allocated and activities undertaken to achieve this outcome. Yet, such a deliverable is ultimately dependent on parliamentary support and procedures, particularly on a stable parliamentary situation which provides and enabling environment for the passage of legislation. This is not a situation over which UNDP can exert any control or influence, so parliamentary failure to pass legislation in 2009 concerning nominated seats for women and more recently the Equality Bill for reserved seats is not attributable to any weaknesses in the WIL program.

As is evident in the analysis of outcomes and outputs which follows, while the ultimate goal is yet to be achieved, the project produced key outputs such as relevant legislation for both nominated and reserved seats, undertook a consultative review and revision of the national women’s policy, as well as the key national machineries for women's empowerment, and developed and implemented an effective communications and advocacy strategy.

The question of programme sustainability needs to be examined from a longer term perspective. The 2007/2008 Gender Equality and Leadership for Results project on which the WIL programme was designed used UNDP’s best practice methodology, Global Leadership for Results Programme (LDP) with the principle outcome and deliverables forming the basis for the subsequent strategic plan for the 2008-11 UNDP Gender Equality Programme. The WIL programme has managed to establish
procedures and systems to sustain it beyond the termination of the current Country Programme in 2011. As the WIL programme concludes, preparations are underway for the 2012 elections with a workshop in early in 2011 to develop a strategy to establish a framework for the provision of training and advisory services for women candidates and their campaign managers. The focus of the strategy will be re-assessed if the proposal to establish Reserved Seats for women is enacted in time for the 2012 elections.

By partnering with the Australian National University's Centre for Democratic Institutions\(^2\) to provide both technical assistance to support the development of the 2012 election strategy, and to continue to provide assistance during the implementation phase, WIL has extended its implementation up to and beyond the 2012 elections. If the 22 Reserved Seats for women eventuate, and/or other women are elected in the open seats, UNDP will develop with CDI, a post-election capacity building programme for these women MPs. National ownership has been enhanced by ODW on behalf of the Department for Community Development, assuming the lead in developing the election strategy and as the chief implementing agency.

Women’s leadership will also be strengthened with the National Council of Women (NCW), the Office for the Development of Women (ODW) and the department for Community Development (DFCD) currently developing strategic action plans for implementation of the recommendations of the Capacity Assessment undertaken in October 2010. These plans will enable local ownership of the outcomes, address capacity gaps and provide an entry point for gender mainstreaming. Building this local capacity will facilitate implementation of the Government’s Development Strategic Plan 2010-2030 with its commitments to gender mainstreaming, as well as specific programs for women in both urban and rural areas. If the Women’s Equality Bill is passed into law it will survive, but the momentum generated by this programme has stimulated huge public debate, changing mindsets about women’s representation.

\(^2\) CDI is funded by the Australian Government to support the strengthening of democratic institutions in PNG, Solomon Islands, Vanuatu, Indonesia and East Timor. CDI works with parliaments and political parties in these countries and has a strong gender focus in its work. CDI is based at the Australian National University and, in recent years, has provided training for women candidates in the Solomon Islands and in the Autonomous Region of Bougainville.
The efficiency of the WIL programme is largely attributable to full management support and commitment from the top levels of the UNDP CO. The fact that the same programme manager has been in charge of WIL since its inception in 2007 has contributed enormously to the smoothness and effectiveness of its roll-out. The lead being undertaken by a national staff member with invaluable connections is important to deflate criticism that this is intervention is UN-driven. The programme has been executed very efficiently with consultative mechanisms, partnerships, stakeholder capacity-building, information-sharing and advocacy from national to provincial levels.

ii. Eight Points Agenda and Sexual and Gender based violence and gender issues in crisis prevention and recovery

During the first two years of the Country Programme, UNFPA undertook the role of lead agency for the UN-wide GBV programme, chairing the Gender Task Team. Given that this is an evaluation of UNDP programmes promoting gender equality, it is beyond the scope of this evaluation to assess the effectiveness of UNFPA's programmatic outputs and outcomes in this area.

UNDP gave more focus to gender based violence as part of UNDP’s Global Programme on the Eight Points Agenda and through a the Strategic Partnership Framework (SPF) which was developed in 2008 between the UNDP Headquarters Bureau of Crisis Prevention and Recovery (BCPR) with the UNDP PNG CO to guide BCPR’s programmatic, technical and financial support from 2008-2012. In 2008 BCPR also supported the formulation of the Nation Building through Crisis Prevention and Recovery programme (NBCPR) to target urgent proprieties identified in the SPF. The NBCPR with a total budget of US$ 4.2 (BCPR contribution US$ 2.9 million) focused on three thematic pillars: a) Peace Building and Community Security, b) Disaster Risk Reduction, and c) Gender Based Violence. This issue was to be incorporated into the Crisis Prevention and Recovery programme, and included recruitment of a Senior Gender Advisor, which was delayed until the beginning of 2010.

Through the SPF UNDP was to structure its intervention in three interlinked components, working closely with and supporting a range of stakeholders from the police, to civil society and other smaller community organizations capable of
enhancing women’s security. The three components comprised research for policy and programming to support a stronger evidence base to address GBV, as well raising awareness with youth groups and involving boys and men to support GBV prevention. There was also to be institutional capacity development for enhanced GBV response and prevention, to support both formal and informal mechanisms promoting women’s security. At the time of this evaluation, the Integrated Development Analysis (IDA) designed to provide key indicators on the three pillars of the nation-building program (including the incidence of violence) had ceased due to technical issues, and a baseline research study on the Royal Papua New Guinea Constabulary (RPNGC) practices and responses to eliminate and prevent GBV was yet to be finalised, with its recommendations to be implemented with the RPNGC and other relevant stakeholders. Other areas of SGBV work included the development of a PNG-specific curriculum on prevention of SGBV for service providers and NGOs was underway an agreement between UNDP and the Family and Sexual Violence Action Committee (FSVAC). Related work includes the promotion of UNSCR 1325 and women, peace and security.

1. INTRODUCTION
1.2 Purpose and Objectives of the Outcome Evaluation
As detailed in the attached Terms of Reference\(^3\), the purpose of this evaluation exercise is to assess the impact of the UN interventions and UNDP’s critical role in the achievement of the Women in Leadership Intermediate Outcomes. It also assesses UNDP’s role in the achievements gained by Government and the CSOs in the promotion of women in leadership in PNG. In addition, the other two areas which the evaluation assesses include gender based violence and gender issues in crisis prevention and recovery, as well as how gender equality has been integrated across different programmatic areas of UNDP. The analysis assesses the outcomes, outputs and inter-linkages for the Women in Leadership programme, along with its resources, partnerships, and management.

\(^3\) TOR Annex A
1.3 Evaluation methodology

The evaluation used a results-based, participatory approach involving a wide range of diverse stakeholders from United Nations and bilateral partners, government, civil society, members of political parties and women parliamentary candidates. A desk review of key documents was undertaken, along with major activities such as stakeholder consultations, focus group discussions, interviews, and a field visit to Bougainville. This was not undertaken by a team as a separate gender outcome evaluation exercise, but rather was incorporated into the overall Assessment of Development Results (ADR) exercise which included a gender expert. Since there was only one gender analyst, it was thus not possible to have discussions with other team members on common gender equality findings and conclusions.

The assessment is based on the guiding questions provided by the Country Office in the Outcome Evaluation Terms of Reference which focus on the main programmatic area of Women in Leadership (WIL) from 2008-11. The scarcity of projects in the second area of Gender Based Violence (GBV) in which UNFPA assumed a lead role until 2010, and the subsequent lack of equivalent documentation and reports, has made evaluation of this programme more challenging and much less detailed.

2. GENDER EQUALITY ISSUES IN PAPUA NEW GUINEA

Despite PNG’s development, women are still marginalized and impoverished due to many factors, with their inability to participate meaningfully in the decision making processes making them spectators in national development efforts. Undoubtedly, the most highly visible area of inequality is in the national parliament, where a single woman representative out of a total of 109 members constitutes only 0.9% female representation, one of the lowest regionally and globally. This situation has not improved since independence, and now requires special measures to redress the imbalance. It is a recognised fact that countries with low percentages of female

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4 Refer to Annex B for documents consulted.
5 Focus Group Discussion Questions Annex C
6 List of people consulted in Annex D.
representation, weak national women's machineries and civil society partners have poor development, lower education rates and higher maternal mortality ratios.

Currently, PNG is ranked 137 out of 169 countries in the Human Development Report, a decline in terms of previous years. This is reflected in the key indices for gender equality with PNG 124/157 on the gender-related development index and 133/138 on the gender inequality index. Disparities in educational levels are evident in literacy and rates of school enrolment and completion. In 2007 the adult literacy rate stood at 63.4% for males and 50.9% for females, with literacy levels highest in the National Capital District (NCD) at 92% for males and 89% for females. However, when school enrolments are placed in the context of the high attrition levels, the completion rate for girls in grade six is 33% compared to that for males at 43%. In 2010 only 12.4% of females, compared with 24.4% of males over 25 had completed secondary education.

