

COUNTRY PORTFOLIO EVALUATION

PAPUA NEW GUINEA

Synthesis Report



ACKNOWLEDGEMENTS

This report, and the overall evaluation process, were informed by the participation of more than 75 stakeholders, staff and partners. Without the support and active participation of all these women and men involved in the consultation process, this report would not have been possible.

The evaluation was conducted by the Independent Evaluation Service (IES) and led by Sabrina Evangelista, the regional evaluation specialist (RES) for Asia and the Pacific Region. The IES evaluation team comprised of five team members: Kelly Zimmerman, evaluation analyst; Kerry Pagau, national consultant; Lawrence Robertson, thematic consultant for women, peace and security (WPS) and Alexandra Lulache and Amy Baum, evaluation analyst interns.

The Evaluation Management Group, which oversees the day to day management of the evaluation, included the RES and benefited from the active involvement of the staff of the UN Women Papua New Guinea (PNG) Country Office (CO), which included: Susan Ferguson, country representative; Adekemi Ndiele, deputy country representative; Brenda Andrias, programme specialist; and Fatuma Musa, operations manager. We thank them for all the dedicated time they invested in supporting the evaluation

process and in facilitating the engagement and inclusion of a wide range of partners, stakeholders and beneficiaries.

We thank the Evaluation Reference Group, which is a broader group of key stakeholders engaged to provide input on the evaluation process and the key products of the evaluation, for their thoughtful comments and insights and for investing significant time and effort to ensure that the evaluation would be of maximum value to UN Women, local and international partners, and the women and men of Papua New Guinea.

We also extend our thanks to Inga Sniukaite, chief of the Independent Evaluation Service, Malika Mukhitdinova, chief of the Internal Audit Office, Lisa Sutton, director of IEAS, and Isabel Garcia, RES for Europe and Central Asia, for contributing their feedback and expertise throughout the evaluation. In addition, we are very grateful to Soo Kim, IES evaluation analyst, for her significant contributions toward the financial analysis. Finally, thanks are due to Yamrote Haileselassie for designing the report and for transforming our text and data into engaging infographics and Chris Dickson who meticulously edited the report.

EVALUATION TEAM:

Sabrina Evangelista, team leader

Kelly Zimmerman, evaluation analyst

Kerry Pagau, national consultant

Lawrence Robertson, thematic consultant for WPS

Alexandra Lulache, evaluation analyst intern

Amy Baum, evaluation analyst intern

EVALUATION MANAGEMENT::

UN Women Independent Evaluation and Audit Services (IEAS)

Sabrina Evangelista, Regional Evaluation Specialist (RES), Asia and the Pacific Region

Inga Sniukaite, Chief, UN Women Independent Evaluation Service (IES)

Lisa Sutton, Director, UN Women Independent Evaluation and Audit Services (IEAS)

Design and layout: **Yamrote A. Haileselassie**

Copy-editing: **Chris Dickson**

Cover Photos: UN Women

© 2020 UN Women. All rights reserved.

Disclaimer: The views expressed in this report are those of the evaluators. They do not represent those of UN Women or any of the individuals and organizations referred to in the report.

TABLE OF CONTENTS

ACRONYMS	4
EXECUTIVE SUMMARY	7
INTRODUCTION	10
1 Papua New Guinea country context	11
2 UN Women in Papua New Guinea	13
3 Evaluation purpose, scope, objectives and methodology	16
4 Evaluation governance and quality assurance	17
FINDINGS	19
To what extent is UN women’s approach relevant for advancing gender equality and the empowerment of women in PNG?	20
What are the results of UN women’s contributions to the advancement of gender equality and the empowerment of women in PNG?	20
To what extent has un women ensured national ownership and sustainability of efforts?	24
Has the portfolio been implemented according to human rights and development effectiveness principles in its design and implementation?	29
Does UN women PNG have appropriate organizational systems and capacity in place to support the efficient implementation of its work?	31
LESSONS LEARNED	36
CONCLUSIONS AND RECOMMENDATIONS	40
ENDNOTES	43
ANNEXES	<i>Separate Volume</i>

ACRONYMS

ABG	Autonomous Bougainville Government
AIDS	acquired immunodeficiency syndrome
APEC	Asia Pacific Economic Cooperation
AROB	Autonomous Region of Bougainville
AWP	annual work plan
BPA	Bougainville Peace Agreement
BWF	Bougainville Women’s Federation
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CERF	Central Emergency Response Fund
CLRC	Constitutional Law Reform Commission
CM	community mobilizer
CO	Country Office
CPE	Country Portfolio Evaluation
CRAMS	Community Referral and Mentoring Services
CSO	civil society organization
CSW	Commission on the Status of Women
DAC	Development Assistance Committee
DaO	Delivering as One
DFAT	Department of Foreign Affairs and Trade (Australia)
DFCDR	Department For Community Development and Religion
DNPM	Department of National Planning and Monitoring
E4P	Equality for Progress
EU	European Union
EVAW/G	ending violence against women/ and girls
FBO	faith-based organization
FSVAC	Family Sexual Violence Action Committee
FTA	fixed-term appointment
GBV	gender-based violence
GEEW	gender equality and the empowerment of women
GTT	Gender Task Team
GYPI	Gender and Youth Promotion Initiative