According to the 2010 Human Development Report, reproductive health is the largest contributor to gender inequality, with a key indicator of women’s status being the rate of maternal mortality. Currently, PNG has one of the highest global rates with a figure of 930 per 100,000 births and only 39% of births attended by skilled health personnel. Community support for health services is poor, despite both the government’s Health Medium Term Expenditure Framework and the Strategic Plan providing a strong framework for gender equality interventions in the health sector, prioritising safe motherhood and family planning. It is expected that the global and National targets for MDG-3 on gender equality and empowerment of women will almost certainly not be achieved in PNG.

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7 http://hdr.undp.org
8 Gender-related development index (GDI) aims to show the inequalities between men and women in: long and healthy life, knowledge, and a decent standard of living.
9 Gender inequality index (GII) is a composite measure reflecting inequality in achievements between women and men in three dimensions: reproductive health, empowerment and the labour market.
10 UNDP Human Development Report 2007
11 UNDP Human Development Report 2010
12 Ibid.,
13 HMTEF, 2004-2006
14 SP 2006-2008
Gender equality commitments have not been translated into localized legislations. This is due primarily to the lack of political commitment and political will as a result of poor awareness, low technical capacity and resources. Gender mainstreaming continues to make its appearance in various government planning documents as a ‘cross cutting issue’ including the National Strategic Task Forces’ Vision 2050 and the Papua New Guinea Development Strategic Plan 2010-2030 by the Department of National Planning & Monitoring (DNPM). This Strategic Plan recognises that ...gender disparity is evident in many aspects of society, from education, employment and political representation to mortality and cultural norms \(^{16}\) and acknowledged that new and innovative programs are also needed to raise awareness about the roles of men and women in development, and to provide access to resources, information, opportunities and other services to support gender equality.\(^{17}\) However, rather than a 'whole-of-government' approach, gender equality is widely regarded as an ‘issue’ falling only under the mandate of ODW and the DFCD Gender and development (GAD) branch rather than an approach to development that cuts across all sectors. According to the review of the three national machineries undertaken in 2010, the current organisational culture across all Departments is not supportive of gender mainstreaming.

Within government, the Department for Community Development (DFCD) is the key government ministry focusing on gender equality, with the Minister the only female member of Parliament, and also Minister for Women. It houses two distinct areas, the Gender and Development Branch (GAD) and the Office for Development of Women (ODW), the former focusing on community development issues, with the latter tasked with a ‘whole-of-government’ approach to international obligations and gender equality mainstreaming. The major emphasis of GAD is on social mobilization of women, empowering rural women, involvement in community governance, economic empowerment projects and poverty alleviation programmes. However, its overall effectiveness has been inhibited by a lack of budgetary and staff resources, coupled with low recognition and support of women’s issues.

\(^{16}\) Papua New Guinea Development Strategic Plan 2010-2030 p.12
\(^{17}\) Ibid., p. 113
The main civil society structure is the National Council of Women (NCW) established by parliament in 1979, with a budget sourced from DFCD and additional funding for activities coming from bilateral and multilateral donors. One of the biggest impediments to women’s empowerment is the lack of capacity of all these entities to promote gender equality effectively, either within or outside government. This was noted last year by the CEDAW Committee which called on the Government to expeditiously strengthen the national machinery, namely the Office for the Development of Women, by providing it with adequate human, financial and technical resources and the authority and decision-making power that are necessary for it to coordinate and work effectively for the promotion of gender equality and gender mainstreaming. As examined below, the weakness of these organizations has been the subject of a recent external review which analysed their inability to address key social, economic and leadership issues affecting women’s lives, a factor largely responsible for government inertia in dealing with gender-based discrimination.

The Government submitted its consolidated report to the CEDAW Committee in July 2010. Amongst other concluding observations raised by the CEDAW Committee were most notably the persistence of violence against women and low representation of women in both Parliament and other areas of public and political life. The Government has set down its blueprint policy through the Medium Term Development Plan(MDTP) 2011-2015 recognizing women’s role in national development, raising cautions about the gendered aspects of the dimensions of power relations and increasing physical violence against women. Issues of political empowerment and gender based violence have also been raised in public debates, with specific reference to domestic and sexual violence against women and young girls.

Yet, advocacy for legislative changes over the last three decades has had only incremental impact on policy makers. The work done by FSVAC, a quasi-government entity, in the development of the national strategy Ending Family and Sexual Violence

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18 Concluding observations of the Committee on the Elimination of Discrimination against Women 30 July 2010. CEDAW/C/PNG/CO/3 p.5
has stimulated increased participation and cooperation at all levels to address the issues of sexual violence in the country. Through the FSVAC, Family Support Centres have been set up but need funding and capacity to reach out to more women affected by the increasing violence that has become characteristic of everyday life in PNG. One of the major challenges is the lack of competency based trainers and mentors, professional service providers to prevent GBV and provide services to victims.  

The Government has not developed a national action plan for implementation of Security Council resolution 1325, *Women, Peace and Security*, which deals with the special impact that war has on women and children, stressing the necessity to involve women in conflict prevention, peace building and post-conflict reconstruction.

### 3. UNDP CONTRIBUTION TO GENDER EQUALITY

#### 3.1 Overview

The stated outcome of the United Nations Country Programme (UNCP) 2008-12 that *By 2012, women and girls experience fewer gender inequalities in PNG*, resulted from the UNCP’s recognition that “Gender inequality is widespread in Papua New Guinea (and)... the capacity of the government and NGOs to address discrimination is still weak... Women at present represent a very small proportion of high level decision-makers and managers in Parliament. With one of the highest rates of sexual violence in the world, gender-based violence has become increasingly recognized as a serious phenomenon”. The UNCP identified three key entry points for addressing gender inequalities in PNG: Women in leadership; Gender-based violence; and Girls education. Since UNDP’s mandate and comparative advantage limited its interventions to the first two of these three entry points, it undertook a lead role in the area of women in leadership (WIL) and supported UNFPA as the lead agency for gender-based violence (GBV). Given that WIL was UNDP’s main gender equality focus area to which it devoted the largest percentage of time and resources, the following analysis will concentrate largely on WIL’s outcomes and outputs.

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19 This was raised as a concern in discussions with the FSVAC.
3.2. Intermediate Outcome 12: Women in Leadership (WIL): *Women access decision making roles and make use of existing mechanisms, including legislation and policies, that promote or hold concrete provisions for women to take up leadership roles in the Papua New Guinean society.*

The process of addressing the imbalance in women’s parliamentary representation began in 2007 in a post-election UNDP sponsored participatory Diagnostic Workshop involving women candidates, civil society and government counterparts. It focused on “learning from the past, taking action and moving forward”, and by analyzing barriers to women’s participation in decision-making produced recommendations which were to become the road-map for the ensuing UNDP Women in Leadership (WIL) programme.

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20 Diagnostic Workshop on the 2007 elections held in November 2007 was the final preparatory activity for the UNCP 2008-12, the outcomes of which shaped the priorities of the WIL programme.
The recommendations from this were incorporated into the overall stated outcome for the Women in Leadership (WIL) programme, that by 2012, the year of the next national election, *the number of women in decision-making roles in public and private sectors* (would be) *increased by 10%*. This is a clearly measurable outcome indicator which sets an ambitious goal across public and private sectors, raising the question at the outset whether UNDP had the capacity to deliver such an increase. What is unclear is the baseline figure from which this target was set and how ‘decision-making roles’ as such were defined – that is, with 0.9% of women’s representation in parliament, such an increase at that level would mean 9-10 more women elected. How to address leadership deficiencies in these two broad sectors would have necessitated a baseline survey to determine pre-existing levels in order to prepare outputs.

These outcomes dealt with a broad area of women’s leadership, incorporating both public and private sectors, as well as ‘society’ in general. In order to achieve the stated outcomes to redress the deficit of women in high-level decision-making, however, WIL had to adopt a flexible approach, not only utilising existing *mechanisms, policies and legislation* but facilitating the review and development of new *mechanisms, policies and legislation*. This necessitated an upstream focus on parliamentary representation, policy development and addressing the capacity of the women’s national machineries. The initial strategy adopted to achieve this was to use *existing mechanisms* in the Constitution of Papua New Guinea, namely Articles 101 and 102, to introduce temporary special measures for nominated seats to increase the total number of women in Parliament.

The indicators chosen to measure the outcome were to be the percentage of women members of parliament, both the number and percentage of women and men nominated to national, provincial and local government, as well as the number of women in leadership in political parties and Civil Society Organisation (CSO) governance programmes. While all indicators may have been initially appropriate, the outcomes have not proven commensurate. Due to the unforeseen challenges and difficulties involved in pioneering not only an affirmative action strategy for women’s parliamentary representation at the national level but also regionally, UNDP as the
lead agency has focused most of its efforts in the past three years on achieving the first indicator, an increased percentage of women in the legislature.

There are a number of both positive and negative factors within and beyond UNDP’s interventions that have affected the achievement of the outcome. The national context in which UNDP is operating in supporting a leading role for women in national level decision-making, UNDP is operating in a cultural environment with deep-rooted traditional and customary social patterns, norms, attitudes and stereotyped roles that contribute to continued gender discrimination. Gender inequality is widespread, with access to education and employment opportunities far less for women than men. Women continue to face social and economic barriers and are greatly underrepresented at all levels of decision-making, due to the traditional belief in ‘Big Man’ leadership promoting the perception that the national parliament, the Haus of men, is not a place for women.

Despite the challenges, progress towards achieving the outcome of Women in Leadership programme was highlighted by the submission for three nominated parliamentary seats by the Minister for Community Development to the PNG National Executive Council (NEC). This recommended amending Articles 101 and 102 of the Constitution concerning the composition of Parliament which would allow three nominated members to be appointed by a two-thirds absolute majority vote. These NEC decisions were of historical significance since it was the first time that a Pacific government had given cabinet-level endorsement to use Constitutional Provisions for Temporary Special Measures for women’s parliamentary representation. Yet, when the parliamentary vote occurred the following March the Bill was defeated 60 to 16, 13 votes less than required. What appeared to be a setback to the intended outcomes, initiated an Opposition parliamentary debate on whether reserved seats should be created for women to vote in their representatives.

With the failure to gain the three nominated seats, the WIL programme under UNDP’s lead adjusted its strategy to focus on a reserved seats option, with a concurrent shift away from a UN process to one that was stakeholder driven with capacity building of Government and partners and potential women candidates being paramount. UNDP’s
leadership in this area gave this issue high-level national focus and contributed directly to the outcome decision by the Provincial Governors at the Lae Summit Meeting in August 2009 endorsing 22 Reserved Seats for women in Parliament. By the following month, the NEC upheld the Governors move by agreeing to approve the work to bring about all consequential legal adjustments, reform and amendments to existing legal and constitutional pre-requisites. Preliminary work was undertaken by the JTWG in December 2009 through a policy decision resulting in legislative changes to create reserved seats by establishing two member provincial electorates, with one seat reserved for the Provincial Governor and the other to be exclusively reserved for a female representative.

One of the main positive factors responsible for such an outcome was UNDP’s interventions in establishing the Joint UN Technical Working Group (JTWG) to support the Minister for Community Development’s advocacy for temporary special measures for women’s parliamentary representation was a key support mechanism. Despite the fact that the first attempt to use constitutional provisions to allow three women to be nominated to parliament until the 2012 elections was unsuccessful, the attention that this drew to the issue of women’s representation and ensuing public and parliamentary debates paved the way for the Women’s Bill on Equality and Participation which is now before the parliament. While women of PNG have encountered huge obstacles to achieving parliamentary office, and will undoubtedly face discriminatory barriers into the future, if this Bill is enacted there will be twenty-two (22) parliamentary provincial electorates for women contestants only, more than double the increase that the WIL outcome had originally targeted. UNDP has the profile and access to higher levels of government to raise this issue on the national agenda, and by establishing the JTWG was able to establish productive partnerships with civil society, government, United Nations and donor partners to present a consolidated effort, thereby enabling this initiative to be seen as emanating from ministerial level.

Such interventions by UNDP were relevant to the PNG Constitution which in the Preamble calls for “equal participation by women citizens in all political, economic,
The PNG Organic Law on Provincial Governments and Local-Level Governments provided a precedent, allowing for the nomination of women representatives at the Provincial and Local level Governments. WIL set up technical support mechanisms and advocacy strategies to address women’s parliamentary leadership through constitutional and legal avenues. This was the first time, however, that any such process had been attempted at the national level, so the approach adopted had to be appropriate. The model developed by UNDP could be replicable as a good practice, with consultative stakeholder mechanisms in place such as the JTWG that was able to provide a forum to support the Minister for Community Development and Women, technical support for the screening process, mobilize significant donor funds, and recruit legal expertise.

While UNDP could initiate and oversee these processes, the intended outcome required concurrent supportive programmatic activities to strengthen women’s leadership. Outputs such as the reviews of the NCW Act, the Women’s Policy and the capacity assessments of the women’s national machineries were necessary to develop a blueprint for women’s leadership at civil society and government levels. These have been undertaken through consultative and participatory processes used with technical guidance from the Bangkok UNDP Regional Centre and the National Roadshow which launched the advocacy and communications strategy for the women’s reserved seats.

The National Roadshow provided an opportunity for showcasing the strength of the tripartite partnership amongst the Government, civil society and the UN working collaboratively publically on a national scale. The multimedia impact approved by the JTWG was designed by the UN Women provided additional boost to the roadshow ensuring high visibility both in print and audio media capturing the attention of the communities as the 4 teams progressed across the 22 provinces simultaneously. By ensuring stakeholder inclusion in planning and implementation, UNDP has enabled the WIL outcomes to be both effective and sustainable.

The sensitization process on increasing women’s political participation and promotion of the Equality and Participation Bill has been extremely effective in raising awareness at different levels of the need to include women in the political process. Even if the Bill on the women’s Parliamentary seats option is not endorsed, there is consensus among
stakeholders that the profile given to the issue was due to UNDP which is regarded by Government and civil society stakeholders alike as pre-eminent in moving the agenda for women’s parliamentary representation forward.

Promoting gender equality through Women in Leadership is both an appropriate title and strategy. If the programme had been entitled Women’s Political Empowerment, for example, the term would have been too narrow. The term ‘leadership’ is much wide and encompasses public and private sectors. But given that the outcomes have been public sector focused, at national rather than provincial or local levels, it may have been more suitable to have had a title such as Gender Equality in Governance.

3.3 WIL Output Analysis: Linkages with Outcomes

The UNCP Five Year Strategic Plan on Gender (2008-2012) had as the expected outcome for the thematic area of Women in Leadership, that by 2012, number of women in decision-making roles in public and private sectors increased by 10%. UNDP’s WIL programme, however, has focused on increasing women’s parliamentary representation.

The expected WIL Project Outputs as outlined in the UNCP 2008-2012 would cover four key areas, namely that the Government of PNG has the capacity to formulate policies and legislation for women’s access to decision making mechanisms and that ODW in coordination with stakeholders will formulate and implement a Communication and Advocacy strategy on WIL. In addition, communities would have mechanisms in place that promote and provide an enabling environment for women in leadership, with the National Council of Women (NCW), Office of Development of Women (ODW) and the Department for Community Development (DfCD) having the capacity to agree mutually on, and effectively perform, their roles and responsibilities.

By analysing the output areas and the linkages between the outputs and the overall outcomes of a 10% increase of women in decision-making roles in public and private sectors, it will be possible to determine the key contributions that UNDP has made to the outcome and whether interventions are achievable within set time-frames and resource availability. In this context UNDP’s ability to develop national capacity in a
sustainable manner and response to changing circumstances and requirements in capacity development can be assessed.

3.3.1 Output 12.1 Government has the capacity to formulate policies and legislation for women’s access to decision making mechanisms.

The output indicators developed were to:

- measure progress in parliamentary endorsement of three nominated women MPs;
- review and NEC endorsement of the National Women’s Policy;
- Workshops for MPs and political parties to sensitize them about gender and women’s issues.
- resulting increase in women-inclusive and gender-sensitive government structures, operations and procedures.

a. Progress in parliamentary endorsement of three nominated women MPs

In order to address the first output to support the process for the endorsement of the three nominated women’s seats and to enable the Government’s capacity to formulate legislation to increase women’s parliamentary representation, UNDP in conjunction with the Minister for Community Development, established a joint coordination and technical working group (JTWG). The WIL JWTG is co-chaired by the Minister for Community Development and the UN Resident Coordinator and consists of parliamentary, government, civil society and United Nations representatives.

When it was established its objectives were to coordinate resourcing of initiatives to support the establishment of the 3 nominated seats, to broaden special measures for women’s seats in parliament and to raise awareness of the need for special measures women’s parliamentary representation. In order to facilitate the process for the nominated seats, the JTWG oversaw the hiring of an external HR firm responsible for selecting a screening panel, comprised of representatives of
organisations representing broad cross section of all sectors of PNG society. Because the process of candidate selection for nominated seats had to follow good governance procedures, this approach enabled both UNDP and the Minister to be at a distance which was furthered by the adoption of a very formal approach with the a Code of Conduct developed for the screening panel sworn in by the Governor General and Chief Magistrate. Women citizens were invited to submit their Expressions of Interest for the three nominated Parliamentary seats, with the screening panel reviewing all candidates, interviewing the top 12 and submitting a shortlist of 6 candidates to the Prime Minister and Opposition Leader in the presence of the Minister for Community Development. Despite the Parliamentary Motion for the Nominated Seats failing to secure the numbers, the JWTG achieved a key milestone in moving the agenda forward.