HACT	harmonized approach to cash transfers
HIV	human immunodeficiency virus
HQ	UN Women Headquarters
HRC	Human Rights Commission
HRDs	human rights defenders
IEAS	Independent Evaluation and Audit Service
INGOs	international non-governmental organizations
IOM	International Organization for Migration
LEP	learning, empowerment and protection
LGBTQI	lesbian, gay, bisexual transgender, queer and intersex
LLG	local-level government
M&E	monitoring and evaluation
MoU	memorandum of understanding
NCDC	National Capital District Commission
NCW	National Council of Women
NGO	non-governmental organization
OECD	Organisation for Economic Co-operation and Development
OEEF	organizational effectiveness and efficiency framework
OHCHR	Office of the United Nations High Commissioner for Human Rights
P4P	Partners for Prevention
PBF	United Nations Peacebuilding Fund
PNG	Papua New Guinea
PSEA	preventing sexual exploitation and abuse
RBM	results-based management
RC	resident coordinator
RES	regional evaluation specialist
ROAP	Regional Office for Asia and the Pacific
SCSPT	safe cities and safe public transport
SDGs	Sustainable Development Goals
SN	Strategic Note
ToC	theory of change
WEE	women's economic empowerment

WLG	women's leadership and governance
WPPL	women's political participation and leadership
WPS	women peace and security
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population fund
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNSDCF	United Nations Sustainable Development Cooperation Framework
UPR	Universal Periodic Review
VAWG	violence against women and girls
VfM	value for money
YWCA	Young Women's Christian Association



IN BRIEF

PAPUA NEW GUINEA COUNTRY PORTFOLIO EVALUATION

EXECUTIVE SUMMARY

Photo © UN Women.

This report presents the main findings, conclusions and recommendations of the Country Portfolio Evaluation (CPE) of the UN Women Papua New Guinea Country Office conducted between April to December 2019. A CPE is a systematic assessment of the normative, coordination and operational aspects of UN Women's contributions to development results with respect to gender equality and empowerment of women at the country level.

Introduction and Background

Papua New Guinea (PNG) is one of the most diverse and least urbanized countries in the world, with 85 percent of the nearly 9 million people living in rural areas spread over 600 islands. PNG is classified as a Low Human Development country under UN classification, and its history is marked with political and community conflict and continuing levels of communal violence, particularly in the Highlands, the mountainous region that runs east to west across the centre of the country's main island of New Guinea.

Following the 1988-1998 civil war, the PNG government and the Bougainville Revolutionary Army signed the 2001 Bougainville Peace Agreement that established the Autonomous Region of Bougainville (AROB). The Bougainville Peace Agreement included a plan for a non-binding referendum to take place within 20 years, which was scheduled for November 2019; the results of which came in during the drafting of this report overwhelmingly in favour of independence from PNG, however, the final decision on independence lies with the National Parliament of PNG.

Progress towards gender equality in PNG is slow, with the country ranking 160th out of 161 countries on the Gender Inequality Index produced by the UN Development Programme (UNDP). Gender-based violence (GBV) occurs at very high rates. Though the government of PNG has taken steps to establish dedicated offices, enact referral services and pass a range of related legislation, multiple forms of violence against women and gender discrimination remain widespread.

UN Women PNG was established as a Country Office in 2014; prior to this it was a programme presence overseen by the UN Women Fiji Multi-Country Office. During the cycle of the 2014-2017 Strategic Note (SN), ending violence against women (EVAW) was the primary thematic area of focus with the implementation of the Global Safe Cities programme in Port Moresby. The programme initiated in the previous SN, in 2011, with a focus on women and girls in marketplaces, the project was extended in 2015 to Safe Public Transportation. The other key thematic area of focus has been women, peace and security (WPS), with UN Women engaged in four peacebuilding projects in Bougainville since 2015 and one in the Highlands since early 2019. Following a 7.5 magnitude earthquake in the Highlands in 2018, UN Women also expanded into a new area of work by undertaking a joint humanitarian response programme with the UN Children's fund (UNICEF) and the UN Population Fund (UNFPA).

The Country Office underwent a major operational restructuring in 2017 that included appointing a new head of office. The total PNG CO budget has grown from US\$2.7 million in 2014 to US\$8.8 million in 2018. Since 2016 the office has had between 22 and the current 34 posts. Personnel was projected to reach 39 in 2019, however, challenges in recruiting staff persist.

Scope of the evaluation



**PNG CO
Development Results
Performance**



5 outcome areas
UN Women's integrated mandates across the portfolio's 5 outcome areas



**PNG CO
Organisational
Effectiveness and
Efficiency**



Past & current SN
SN cycle 2014-2017 and current SN cycle 2018-2022 (information up to Q3 of 2019)



-\$29 million USD
including Core and Non-core resources

Evaluation purpose, objectives and intended audience

The UN Women Independent Evaluation Service (IES) led this CPE. The purpose of this CPE is to support: strategic learning and decision-making for the current SN 2018-2022; designing the next SN 2023-2027; strategic positioning of the CO in the context of the UN reform¹; enhanced accountability for development effectiveness and learning from experiences implementing the SN 2014-2017; and capacity development and mobilization of national stakeholders to advance gender equality and the empowerment of women (GEEW).

The scope of the evaluation covers UN Women's normative, coordination and operational work across all thematic areas of engagement during the previous Strategic Note (2014-2017) and mid-way into the current Strategic Note (2018-2022). The geographic coverage of the evaluation spans PNG, with case studies in Port Moresby (the capital), Mendi (the Highlands), and Buka (Bougainville).