This mechanism of the JWTG was not intended to overtake national endeavours to support increased representation of women, but to provide resources, expertise and agreed technical initiatives to help establish and complete the process. While the JWTG was intended to facilitate the process, it has proven to be most effective and can be regarded as an output and a ‘good practice’ model, enabling the government to adopt special affirmative measures for women’s representation as prescribed by Article 4 of CEDAW.

The subsequent approval by the National Executive Council (NEC) work to proceed on the 22 Reserved Seats, resulted in the Minister for Community Development requesting UNDP support to provide technical assistance and funding support for the development of the appropriate legislation. The draft legislation on the Women’s Bill on Equality and Participation Law 2010 and the NEC Submission were endorsed by the NEC, agreeing to separate the shared provincial seats between the women and the Provincial Governors by creating separate provincial seats for women. These key

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21 National Council of Women (Chair of the panel); PNG Council of Churches; Evangelical Alliance; Public Employees Association; Public Services Commission; Employers Federation; National Academic Staff Association of the University of Papua New Guinea.
outputs link directly to the stated outcomes. Parliament took charge of the Bill in May 2010 which by the end of the year had not been re-introduced for discussion and voting due to internal political unrest and a “vote of no confidence” in the government. The fate of the Bill which is captive to the vagaries of the parliament and the political system, lies beyond the capacity of UNDP to deliver an outcome.

The JTWG further enabled the Government’s capacity to formulate legislation by amending the organic laws on Provincial and LLG Government and Elections as well as the Political Parties and Candidates Laws. These have now been superseded by the January 2011 NEC decision to have separate provincial seats for women. The inclusion of the provincial women’s seats in Section 101 will necessitate an amendment to the Organic Law on Provincial and Local Level Government Elections only. Lawyers supporting the Parliamentary reform have advised that the position of the Government will depend largely on the Constitutional amendment to insert the Women’s Provincial Seat in Section 101. It requires only 55 votes read twice before it becomes a law.

In keeping with process indicator 3, *Biennial National Symposia and Conferences with invited international, regional and national speakers on issues of gender equality and participation in governance*, UNDP maintained a spotlight on the lack of women’s representation by organising three high level fora between 2008-9. Working in conjunction with regional bodies such as the Pacific Island Forum Secretariat, the Secretariat of the Pacific Community, UN and donor partners, particularly AusAID, UNDP convened the *Melanesian Sub Regional Workshop on Special Measures for Women* in Port Moresby in September 2008. The fact that this initiative was given international credibility by UNDP enabled the Minister for Community Development and Women to convince the National executive Council (NEC) to agree to support affirmative action through the utilization of the Constitutional provisions. This placed PNG’s WIL programme in a regional context.

Two high level international workshops on Global Best Practices on Reserve Seats for women and Gender Equality were conducted in September and October 2009. In accordance with its WIL programme, the United Nations Joint Programme and the
Ministry for Community Development held a High Level Roundtable meeting in Port Moresby on *Women’s Seats as an Entry Point for Increasing Women’s Representation in Papua New Guinea* from 9-11 September 2009 which invited experts to consider the issues involved in adopting women’s reserved seats and produced a “road map” of the way ahead. It recommended three main areas of focus: *legislation, political engagement, and community engagement and awareness.*

The meeting considered the persistent barriers to women’s entry into parliament in PNG and examined special measures such as reserved seats to facilitate women’s parliamentary representation in decision-making processes – experiences and lessons learned from practical examples internationally, particularly in Uganda and the Solomon Islands. It also examined the linkages between women’s presence in decision-making bodies at all levels and their impact on policy formulation and the conduct of political institutions. The constitutional, legal, electoral and political issues involved in introducing measures for reserved seats for women were presented by regional and national experts.

The High Level Expert Group Meeting on Gender Equality which was held in November 2009 tasked with examining the nature of an Organic Law to encompass all gender related laws and policies into one coherent legislation. The Meeting invited guest speakers from Vietnam, Australia and the Philippines to share their experiences and lessons learned from practical examples of other Organic laws and laws on gender equality. Only Australia sent two speakers that included the legal expert from the JTWG and the representative from the Australian Sex Discrimination Office providing useful information and strategies on the forward. Speakers from PNG included the Deputy Prime Minister, Sir Puka Temu, Dame Carol Kidu and the Head of Village Court Secretariat supporting the call for an Organic Law. It was noted that work needed to be done on tracking what existed in law and undertaking a review of these laws to ensure their compliance with International Conventions and obligations. It was also agreed that a desk review and research be conducted in 2010. Due to the ongoing work of the Reserved Seats, JTWG agreed to postponed the work to allow for more focus attention on the legislation on the Reserved Seats which was currently
undergoing facing some stiff opposition from MPs on its passage through Parliament. The WIL programme continues to monitor the political situation on the Reserved Seats legislation, to ensure that work proceeds on to the Organic Law in 2012.

b. Review and NEC endorsement of the National Women’s Policy

It was expected that Output 2 would result in the **Office for Development of Women (ODW) in coordination with stakeholders would have the capacity to formulate and implement a communication and advocacy strategy on women in leadership.** Outcome Indicators for this output were to be the review and revision of the Women’s Policy and the NCW Act ... to align with framework of the Beijing and National Platform of Action, MTDS and the MDGs for formulation of the National Gender Policy. The intended outputs of completion of the National Gender Policy, in conjunction with review and update of the National Platform of Action, policies and legislation are more relevant to the first output.

UNDP has been the lead actor, along with AusAID, in facilitating the development of the new National Policy for Women and Gender Equality, and will play a key role in building ODW capacity for monitoring, evaluation and reporting.

The National Women’s Policy was introduced and endorsed by the Government in 1991, reaffirming the goal for Equality and Participation and Integral Human Development as reflected in the National Constitution. It called for equal participation by women in all political, economic, social, religious and cultural activities. The Policy review was undertaken as a consultative process involving a wide variety of stakeholders, including government, civil society, local communities, donors, national organizations and key individuals. The beginning of this process was a workshop in Port Moresby from 29-30 October 2008, undertaken in conjunction with AUSAID Basic Education and Development Project (BEDP).22 It had established a 300-strong network of provincial women development coordinators and facilitators with outreach down to the community level. Building on this capacity, the review process focused on enabling the BEDP Coordinators and Provincial Community Development Advisers and Women’s

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22 This AusAID Basic Education Development Project (BEDP) helped set up a program of primary and community school facility development and infrastructure maintenance. This promoted partnerships between government and communities by working cooperatively with school Boards of Management to upgrade rural and remote schools.
Officers to undertake a Provincial level Training of Trainers (TOT) with facilitators, following which community-level consultations were implemented to incorporate the concerns of women into the revised national policy. The National Women’s Policy was also reviewed in 2008-9, with ODW and the DFCD Gender Branch taking a leading role in its finalisation. The new National Policy for Women and Gender Equality 2011-15 was an output finalised within the specified time-frame and has set out an implementation strategy with specific roles for ODW, NCW, national government departments and agencies, as well as provincial governments and civil society organisations.

c. Gender workshop for MPs and Political Parties to sensitize them about gender and women’s issues

During the time of the UNDP Administrator’s visit to PNG, a workshop was organised by UNDP that brought in a number of women’s organizations at the provincial level and Political Parties to sensitize them about the Women’s Bill which resulted in the Government endorsement of the draft legislation to proceed for gazetral. In addition, several Government and Opposition caucuses were conducted to gauge their support to pass the Bill. The WIL programme through the JTWG also monitored the reactions from the community through media and briefed members of the outcome.

d. Increase in women-inclusive and gender-sensitive government structures, operations and procedures.

Under UNDP WIL Programme, the WIL Project Office was set up in 2008 and co-located in the Department for Community Development to ensure national ownership and coordinate WIL activities. Technical support was provided by a UNV in the form of a Gender Technical Advisor and a Project Associate. This resulted in the programme officer being relieved of the responsibilities of dealing with the day to day functions of the project office and enabled provision of an assurance role.

The other output indicators of establishing a database on women in decision making roles and an institutional review of NCW have no linkages with ODW’s communication
and advocacy capacity on women in leadership. It was also unreasonable to expect that the WIL programme could deliver *6 women appointed as Departmental and Statutory Heads and in senior management positions in private sector organisations*. The relevant output indicators were that ODW would have a fully functional organigram in place, that workshops and consultations would be conducted to develop ODW Communications Strategy. Community outreach to create an enabling environment for women's leadership and all three national machineries would have their capacity developed.

### 3.3.2 Output 12.2 ODW in coordination with stakeholders has the capacity to formulate and implement a WIL Advocacy and Communication Strategy

In order to deliver on the gender equality outcome, UNDP has supported ODW’s development of a five year Communication and Advocacy Strategy as a mechanism for increasing women’s participation in leadership roles, with sub-national workshops and one to one consultations, thereby meeting the relevant output indicator. The preparatory process was undertaken in June 2010 with a National Roadshow on the Women’s Bill on Equality and Participation, sending teams to the 22 provinces with messages of *Why Reserved Seats for Women*, informing and involving local women, as well as encouraging the public to urge their MPs to vote for the Bill. The Office for Development for Women embarked on developing an Advocacy and Communication Strategy aimed at enhancing the current efforts of the stakeholder partners to use all aspects of advocacy to support a greater number of women in decision making at all levels of Government.

The objective has been to build alliances by communities and provincial authorities meeting teams from the ODW, National Council of Women, PNG Women in Politics, UNDP and three to four members from women entrepreneurs, Parliamentarians, government officers and community activists to raise awareness on the bill and garner support from women and men at grassroots level in rural provinces. was the aim of the exercise to ensure the media and the women’s movement pursue vigorously the agenda on equality through media and their network.
Although the media participants were well versed on matters of advocacy, the networking that was forged with the National Council of Women broadened the circle of influence, with participants acquiring new skills in techniques of persuasion, undertaking audience analysis, message development and delivery and how to build networks and coalition. The phrase coined by the workshop participants, *remember the magical number 22 and expect the network to support you for partnership and development, for a better future for PNG.* It is expected that the Strategy will be completed and presented to the Department and Minister for Community Development later this year.

The funds for the Roadshow came from AusAID with logistics and coordination provided by UNDP under the WIL Programme. However, delay and confusion of whether this output would have sufficient funds to support the Annual Workplan activities, resulted in the recommendation that priority should be given to planned rather than unplanned activities, as reflected in the workplan’s corresponding budget. The Joint UN Gender Task Team supported by the Legal Team, worked on creating the information materials to support the communications strategy to inform, persuade and explain the proposed reforms and the operation of the Bills to parliamentarians to ensure as much support as possible.

Prior to the Roadshow messages of why women in parliament and why Reserved Seats for women resounded on the public airways such as television, radio, posters, pamphlets and banners encouraged the public to urge their MPs to vote for the Bill. Messages were prepared specifically for targeted personalities such as the Trade Union movement, supporting MPs, the Minister herself, former women MPs, market and street vendors, school children and youth. The different messages depicted the various backgrounds as to why women were critical elements in decision making affecting all facets of community life. This campaign strengthened linkages and networks, providing women with a stronger voice.

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23 WIL QUARTERLY PROGRESS REPORT Q3 2010
3.3.3 Output 12.3: *Communities to have mechanisms in place that promote and provide an enabling environment for women in leadership*

*a. Community outreach strategy.*

In order to create an enabling environment for women’s leadership, the community outreach strategy in the form of the Roadshow was most efficient, covering a total of 22 provinces and with almost a million people receiving the messages either through the media advocacy conducted prior to as well as media coverage through workshops, public rallies, village and community meetings and one to one dialogue with families.

In the Momase and the Papua Regions, in house meetings were conducted with some public meetings, whereas in the New Guinea islands, meetings were more conducted as workshops with different speakers engaged to speak on associated issues such as political parties. Other forms of community dissemination were through village meetings with mixed audiences with positive responses that more roadshows should be conducted for Governments and development partners to deliver their messages to the people at the community level. This form of community outreach was regarded by participants as a preferable the impersonal medium to radio.

*Strategic Planning Workshop March 2011*

As the WIL programme concludes, preparations are underway for 2012 elections. With UNDP support, ODW convened a workshop in Lae on 22 and 23 March 2011 facilitated by CDI to develop a strategy to establish a framework for the provision of training and advisory services for women candidates and their campaign managers. Representatives from national, regional and provincial women’s organisations; from a number of political parties; from the National Research Institute; and from donor agencies participated in the workshop. Workshop participants endorsed the training and advisory services described and called on the Government and its donor partners to take urgent, concerted action to increase the participation of women in politics in PNG; and increase the representation of women in the National Parliament of PNG. In particular, the Workshop urged the Government and its donor partners to commit resources to enable the immediate implementation of the Women Candidates Training Strategy.
While, UNDP’s WIL project and the ANU’s Centre for Democratic Institutions have provided technical assistance to support the development of the 2012 election strategy, and will continue to provide assistance during the implementation phase, ODW on behalf of the Department for Community Development, has taken the lead in developing this election strategy and will be the lead implementing agency.

The main UNDP output for this outcome was the provision of support for NCW staff to attend regional workshops in the Asia Pacific Region, gaining valuable experience for the staff concerned. Some of the workshops included attendances at the UNDP sponsored workshops in Malaysia on CEDAW and the Asia Pacific Centre for Women In Politics (CAPWIP) in the Philippines. This has been complemented by UNWomen’s (formerly UNIFEM) “Gender Equality in Political Governance Programme” (GEPG), major regional programme in the thematic programming area of Gender Justice in Democratic Governance. GEPG is designed to contribute to advance gender equality in political governance at both national and local levels and aims at increasing the participation of women as active citizens and leaders.

3.3.4 Output 12.4: Nation Council of Women (NCW), Office of Development of Women (ODW) and the Department for Community Development have the capacity to mutually agree on, and effectively perform, their roles and responsibilities. WIL’s programmatic focus has been on the upstream empowerment mechanisms for gender equality and its primary partnership with DFCD was due to the Minister being the only female MP, and also Minister for Women, and DFCD housing the two key government machineries for women and gender equality. The 1979 NCW Act was reviewed in 2008, with workshops and legal support was provided by UNDP resulting in draft legislation that is now before Parliament.

There are three main bodies mandated by the government to address gender equality issues at the national level: Office for Development of Women, the DFCD Gender Branch, both in government and the National Council of Women (NCW) a government-funded CSO. The Government in National Executive Council (NEC) Decision No.84/2005 of 2nd May 2005 approved the establishment of an Office for the Development of Women as a “Stand Alone Structure” for enhancing the participation of women in
contributing to and benefiting from development in PNG. It was the intention of NEC that the ODW with its own organizational structure would dedicate its efforts to formulation of policy advice on women and gender issues through appropriate research projects and gender responsive development programmes at agency level. This Office was established in 2008 with responsibility for policy advice, implementation and gender mainstreaming, research, monitoring and evaluation, and coordination and monitoring PNG’s commitments and implementation of its international obligations, conventions and treaties. It is also responsible for building partnerships with women’s non-government organizations, community organizations, government agencies and professional groups.

The Gender and Development Branch’s (GDB) role as outlined in the Women’s Policy is to play an advisory role to the National Council of Women, Secretary and Minister responsible for women’s role and other government departments and agencies. Advice centres on issues and policies relating to women and development, with GDB also monitoring the overall status of women through the coordination of programmes affecting women. It is also tasked with the identification and coordination of research and data collection to assist provincial women officers to contribute to the development and implementation of effective policies and programs. Other roles include interaction with non-government and community sectors, dissemination of information and ensuring adequate funding goes to programs advancing the quality of life and the status of women.

The third key structure is the National Council of Women (NCW) established by parliament in 1979 paving the way for women’s active participation in nation building through a recognized entity. NCW’s budget comes from the Community Development Department, with additional funding for activities sourced from bilateral and multilateral donors. The objectives of NCW include encouraging and providing opportunities for mutual understanding among women in Papua New Guinea, to represent the women’s views at all levels and publicize these views and to promote understanding and exchange views with regional and international organizations, in matters of common concern to women. NCW is still recognized as the leading national
women’s organization, despite insufficient funding, human resources, accountability and poor management.

However, while these three entities exist, a key impediment to women’s empowerment is the fact that all lack the capacity to promote gender equality effectively, either within or outside government. This was noted last year by the CEDAW Committee which called on the Government to expeditiously strengthen the national machinery, namely the Office for the Development of Women, by providing it with adequate human, financial and technical resources and the authority and decision-making power that are necessary for it to coordinate and work effectively for the promotion of gender equality and gender mainstreaming.\textsuperscript{24}

The weakness of these organizations was the subject of an external review conducted by the UNDP Regional Office, Bangkok which analysed the inability of these three entities to address key social, economic and leadership issues affecting women’s lives, a factor largely responsible for government inertia in dealing with gender-based discrimination. This assessment had to be undertaken for the WIL programme to identify key development issues/challenges they faced, as well as to explore key technical and functional capacity gaps that influenced these development issues. This participatory capacity assessment by ODW, DFCD and NCW of their institutions and individual capacities has been presented and with all three currently developing strategic action plans to implement the recommendations. Building this local capacity will enable implementation of the Government’s Development Strategic Plan 2010-2030 with its commitments to gender mainstreaming, as well as specific programs for women in both urban and rural areas as explicitly stated in the MTDP.

3.4 Intermediate Outcome 13: Gender based violence and gender issues in crisis prevention and recovery

PNG has been one of seventeen priority countries under BCPR’s ‘Global Programme on Rule of Law in Crisis and Post-Conflict’. This programme has a particular emphasis on women’s security and access to justice, and assists the setting-up of comprehensive

\textsuperscript{24} Concluding observations of the Committee on the Elimination of Discrimination against Women 30 July 2010. CEDAW/C/PNG/CO/3 p.5
initiatives to address sexual and gender-based violence through the justice and security sectors. UNDP (BCPR and the Bureau for Development Policy) also has a global programme on enhancing capacities for effective delivery on the Eight Point Agenda by advancing gender equality and women’s empowerment in crisis prevention and recovery. A BCPR supported technical advisory post was established, with a Senior Gender Advisor deployed to the UNDP CO in January 2010 to address this issue in PNG.