The evaluation had the following objectives:

- Assess the **relevance** of UN Women's contribution at national level and alignment with international and regional conventions.
- Assess the **effectiveness** and **organizational efficiency** in progressing toward GEEW.
- Assess the **added value** of UN Women's presence in PNG.
- Analyse how a **human rights approach and gender equality** principles have been integrated in UN Women's work.
- Identify and validate **lessons learned, good practices, and examples of innovation** that support gender equality and human rights.
- Provide **actionable recommendations**.

The primary target audience and intended direct users of this evaluation are UN Women staff (including PNG CO, the Regional Office for Asia and the Pacific (ROAP) and IEAS), government partners, the UN Country Team, civil society representatives, and funding partners.

Evaluation approach

The CPE employed a non-experimental, theory-based approach. In consultation with the PNG CO, a reconstructed theory of change (ToC) was developed and used as the basis for contribution analysis. Evaluation questions were developed using the ToC and assessed against OECD DAC criteria of relevance, effectiveness, efficiency and

sustainability, and gender equality and human rights. UN Women evaluations are gender-responsive and apply the key principles of a human rights-based approach: they are inclusive, participatory, ensure fair power relations, and transparent; and they analyse the underlying structural barriers and sociocultural norms that impede the realization of women's rights. This CPE is anchored around these principles and has been inclusive and consultative during the design, conduct, and finalization stages.

To generate robust evidence, the evaluation employed a mixed-methods approach and triangulated different sources of data. Data collection included extensive document review, two in-depth case studies, primary interviews and focus group discussions with 68 people, country observations, two surveys, and a financial analysis. The evaluation also piloted an analysis of the value for money (VfM) that analyzed the economy, efficiency, equity and cost-effectiveness of one intervention.

This CPE followed UN Women procedures to ensure high quality evaluation processes and products and ethical conduct as outlined in the [UN Women Evaluation Policy](#) and [Evaluation Handbook](#). All evaluation products have been subject to [quality review](#) by the IEAS, peer reviewers, the Evaluation Reference Group, and the Evaluation Management Group.

Conclusions

The following conclusions were developed based on the key findings and consultation with ERG members.



Relevance & Effectiveness

The UN Women PNG CO has made important contributions to gender equality and the empowerment of women in an extremely patriarchal and complex operating environment. This has included at the grassroots level through empowering women and men as agents of change, institutionalizing women's voice mechanisms, and at the national level where key policies have been influenced from a gender lens. The Safe Cities and Safe Public Transport Programme has been the key driver for the CO's contribution to transformative change, empowering 4,000 women market vendors through 19 market vendor associations across three markets in Port Moresby and institutionalizing change at both city and national level in support of safer markets.

The CO is strategically positioned within the UN system in PNG as the go-to agency for gender equality and the empowerment of women. This has been achieved over the course of the past two Strategic Note cycles, mainly by building a niche expertise in markets and public transportation, key achievements in Bougainville, and strategic contributions to the UN Country Team (UNCT). The new Mainstreaming Gender and Human Rights Strategy, coupled with UN reform, present opportunities for deepening collaboration across the UN system and enhancing accountability for gender mainstreaming.

UN Women has increased visibility and recognition for its leadership and mandate resulting in significant resource mobilizations. On the one hand, the CO's expansion into new areas of the country will allow the organization to enhance its relevance by reaching those who have been left furthest behind, scaling up its reach beyond Port Moresby and Bougainville. On the other hand, the high risks involved in rapid expansion to these new areas require careful consideration.

Gender Equality and Human Rights & Sustainability

The CO has demonstrated how an holistic, long-term approach grounded in national ownership and institutionalization, as exemplified under the area of work on ending violence against women (EVAW), can help to move the needle up on the dial of gender equality and empowerment of women in PNG. Women Peace and Security (WPS) has not benefited from the same level of resources and engagement as EVAW, and there are persistent risks that important recent gains in the WPS area may be lost.

The scope of the issues to be tackled require focussing more deeply on systemic-level social norm change, and new programmes have opened the opportunity to do so effectively. There is the continued need to prioritize support to the government and to advocate for the accountability of government institutions to implement national and international normative frameworks and policy commitments, in parallel to the continued need to strengthen civil society as a means for stimulating systemic-level social norm change.

Efficiency

Results-based management (RBM) and risk management are fundamental to the CO achieving its objectives, in light of the challenges related to governance, capacity of implementing partners, staff capacity (both numbers and skill sets) and an expansion into new areas of the country, in particular in conflict zones. Key challenges with respect to UN Women operational procedures and staff understanding of these were identified. Likewise, as evidenced through the recent round of United Nations Peacebuilding Fund projects, there are opportunities for optimizing synergies between programming efforts of UN agencies in the same area and enhancing joint management and oversight of programmes.

The following recommendations are based on the evaluation's findings and conclusions and have been developed through an iterative process of discussion with the PNG CO and the Evaluation Reference Group. Each recommendation proposes specific, actionable steps for consideration by the CO.

RECOMMENDATIONS



During 2020, UN Women should **undertake key analyses that will help prioritize efforts** by continuing the current scaling up of some, and assessing the possibility of scaling back or shifting focus of others; and should put in place adequate capacity to deliver its ambitious programme.

1



During 2020, the CO should work with partners to **develop a long-term strategy and action plan** that outlines how it will engage with and strengthen civil society and government institutions as a means for stimulating systemic-level change of social norms.