As a result of the 2009 BCPR mission in PNG the outputs to achieve the goal of women, men, girls and boys having access to formal and non-formal protective mechanisms to reduce GBV focused on:

(i) promotion of laws, policies and international commitments to reduce GBV;
(ii) capacity of law and justice sector agencies to respond appropriately to GBV; and
(iii) communities having access to formal and informal protective mechanisms that promote and provide an enabling environment to reduce GBV.

It was recognised that one of the major challenges during the previous Country Programme was the lack of up to date data gender equality, especially on GBV, thereby making it hard to design evidence-based programmes, and ensure adequate monitoring and evaluation. In order to redress this it was decided to initiate an Integrated Development Analysis (IDA) to provide from a Crisis Prevention and Recovery (CPR) perspective an in-depth understanding of the development context in selected provinces of PNG on the three pillars of the nation-building programme. IDA was not exclusive to GBV but to all the 3 pillars of the nation-building programme, notably, community security, disaster risk management and SGBV. The Divine Word University was tasked with undertaking the IDA research in 2009, but as of early 2010 had failed to deliver any outputs. During the period under examination, the GBV programme failed to reach the set target that by 2012, Communities in one province in each region have reduced gender-based violence by 25%. The main focus has been on building NCW capacity to undertake a mentoring programme and providing financial assistance to DFCD to complete the CEDAW Report.  

25 CEDAW – Convention on All Forms of Discrimination Against Women
lead agency, the UNDP component was to conduct a Community Capacity Enhancement programme for local level government and National Council of Women representatives which failed to eventuate as the implementing partner was occupied with other key priority activities. However, under this outcome, a Masculinity Desk was established under the National Council of Women which has been liaising with organizations which can support the campaign against Gender Based Violence from a male perspective. UNDP’s advocacy efforts in this area have also included weekly radio programmes. With PNG experiencing the highest levels of domestic violence per capita in the world, access to justice for survivors is a major problem. The capacity of law enforcers in dealing with these issues is lacking. 65 police officers out of a total 400 in the nation’s capital participated in a series of three 5 day workshops on basic GBV issues and concepts – just below the target of 2% of police trained. The total police force strength of 4000 nationwide is expected to undergo similar training in 2010.

As a result of the training conducted in 2009, 3 police stations have been categorized as gender friendly stations. They are equipped with Family Sexual Violence Units (FSVU) which deal specifically with GBV and are empowered to issue Temporary Protective Orders for victims, without having to seek a court injunction that often is delayed. The Temporary Orders also enables the FSVU to assist the parties to reconcile during the interim period and should that fail, a victim may seek a permanent solution such as dissolution of marriage through a legal process. In 2009, a network of CSOs was established by UNDP, which will provide the basis of collaboration to ensure the linkages are made with the Police establishment from 2010 onwards. 26

Since early 2010 UNDP has focused more on this issue, with a research study on police and community attitudes and practices to prevent and respond to GBV undertaken. The GBV assessment report was finalised at the beginning of 2011 among its recommendations being the development of a training package. At the time of the

26 UNDP PNG – 2009 Results Oriented Annual Report
evaluation, this was still awaiting consultations with key government and civil society counterparts, particularly the Royal Papua New Guinea Constabulary’s (RPNGC). While support was provided for members of the RPNGC to participate in GBV training in Nepal in 2010, its effectiveness or how this enhanced programme outcomes are unclear.

Another key actor and potential partner is the Family and Sexual Violence Action Centre which in May 2008 developed a national strategy ‘Ending Family and Sexual Violence’. To date, one of the areas in which it requires its major assistance is addressing the lack of competency based trainers and mentors, professional service providers to prevent GBV and provide services to victims.

It is under the UNDP Bougainville programme that some of the most impressive activities are being undertaken by local women’s organisations. In 2008 UNDP funded the Bougainville Women Leader’s Reconciliation which brought together women from the disparate factions and various organizations, and resulted in the development of the Bougainville Women’s Federation (BWF) as a body independent of the National Council of Women. From 2009-10 UNDP funded workshops for women in Local Level Government (LLG) leadership and at village level with the Council of Elders, and also supporting capacity building for the BWF with leadership training. Women’s organizations have a very positive regard for UNDP in Bougainville.

One of the best practices in gendered post-conflict reconciliation which is well worth detailed documentation, is the programme being undertaken by the Nazareth Centre for Rehabilitation (NCR) which worked with UNDP to design and develop the Bougainville Community Trauma Programme. This was to meet the need to up skill trauma counsellors and to focus on capacity building training for mediators and counsellors. UNDP requested NCR to expand this programme to rehabilitate 230 former combatants north west of Buka in a six-month programme ending in December 2009. There was very positive feedback to the Centre from families and communities, with women attesting to a changed attitudes in their husbands towards domestic violence (“My husband doesn’t hit me or scream at the children any more”), and this group now clean of weapons. This programme is an example of a good practice,
promoting local solutions to problems of post-traumatic stress disorder and weapons disposal. The direct outcome of this is that the NRC is now starting a one year UNDP-funded project: *Men and Boys Engage in Building non-Violent Peace*. These are excellent outcomes arising from the work of the Nazareth Centre and UNDP’s well-founded confidence in its capacity to deliver.

### 3.5 Integration of gender equality in UNDP programmes

Gender mainstreaming has been recognised by the United Nations General Assembly as a fundamental strategy in achieving gender equality and the empowerment of women. A strong, continued commitment to gender mainstreaming is regarded as one of the most effective means for the UN to support the promotion of gender equality at all levels and to ensure that women as well as men can influence, participate in, and benefit from development efforts. There is a continued need, however, to complement the gender mainstreaming strategy with targeted interventions to promote gender equality and women's empowerment, particularly where there are glaring instances of persistent discrimination of women and inequality between women and men.

In its resolution 2009/12, the Economic and Social Council reaffirmed gender mainstreaming as a globally accepted strategy for achieving gender equality and requested the Secretary-General to submit a detailed report on progress made by all UN entities in mainstreaming a gender perspective in the design, implementation, monitoring and evaluation of all policies and programmes, and in capacity development, including through mandatory training for all staff and personnel and specific training for senior managers. This is regarded as a critical means of raising awareness, knowledge, commitment and competencies to ensure effective gender mainstreaming in the United Nations system.
The UNDP Gender Steering and Implementation Committee has set a Policy on Gender Equality (2008-11) within the entire organization, both at headquarters and field level. Senior managers are to be held accountable for achieving gender equality and gender parity results and monitoring investments in the gender mainstreaming strategy. Gender equality is also to be accorded special emphasis throughout all UNDP activities in crisis-affected countries. The UNDP ‘Eight Point Agenda for Women’s Empowerment’ and ‘Gender Equality in Crisis Prevention and Recovery’ are to guide the activities within this area.  

In PNG, the UN-CP 2008-12 stated that it ... *will promote cross-cutting issues and inter-sectoral links in gender equality. This mainstreaming of gender equality was to be achieved through the protection of women’s rights, economic and political empowerment and the promotion of opportunities for women in decision-making roles in all socio-economic sectors.* The coordinating mechanism for the UN Country Team ‘Delivering as One’ in the area of gender equality is the Gender Task Team, chaired by UNDP. It is responsible for ensuring the outcome of women and girls experiencing fewer gender inequalities, with a number of tasks such as developing a ‘5 Year Strategic Plan’, as well as delivering Quarterly Strategic Reports, and contributing to the Country Team monitoring and evaluation. After consultations with key stakeholders. In keeping with the Government’s Policy on Women and Gender Equality (2010-15) it has decided to undertake a PNG Country Gender Assessment in 2011 to develop a shared platform of understanding through which the key stakeholders diagnose the gender-related barriers to poverty reduction and sustainable and inclusive economic growth.

This mechanism, however, is not UNDP-specific and does not facilitate cross-programmatic integration of gender equality. The means of achieving this are very clearly set out in UNDP Headquarter’s current gender equality strategy which states that in order to manage for gender equality results,\(^\text{28}\) senior staff members are

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\(^{27}\) UNDP Strategic Plan 2008-12 DP/2007/43/Rev.1, para 105

\(^{28}\) *Empowered and Equal: Gender Equality Strategy 2008-11, UNDP*
required to put in place two management tools and support the capacity development of operational staff as a foundation for enhanced gender-responsive programming. The first tool is the gender focal team to be established in each office (ideally under the leadership of senior management, such as the Deputy Resident Representative). The second tool that is recommended to integrate gender equality as a cross-cutting issue is a gender action plan for each office. Its development and implementation should be enhanced by professional staff capacity development related to the concepts and skills necessary to assess, advocate and develop national capacities to plan for advancing gender equality and women’s empowerment.