2



In advance of the new United Nations Sustainable Development Cooperation Framework (UNSDCF), and recognizing that coordination efforts require collective and collaborative action, the CO should **continue building upon its strategic positioning within the UNCT** by strengthening its support to coordination both within and beyond the UN system, and contributing to coherence and management of programmes (in particular for joint programmes).

3



During 2020, The CO should **strengthen its RBM and risk management** to ensure more effective programme management, placing accountability and engagement with populations front and centre, seeking support from the ROAP and HQ as necessary, and advocating with funding partners to invest more in RBM capacity.

4



INTRODUCTION

1. PNG Country Context

Background

Papua New Guinea (PNG) is one of the most diverse countries in the world with more than 1,000 tribes and 800 languages spanning more than 600 islands.² It is also one of the least urbanized countries in the world, with approximately 85 percent of the population living highly dispersed across rural areas with little to no service delivery or formal government apparatus,³ making them particularly difficult and expensive to reach. The prevalence of income poverty (28 percent) is one of the highest in East Asia and the Pacific, with almost 90 percent of those affected residing in rural areas. Rural women, children and people living with disabilities are the most vulnerable to intersectional and intergenerational poverty, insecurity, and violence.⁴ Other high-risk groups include sex workers, lesbian, gay, bisexual, transgender and intersex (LGBTI) people,⁵ people with HIV and AIDS, people with disabilities, refugees, internally displaced people, stranded migrants, and victims of trafficking.

Following the 1988-1998 civil war, the PNG government and the Bougainville Revolutionary Army signed the 2001 Bougainville Peace Agreement that established the Autonomous Region of Bougainville (AROB). The Bougainville Peace Agreement included a plan for a non-binding referendum to take place within 20 years, which was scheduled for November 2019; the results of which came in during the drafting of this report overwhelmingly in favour of independence from PNG, however, the final decision on independence lies with the National Parliament of PNG.

Developments in the national policy context

PNG's national development plans have mainstreamed gender to a significant extent, and the government has passed several laws to respond to GBV, including the National Strategy on Gender-Based Violence 2016-2025. The National Goals and Directive Principles, the PNG Vision 2050 and the Papua New Guinea Development Strategic Plan 2010-2030 are aligned with Sustainable Development Goal (SDG) 5 on gender equality of the UN Agenda 2030, as well as PNG's commitments to international agreements on the rights of women.

PNG is committed to the major international conventions that seek to advance the rights of women, such as the Convention on the Elimination of all Forms of Violence Against Women (CEDAW), the Beijing Platform for Action, UN Security Council Resolution 1325 and the UN declaration on the Elimination of Violence Against Women. PNG last reported on CEDAW in 2010. The report for Beijing +25, the initiative to mark 25 years and review progress since the Beijing Declaration and Platform for Action of 1995, has been finalized but is awaiting endorsement by the National Executive Committee at the time of writing. With regards to human rights more widely, PNG actively participated in the Universal Periodic Review (UPR) of the Human Rights Council resolution 16/21 in 2016. However, the United Nations has pointed to many persistent human rights concerns..

Gender equality and women's human rights

UN Women reports that women and girls are disproportionately affected by not only the decreasing economic opportunities, but also by rising tensions and violence in public and private spaces. One of the most pressing issues facing women and girls in PNG is the alarming level of sexual and GBV. There is a serious lack of country-wide data,⁶ but numbers for specific regions demonstrate the severity of the issue. In Bougainville, 80 percent of women reported experiencing physical and/or sexual violence in their lifetime,⁷ and in Port Moresby 90 percent of women and girls reported experiencing some form of violence while waiting for or riding buses.⁸ Rape, domestic violence, and sorcery-related violence and killings are common and upheld by unequal power relations, a history of colonialism and cultural norms. Women rarely report such crimes to the police, and when they do, the rate of arrests is very low.⁹ While the government has taken notable steps to combat violence through public policy and programming support, policy implementation remains a challenge, and women and children face significant barriers accessing protection services and the formal justice system.¹⁰

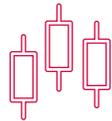
PAPUA NEW GUINEA (PNG) COUNTRY CONTEXT

With **7.3 million inhabitants** spread over 600 islands, PNG is the largest Pacific Island Country.



~85% of the population living in dispersed rural areas, access to goods and government services is a challenge.

Only an estimated **15% of the population** have access to electricity.



PNG ranked **155th out of 189 countries** in the **Human Development Index** in 2018.



Income poverty (28%) is one of the highest in East Asia and the Pacific.



Women played a major role brokering the 2001 Bougainville Peace Agreement

A **referendum on independence** from PNG took place in November 2019.



Gender inequality and gender-based violence (GBV) are major issues in PNG:



PNG ranked **160th out of 161 countries** in the **Gender Inequality Index** in 2018.

Women are **underrepresented in senior positions** across sectors, and there are **alarming levels of sexual and GBV**:



no reserved seats in national Parliament



Women represent only 22% of executive positions



~80% of women reported experiencing some form of violence in Bougainville, ~90% in Port Moresby



MARGINALISED AND VULNERABLE GROUPS:

rural women, children, people with disabilities, LGBTQI, and people with HIV and AIDS

2. UN Women in PNG¹¹

Background

The United Nations system in PNG is a leader of the Delivering as One (DaO) initiative, a UN system effort launched in 2006 to deliver results in a more coordinated fashion at the country level. The 18 agencies active in-country are strategically guided by the United Nations Development Assistance Framework (UNDAF) 2018-2022. UN Women PNG CO was established in 2014. The CO uses a Strategic Note (SN), aligned with the UN Women Strategic Plan and the PNG UNDAF, as the primary planning tool. This CPE covers two Strategic Note cycles: the previous SN 2014-2017 and the current SN 2018-2022 up to the third quarter of 2019.

Key Programming

Strategic Note 2014-2017

Ending violence against women (EVAW) has been the dominant thematic and financial focus of the office. Significant attention and resources were dedicated to the UN Women Global Safe Cities programme in Port Moresby, initiated in 2011 to improve markets through safe infrastructure and economic empowerment. The project expanded over time to include: the Safe Public Transportation programme, which set up women-and-children-only buses; Sanap Wantaim, meaning “stand together”, an awareness-raising and behaviour change campaign; and the Community Referral and Mentoring Services (CRAMS), which trained local volunteers as human rights defenders to strengthen referral pathways. The **women, peace and security (WPS)** thematic area has been the other key focus of UN Women PNG’s work. UN Women has been one of the few UN agencies with a physical presence in Bougainville, mobilizing financial resources from the United Nations Peacebuilding Fund for three joint programmes: Equality for Progress, Planim Save Kamap Strongpela (“plant knowledge, grow strong”, or Planim Save for short) and the Gender and Youth Promotion Initiative (GYPI).

Strategic Note 2018-2022

With the UN Women PNG Safe Cities Programme coming to an end, the CO is feeding the lessons learned into a new programme called Safe and Prosperous Districts under the **women’s economic empowerment (WEE)** thematic area. The programme aims to extend safe infrastructure and economic opportunities to markets and systems in remote rural areas.

The European Union (EU) and the United Nations have embarked on a global, multi-year initiative focused on eliminating all forms of violence against women and girls (VAWG), with funding to Papua New Guinea beginning in 2020. UN Women was appointed to take the lead for this effort of the UN system in PNG and the CO will establish a new comprehensive EVAW programme in 2020.¹² Another programme on **women’s political participation and leadership (WPPL)**, called Women Make the Change, will work with government institutions, particularly at sub-national level, to increase women’s influence across a range of political processes in both Bougainville and the Highlands. The efforts initiated in the Highlands through the humanitarian action programme following the earthquake in 2018 continued through a joint United Nations Peacebuilding Fund (PBF) Gender and Youth Promotion Initiative (GYPI). The CO also continued its WPS work in Bougainville through a GYPI joint programme to raise women’s voice and participation in political processes in advance of the 2019 Bougainville referendum on independence.

Between 2014 and the present, six projects have been completed by UN Women PNG CO, three are ongoing, and seven were in the inception phases. Four joint programmes have been implemented in partnership with UNDP, UNICEF, the Office of the United Nations High Commissioner for Human Rights (OHCHR), and UNFPA, in the Highlands and Bougainville. All new programmes are joint and will include the United Nations Office for Project Services (UNOPS) and International Organization for Migration (IOM) as new implementing partners. Project details can be found in Annex 6.

The CO’s 2020 annual work plan (AWP) proposes to establish new sub-offices in at least three new locations expanding UN women’s presence across PNG, including in the Highlands, where some of the country’s most remote communities live.¹³

Normative and Coordination Efforts

The PNG CO’s normative area of work has been cross-cutting to all thematic areas. The CO has provided technical support and capacity building to the government to amend, develop and pass national plans and policies to address VAWG and advance gender equality and the empowerment of women. The CO has also supported the government to uphold

its commitments to international agreements such as CEDAW.

As a core member of the UNCT, UN Women worked to facilitate gender mainstreaming across the UNCT, led coordination mechanisms, and provided external coordination support to government and non-governmental partners to implement and report against international commitments.

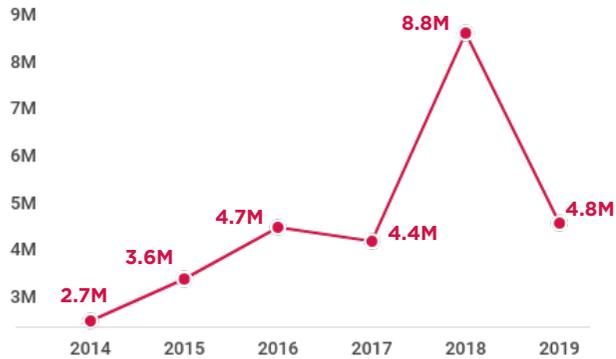
Financial and Human Resources

The total budget of the CPE period 2014-2019 was around US\$29 million,¹⁴ growing each year throughout the period. The total annual budget for the CO has increased from US\$2.7 million in 2014 to US\$8.8 million in 2018 (with the annual budget almost doubling between just 2017 and 2018 from US\$4.4 million to US\$8.8 million).¹⁵ Most funds mobilized and administered during the CPE period were in support of EAW programming (US\$15.2 million) and WPS (US\$3.9 million),¹⁶ and significant funds were mobilized at the end of the period to support WPPL (the project titled Women Make the Change) and WEE (the Safe and Prosperous Districts project). Primary donors to the CO during the CPE period include the Australian Government's Department of Foreign Affairs and Trade (DFAT), the Government of New Zealand, and the UN Peacebuilding Fund (PBF). PNG's unique and complex operating environment is quite expensive, and increasingly constrained core resources across the global UN System has impacted the ability of country offices to strategically plan for the long term. Since 2016 the office has had between 22 and the current 34 posts. Recruiting efforts for CO personnel were under way in 2019 to support further growth and professionalization of the office as it delivers against priorities, including a communications officer and a monitoring and evaluation (M&E) officer.