The CO Results Oriented Annual Reports (ROAR) from 2008-10 provide an assessment of Progress on institutional results to promote gender equality and women’s empowerment, in line with UNDP’s Gender Equality Strategy 2008-2011. The last training in capacity development for gender mainstreaming was conducted by UNIFEM for the UN Country Team at the end of the second quarter of 2008, with sessions covering gender mainstreaming, and gender needs assessment work plan. A report with suggestions for follow up training was submitted for consideration to the UN Country Team. (UNCT)²⁹ The Gender Task Team which includes UNDP undertook a capacity assessment in 2009 and training was undertaken in 2010 to address capacity gaps. Moreover, for 2011, UN Women has indicated its commitment to provide more focused gender mainstreaming training to PNG UNCT and Gender Task Team, building on lessons learnt from Vietnam which is also Delivering as One (DAO).

However, some of the reporting in the annual results evinces a misunderstanding of what constitutes programmatic mainstreaming of gender equality. It is insufficient to note that UNDP has advocated that women’s views and voices need to be accommodated in peace process and they should be part of discussions to resolve conflicts or that UNDP’s contribution promoted gender equality with appointment of three females in senior management level in DEC as part of the institutional change for women representation in environmental policy planning, design and implementation.³⁰

²⁹ UNDP Results Oriented Annual Report 2008
³⁰ UNDP Results Oriented Annual Report 2010
Achieving gender equality outcomes goes beyond head-counting, and requires application of both qualitative and quantitative analysis to measure whether policy planning, design and implementation reflect an inclusive appraisal of gendered data, impacts and outcomes.

While according to the 2009 ROAR, gender parity is promoted in hiring staff with 53 percent being women, and there were two females out of five staff members in senior management, what is not given is a breakdown in terms of local and international staff, and the levels they occupy. The position of Gender Focal Point was, however, strengthened with the appointment of a CPR Senior Gender Advisor in 2010.

4. Resources, Partnerships, and Management

Partners, stakeholders and beneficiaries of UNDP assistance were involved in the design of the Women in Leadership programme. There were various consultations undertaken in 2007 and 2008 that formulated the Gender Outcome that gave rise to the UN document. In the wider context of the development of the main UN Country document, gender was identified as a key issue of concern. Under the Development Partners Forum (DPF) on Gender that the UN co-chairs with the Minister for Community Development, all Technical Working Groups addressing gender issues report on their progress to the broader forum that includes Government and CSO membership.

UNDP’s management structures support the coordinating mechanisms in place that report quarterly, or as in the case of the TWGs on an ad hoc basis. In terms of the DPF, UNDP reports on aspects of WIL and GBV on a quarterly basis. This system enables management to support effectively the WIL programme as it is required to report on regular basis to the agreed mechanisms. In addition, quarterly UN Country Team reporting is undertaken, thus ensuring that UNDP support is provided to achieve the deliverables based on the agreed Annual Work Plan. Reporting templates and deadlines are provided by the Resident Coordinator's Office, thus making it incumbent on the UNDP system to be proactive and responsive.
5. Conclusions:

Sufficient progress has been made with regard to UNDP WIL outputs, with the programme on target and a key player in ensuring the profile of the UN Gender Programme is maintained when reporting systematically to the quarterly UNCT presentations, the TWG meetings and the Annual Work Plan (AWP) Steering Committee. UNDP as the lead agent for WIL, as well as Chair of the UN Gender Task Team reports on all aspects of the WIL and the GBV AWPs. UNDP coordinates all activities of the two intermediate WIL outcomes, resulting in greater public discourse on women in national leadership. UNDP has also shown its ability to network with partners and stakeholders by its programme activities such as training, capacity assessments of institutions dealing with women, gender, as well as coordinating funding, international expertise and technical resources.

WIL’s future focus will broaden to incorporate building capacities of national institutions in Government and civil society to strengthen and mainstream gender equality. Complementing this, the WIL Programme has set aside funds to secure technical assistance to design a sex-disaggregated database to be established in ODW. This will provide Government and civil society partners with access to sex disaggregated data, essential for the development, monitoring and evaluation of government policies and programmes. This will require additional funds for training and installation of the system.

Following the 2012 elections, support training for women MPs at national parliament and local government level (LLG) will be provided in public speaking, understanding of parliamentary and LLG processes and systems, drafting of laws especially if required to make use of the Private Members Bill, Parliamentary public debates and grievances. The rollout of the Advocacy and Communication Strategy following endorsement by Government will be the chief means of creating greater awareness. While all areas of
focus are extremely relevant to increasing women’s leadership, WIL intends to address the private sector gap by supporting the DFCD Gender Branch to undertake a mapping of women leaders and managers which will become a public access central database repository of names of women leaders and women’s organizations. By 2012, WIL will also support efforts directed at the women in the workforce to improve their management skills, provide training and technical support to women managers and women in businesses.

All substantive outputs under Women in Leadership have been agreed to by stakeholders and reviewed by the AWP Steering Committee as well as during the Mid-term Reviews. (MTRs) The quantity, quality and timeliness of outputs have been commendable, with the only impeding factors confined to lack of sufficient staff. With the current planned interventions in partnership with other actors and stakeholders, if the outcome within the set timeframe and inputs are to be achieved, the WIL programme will require additional resources. WIL is a high visibility programme and should be supported with greater allocation of core funding and additional staff other than the Programme Analyst. The WIL Project has been operating with two staff members, one a UNV and the other a national project associate were insufficient as they did not possess leadership qualities or status required to deal with issues of stakeholder and partner dynamics.

There are areas that can be addressed as WIL continues into the next programme cycle. As revealed in the Roadshow Report, grassroots communities expressed that their involvement should have been sought in the initial planning exercise. Although logistically this would not have been possible, however through the setting up of the provincial technical working groups, planning should envisage a future rollout to the villages. The Report also revealed that the women’s movement was often fragmented, with leadership often confined to a small group of women and networking to gain community support was weakened by the lack of cooperation between the Provincial Women’s Councils and other women’s organizations such as women, church and other sectoral groups. The capacity of the National Council of Women and its provincial
networks needs to be strengthened in order to lead the advocacy at the community levels in each of the provinces.

There have been programmatic gaps, such as the total concentration of all efforts in DFCD and the failure to bring other key MPs on board at the outset, (particularly members of the opposition), resulting in the view initially that this was solely UNDP’s or the Minister for Community Development’s initiative. More recent moves to enable ODW to assume a leading role will however lessen the impact of a potential loss of ministerial support for the programme after the 2012 election when the current Minister resigns.

Although the 10% target is yet to be reached, there is consensus\(^{31}\) that the public debate stimulated by the WIL programme has had a great impact on attitudes about women’s leadership at national, provincial and local levels. If the Women’s Equality Bill is passed into law then PNG will be a regional pioneer in affirmative action for women’s parliamentary representation. On the other hand, if it fails to gain approval, stakeholders are unanimous that UNDP’s lead in this has generated huge public debate which has changed mindsets about women’s representation. The catalytic role of this initiative has extended beyond its original objectives and resulted in unprecedented focus on gender inequalities, not only within PNG but also at a regional level.

The process for WIL programme and its implementation exhibit all key elements of a best practice. It is participatory, inclusive, extensive, multi-faceted to include capacity development, outreach, legislative and national policy development, external capacity evaluation of three national machineries for gender equality – has concentrated on high level women’s empowerment. In undertaking an evaluation, it has to be considered that this programme was innovative with no blueprint, or other Pacific model. The WIL programme had to develop its own road map and adjust continually to the cultural biases against women in national leadership and the unpredictability of PNG politics.

\(^{31}\) This consensus was evident in discussions with focus group of representatives of political parties, civil society, women candidates and government departments held during the ADR consultations.
Annexes

i. Terms of reference

Papua New Guinea UNDP Country Office Gender Outcome Evaluation

A. EVALUATION PURPOSE

The purpose of this evaluation exercise is to assess the impact of the UN interventions and UNDP’s critical role in the achievement of the Women in Leadership Intermediate Outcome. It will also assess UNDP’s role in the achievements gained by Government and the CSOs in the promotion of women in leadership in PNG. In addition to this broader objective and in line with the Evaluation policy this evaluation will be a lesson learning and forward looking rather than purely an assessment of past results. It aims to present information about the nature, extent and where possible the effect of the legislative and policy reforms of promoting gender mainstreaming and gender equality at national and its impact, if possible at the local-level government levels. The emphasis on learning lessons speaks to the concept of understanding of what has and what has not worked as a guide for future planning in determining the future area of cooperation in promoting gender equality.

Basically the evaluation would be assessing the effectiveness of the 3 key National Women’s Machineries of National Council of Women, the Office for Development for Women and the Gender and Development Branch achieve all the expected outputs complementing their respective functions. Although a number of key deliverables such as the Women’s Bill on the 22 reserved seats for women MPs, the reviews of the NCW Act and the National Women’s Policy, the communication and advocacy strategy, leadership training for women leaders and the capacity assessment for the 3 national machineries were achieved, it would be necessary to assess the impacts they had in making a difference in the national context. In terms of legislation and policy
formulation, this evaluation should assess how effective UNDP’s intervention was and how the national legislators perceived this kind of intervention.