Key partners

A comprehensive human rights-based stakeholder analysis was completed by the evaluation team identifying 87 stakeholders (see Annex 6). The CO has worked with a diverse range of local and international partners, including government, community-based organizations, faith-based organizations, civil society, and UN partners. The Government of Australia and Government of New Zealand have also been long-standing partners and key donors throughout the period under evaluation. The CO has also been cultivating relationships with partners in the private sector and academia.¹⁷

CO Annual Budget US\$ (2014-2019)



Top PNG Thematic Areas* (US\$)

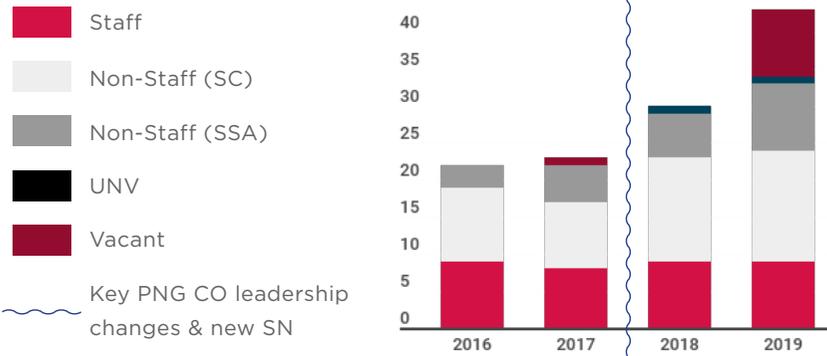


Thematic Trends US\$ (2014-2019)

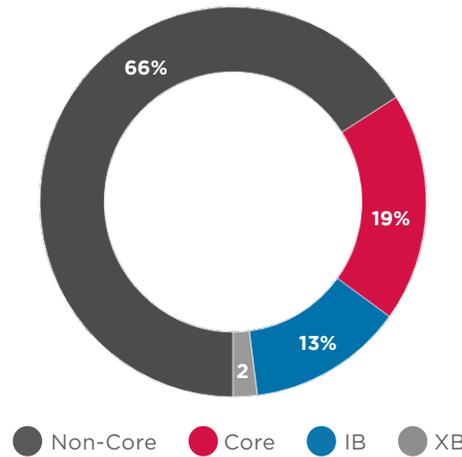


CO Human Resources (2016-2019)

Data not available for 2014-2015



Type of funding (2014-2019)

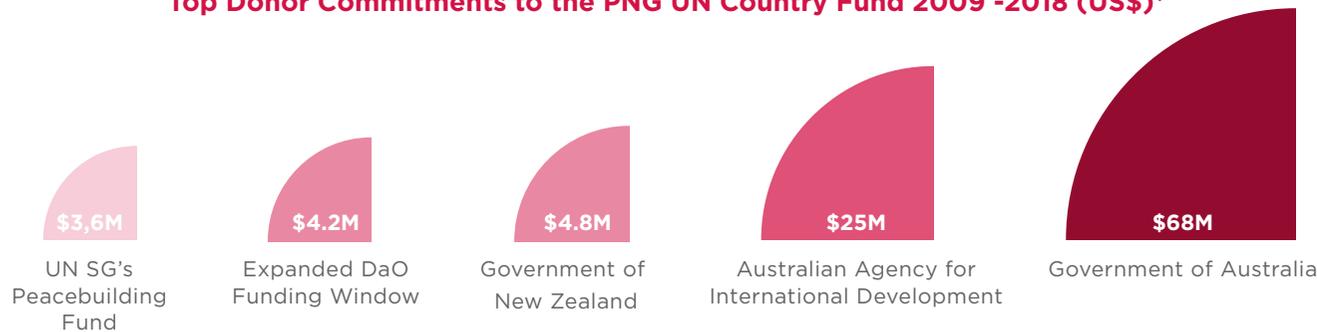


Top Five CO Projects

(Atlas budget 2014-2019 in US\$)

Safe cities & Safe Public Transport	14.7M
Gender and Youth Promotion Initiative Bougainville + Highlands (PBF)	1.4M
Planim Save: Kamap Strongpela (PBF)	925K
Equality for Progress (PBF)	454K
Humanitarian Action Highlands Earthquake (CERF + DFAT)	407K

Top Donor Commitments to the PNG UN Country Fund 2009 -2018 (US\$)*



¹ Combined resources allocated to Outcome 2 WLG under the SP framework 2018-2021 and Outcome 1 WPL and Outcome 5 G&N under the previous SP framework 2014-2017.

* Source: Annual Progress Report 2018: PNG UN Country Fund
Source: Annual Delivery Reports & UN Women Results Management system (RMS) Project and Delivery Module

3. Evaluation Purpose, Objectives, Scope and Methodology

CPEs are guided by the [UN Women CPE Guidance](#).¹⁸ The CPE purpose is primarily to contribute to the CO's strategic learning and improved decision-making to support adjustments to the implementation of the current SN and provide insights for the development of the next SN. The evaluation has a secondary summative perspective (to look at the past work), to support enhanced accountability for development effectiveness and learning from experience. The evaluation also seeks to provide insights on the strategic direction of the CO within the context of the evolving change-management process of UN Women and the wider UN reform.¹⁹ The target audience and primary intended users of this evaluation are UN Women staff (CO/RO/HQ) and their key stakeholders, including representatives of rights holders from civil society. The evaluation was started in April 2019 and the final draft report was shared in December 2019.