Other two areas which the evaluation will assess include

a) Gender based violence and gender issues in crisis prevention and recovery

b) How gender equality has been integrated in UNDP programme, i.e., across different programme areas of UNDP.

B. SCOPE AND OBJECTIVE OF THE EVALUATION

The Evaluation will be used not only for programming purposes by the UNDP but also as a policy advocacy tool for UNDP and its national partners with the Government to advise on means and methods for achieving its international obligations and commitments. Two important events will happen next year that will have indirect consequences on whether UNDP’s strategic interventions were effective to make a difference in a national context. They include the Government’s presentation of the updated CEDAW Report to inform the CEDAW Committee in New York on the status of the Women’s Bill on the 22 Reserved Seats Bill.

The evaluation exercise will take into account performance of the four projects and have them contextualized within the broader scope of PNG’s experience in reforming its institutions to expand the arenas for civil society participation in legislature and decision-making. It will also determine UNDP’s effectiveness and its comparative advantage to broaden the scope of the Women in Leadership Outcome to include upstream policy and legislation to enhance women’s leadership capacities in legislature, bureaucracy inclusive of membership to statutory boards and in the economic sphere through trade and businesses.

The analysis will asses and analyze the following components:

i. **Outcome analysis**
   • Is the stated outcome, indicators and targets appropriate for the Women in Leadership intermediate outcome in Papua New Guinea?
   • Whether the outcome indicators chosen are sufficient to measure the outcome?
• What are the main factors (positive and negative) within and beyond UNDP’s interventions that are affecting or that will affect the achievement of the outcome?
• How have or will these factors limit or facilitate progress towards the outcome?
• Are UNDP’s contributions to the achievement of Women in Leadership under Gender outcome appropriate effective and sustainable?
• Is the title of the UNCP Outcome on Gender and the thematic area of Women in Leadership appropriate and suggest other titles?

ii. Output analysis
• Are the outputs under Women in Leadership substantive to making an impact in the national context? If not, suggest how this can be addressed in the next UNDAF for PNG that takes into account UNDP’s comparative advantage?
• Are the Women in Leadership outputs relevant to the outcome?
• What are the quantity, quality and timeliness of outputs? What factors impeded or facilitated the production of such outputs?
• Are the monitoring and evaluation indicators appropriate to link these outputs to the outcome, or is there a need to improve these indicators?
• Has sufficient progress been made with regard to UNDP WIL outputs?
• Assess UNDP’s ability to advocate best practices, and influence integration of international standards into national policies, frameworks and plans.

iii. Output-outcome link
• Whether UNDP’s Women in Leadership outputs or other interventions can be credibly linked to the achievement of the overall Gender outcome (including the key outputs, projects, and soft assistance);
• What are the key contributions that UNDP has made/is making to the outcome?
• With the current planned interventions in partnership with other actors and stakeholders, will UNDP be able to achieve the outcome within the set timeframe and inputs – or whether additional resources are required and new or changed interventions are needed?
• Assess UNDP’s ability to develop national capacity in a sustainable manner (through exposure to best practices in other countries, holistic and participatory approach). Has UNDP been able to respond to changing circumstances and requirements in capacity development?
• What is the prospect of the sustainability of UNDP interventions related to the Gender outcome in general?

iv. Resources, partnerships, and management analysis
• Were partners, stakeholders and/or beneficiaries of UNDP assistance involved in the design of UNDP UN joint plans and interventions in the Gender outcomes
area? If yes, what were the nature and extent of their participation? If not, why not?

- Are UNDP’s management structures and working methods appropriate and likely to be effective in achieving this outcome?

C. EVALUATION QUESTIONS

The evaluation will look at four specific areas: PNG UNDP’s own commitment and advocacy of gender mainstreaming and gender equality; the translation of this commitment into project activities; the reflection of gender mainstreaming and gender equality in the key national government departments such as the Department for Planning & Monitoring, Department for Community Development, Department of Prime Minister and its civil society network such as the National Council of Women.

It will assess the key challenges faced in terms of coordination faced by UNDP as the lead agent in the implementation of the AWP over the 4 year period under the DaO arrangements, the partnerships established, the organizational policy of gender balance as well as issues of capacity and approach by the national counterparts.

The evaluation will cover the following areas:

- The extent to which the WIL Programme has mainstreamed gender and promoted gender equality and identify critical factors;

- The appropriateness of the program’s approach and assess the validity of the approach and identify possible constraints. In addition, has gender equality been integrated into other activities of the key government departments and localizing MDGs and provide concrete examples

- How has capacity/management of the UNDP WIL Project, Department for Community Development, Office for Development for Women and NCW address gender equality? Does the level of gender competence of the key institutions enable the project to deliver gender sensitive activities?
• Gender based violence and gender issues in crisis prevention and recovery

• How gender equality has been integrated in UNDP programme, i.e., across different programme areas of UNDP.

• Assess the effectiveness of the WIL Project or used existing partnerships to promote gender equality? To what extent has the Project drawn upon partners especially the development partners such as AusAID and why other development partners have not come on board during the life of this programme, examine the role and the effectiveness of the national women’s’ machinery to deliver on the outputs, how effective have national women activists delivered on their mandates, and NGOs in particular, making use of each others comparative advantage? To what extent has the project benefited from national and international knowledge and experience in gender mainstreaming?

• What are the total resources for gender equality activities? Do resources match the commitment to gender? What mechanisms exist to track resources for gender mainstreaming and setting accountability for gender sensitive service delivery in management and programme performance appraisal?
ii. WIL Roundtable Discussion Guide

- What trainings has the WIL implemented?
- What public forums have been conducted?
- What do you see as the outcomes of these trainings and public forums?
- Who are the implementing partners?
- What are the relationships between WIL, the implementing partners and other key players?
- What types of linkages have occurred, if any, and have they been productive?
- What participatory, consultative stakeholder mechanism has been established?
- Should it be widened and have a role in regular monitoring and evaluation?
- Has the implementation process been effective and efficient in terms of how the activities have been delivered?
- What are your observations and impressions of the effectiveness of WIL in terms of: Capacity Building and Training activities? How sustainable are the results? What else could have been done?
- What have been the advocacy and public consultation activities? How sustainable are the results?
- What have been the peer support network/women network activities? How sustainable are the results?
What do you consider to be the main achievements of the programme?

What factors/conditions (at local and national level) facilitated or inhibited WIL's achievements? How have these factors strengthened/weakened the programme?

What are the gaps in the WIL’s implementation?

Has WIL created a positive environment for women’s participation in public office?

What national & local situations have affected women’s political involvement and should be considered in the future?
iii. **Persons Met and Consulted**

**UNDP Country Office**

David McLachlan-Karr, Resident Representative  
Carol Flore-Smereczniak, Deputy Resident Representative  
Margaret Lokoloko, Assistant Resident Representative  
Jorg Schimmel, Programme Specialist  
Andrew Lepani, Programme Associate  
Amelia Siamomua, CTA Gender Programme  
Donna Pearson, Regional Assistant (Gender), Bougainville  
Eric Kwa, Legal Specialist, UNDP Consultant on the Gender Equality Bill

**Australian High Commission, AusAID**

Dave Vosen, Counsellor Policy & Coordination  
Roselyne Kenneth, Programme Manager, AusAID Bougainville  
Tom Nettleton, Acting Programme Director

**Autonomous Bougainville Government (ABG)**

Robert Tapi, Clerk of Parliament  
Rose Pitei, Minister for Community Development, Youth, Women, Children and Sport  
Magdalene Toranz, Chief of Staff, Min Community Development, Youth, Women, Children and Sport
Women’s Human Rights Defenders Workshop, Buka
Indai Lourdes Sajor, Trainer, UN OHCHR Gender and Conflict Advisor
Agnes Titus, Coordinator, Gender Equality and Political Governance Program, UN Women

Nazarene Rehabilitation Centre, Bougainville
Lorraine Garasu, Director

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Helen Hakena, Director

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National Council of Women
Lily Tua, General Secretary
Grace Nari, Project Coordinator Gender Equality and Good Governance Project

Ministry for Community Development, and Women
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Vicki Morris
Patrick Palmer

Family and Sexual Violence Action Committee (FSVAC)
Ume Wainetti, Program Coordinator, Consultative Implementation and Monitoring Council

UN Office of the High Commissioner for Human Rights (OHCHR)
Christina Saunders, Human Rights Adviser

Papua Hahine Social Action Forum, Boroko-NCD
Sally Mokis, President
Susan Setae, Executive Officer
iv. Key documents reviewed and consulted


Government of PNG *Medium Term Development Plan, 2008-11* Port Moresby

Government of PNG 2010 *CEDAW Report*

Joint Technical Working Group minutes/reports


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UNDP Human Development Report 2007

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United Nations Country Programme, Five Year Strategic Plan on Gender (2008-2012)