Evaluation objectives

The following evaluation objectives were developed in consultation with the CO:

1. Assess the relevance of UN Women contribution at national level and alignment with international and regional agreements and conventions on gender equality and the empowerment of women.
2. Assess effectiveness and organizational efficiency in progressing towards the achievement of results regarding gender equality and the empowerment of women.
3. Assess the added value of UN Women presence in-country, and support UN Women to improve its strategic positioning.
4. Analyse how a human rights approach and
5. gender equality principles are integrated in the design and implementation of UN Women's PNG work.
6. Identify and validate lessons learned, good practices, and examples of innovation that support gender equality and human rights.
7. Provide actionable recommendations.

The evaluation questions were developed in consultation with the CO and Evaluation Reference Group during the inception phase and follow the objectives and UN Women Guidance for the CPE. They are listed in the infographic below, throughout the report and in the evaluation matrix in Annex 5.

Evaluation Scope

The CPE assesses all activities undertaken during the previous SN cycle 2014-2017 and provides information up to Q3 of 2019 regarding progress for the current SN cycle 2018-2022. As an evaluation of the Safe Cities programme was being finalized at the start of the CPE, this evaluation used that report as input and focused on UN Women PNG's contributions to the impact areas of WPS and humanitarian action. In addition, more than 10 country-level and corporate evaluations and audits were reviewed and drawn on as secondary material and to define the scope.²⁰ The geographic coverage spanned UN Women programmes across PNG, including Port Moresby, the Highlands, and the Bougainville. The CPE also assessed organizational performance, including human and financial resource analysis, using the respective SN organizational effectiveness and efficiency framework (OEEF).

Methodology

The evaluation employed a **non-experimental, theory-based approach**.²¹ Two in-depth case studies were the primary source of information for the assessment of contributions to outcomes in the selected thematic areas (WPS and humanitarian action) and specific analyses focused on the normative and coordination mandate. With a focus towards **utilization** by stakeholders, the CPE was tailored to the needs of UN Women and employed a **participatory approach** that included stakeholder perspectives throughout each phase. The evaluation was also **human rights-based and gender-responsive** and took a **systemic perspective** in analysing UN Women's contributions toward outcomes. For example, participants were engaged in telling a "story of change" with their peers, and the Gender@Work framework, an analytical tool designed to assess the different components of work required for achieving gender equality, was used to assess UN Women's work from a gender transformative perspective (see Annex 13).

The inception phase included an evaluability assessment, a participatory workshop to re-construct the Theory of Change, and a comprehensive stakeholder-mapping exercise that identified 87 key duty bearers and rights holders from across programme interventions and activities (see Annex 7 for key analyses included in the inception report). The outcomes of these exercises were used to design evaluation questions and support analysis.

Methodological limitations and process constraints were identified by the evaluation team, as well as the corresponding approach to address potential implications.²² For example, some members of key target

populations may have not been reached, which would produce sample bias. PNG is a large country with difficult-to-reach populations and lack of high-quality road infrastructure. For example, to reach a Highlands town where UN Women works took one full day of travel including a flight from the capital and a three-hour drive to the provincial capital, however, the surrounding communities that UN Women worked with would have required extra travel and the use of a convoy to reach. The evaluation selected sites in which the key projects have been implemented with a high probability of reaching rights holders who have benefited from programming.

Data Collection and Analysis

Using a mixed methods approach, data was collected through review of more than 100 documents (see Annex 4, 14 and 15), 68 stakeholder interviews, two focus group discussions, eight stories of change, two in-depth case studies, two online surveys with CO staff and UNCT partners (see Annex 11), and observations during a two-week field visit to Port Moresby, Mendi (Highlands), and Buka (Bougainville). The plan for adhering to ethical guidance was outlined in the inception report and is aligned with United Nations Evaluation Group Ethical Guidance and WHO Guidelines for researching violence against women (see Annex 7).

Multiple methods of data collection and analysis were carried out using both primary and secondary data to triangulate evidence, including desk review, quantitative and qualitative analysis (see Annexes 10-13), including using NVivo software (a qualitative data analysis tool) and summarized in an evidence map (Annex 9). An Evaluation Reference Group was engaged as the representatives of the key stakeholders of UN Women and they were engaged for input at each major step of the evaluation process: inception presentation, data collection, preliminary findings, and draft report. Their feedback was critical to ensuring factual accuracy, the accurate interpretation of contextual information, and identification of gaps in the analysis.

4. Evaluation governance and Quality Assurance

1. The **regional evaluation specialist (RES)** of the Independent Evaluation and Audit Service (IEAS) managed coordination and day-to-day management, and served as the team leader, leading methodological approach, collection of data, analysis and writing.
2. **Members of the evaluation team** included: three evaluation analysts consisting of one consultant and two interns working at different times, responsible for key analytical tasks, systematization of information and contribution to analysis and report and presentation preparation; a thematic evaluation expert on WPS to provide substantive feedback on the selected thematic area and review the quality of all key evaluation products; and a national evaluator to support the data collection in country and provide key contextual information.
3. The **Evaluation Management Group** consisted of the country representative, CO evaluation focal point, and the RES, and was responsible for administrative and logistical support, contract management, and accountability.²³
4. The **Evaluation Reference Group** provided substantive technical support, reviewed all evaluation products and facilitated use of the evaluation. The group consisted of UN Women programme, national government partners, civil society representatives, development partners and donors, and UNCT representatives.²⁴
5. **Independent Evaluation and Audit Services:** This included the IEAS director and IES chief for oversight and methodological guidance, and two peer reviewers for methodological guidance and feedback on the approach and to ensure that the CPE followed the UN Ethical Guidelines and the Global Evaluation Reports Assessment and Analysis System.²⁵ The chief of the IAS and an auditor were also engaged in supporting aspects of the VfM assessment pilot. All evaluation processes at UN Women establish mechanisms to ensure high-quality evaluation processes and products as outlined in the UN Women Evaluation Policy²⁶ and Handbook²⁷. All evaluation products have been subject to quality review by the peer reviewers, the Evaluation Reference Group, and the Evaluation Management Group.

CPE METHODOLOGY AND APPROACH

What is a CPE?

It is a systematic assessment of the contributions made by UN Women to development results with respect to gender equality at the country level.

Purpose

Primarily intended as a formative (forward-looking) evaluation to contribute to the CO's strategic learning and improved decision-making.

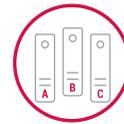
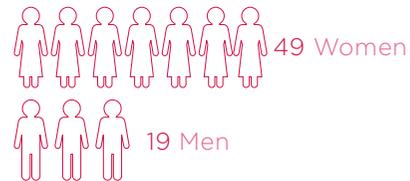
Secondary summative (backwards looking) perspective, to support enhanced accountability.

Key CPE Questions

- To what extent is UN Women's approach relevant for advancing GEWE in PNG?
- What are the results of UN Women's contributions?
- Does UN women PNG have appropriate organizational systems and capacity in place?
- To what extent has UN women ensured national ownership and sustainability of efforts?
- Has the portfolio been implemented according to human rights and development effectiveness principles?

68 Stakeholders interviewed

CSOs, FBOs, INGOs, UN agencies, government & beneficiaries



+100 documents reviewed

Annual Work Plans, Evaluations and Audits, Project Documents Reports, Financial Documents

2 Focus Group Discussions

1. Safe Cities UNCT Partners
2. Humanitarian Action Community Mobilizers

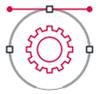


Methodology



- Gender-responsive evaluation
- Systemic perspective that considered key influencing factors

- Non-experimental, theory-based approach
- Utilization-focused



2 Online Surveys

UN Women CO Staff survey	71% response rate 20/20 respondents
UN Coordination partner survey	82% response rate 9/11 from 8 agencies

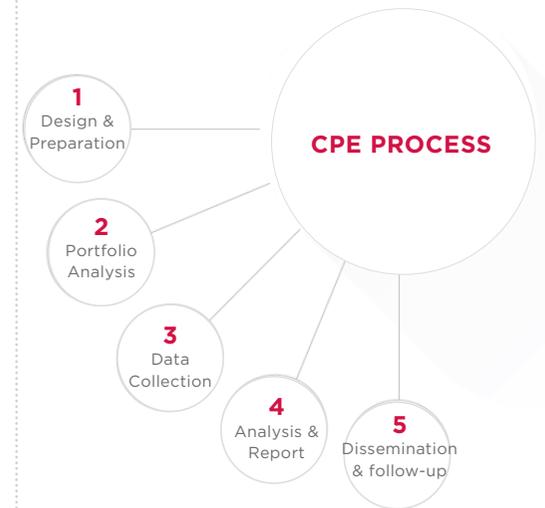


2 Case Studies

Humanitarian Response (Highlands) Women, Peace and Security (Bougainville)

Humanitarian Response Case Study

- Stories of Change
- Observation at 1 Centre
- Value for Money Pilot



Scope of the evaluation



PNG CO Development Results Performance



5 outcome areas
UN Women's integrated mandates across the portfolio's 5 outcome areas



PNG CO Organisational Effectiveness and Efficiency



Past & current SN
SN cycle 2014-2017 and current SN cycle 2018-2022 (information up to Q3 of 2019)



-\$29 million USD
including Core and Non-core resources



FINDINGS



To what extent is UN Women’s approach relevant for advancing gender equality and the empowerment of women in PNG?

FINDING 1



The overall programme of UN Women in PNG was limited in scope during the 2014-2017 Strategic Note, but deliberate action was taken to broaden the reach of its programme (thematically and geographically), bringing it to areas where the most vulnerable live and to tackle the root causes of gender inequality across PNG. While this will undoubtedly continue to strengthen its relevance as a key actor for gender equality and empowerment of women in PNG, it will need to be coupled with strengthening of the Country Office to ensure effective and sustainable implementation.

The UN Women PNG Country Office (CO) previously focused on two thematic areas aligned with the UN Women global strategic plan for most of the Country Portfolio Evaluation (CPE) period: ending violence against women (EVAW), through targeted programming in Port Moresby markets and policy-level advocacy efforts; and women, peace and security (WPS) programming focused in Bougainville. While a limited scope of work was in line with headquarters guidance and helped UN Women to establish a niche, partnerships and trust, it also impacted UN Women’s ability to be fully aligned with national-level priorities for women and girls. Although UN Women cannot be expected to be responsive to all issues related to women and girls in PNG, its overall programme should be both clearly linked to the priority issues and aimed at having a wide level of impact.

Since 2018, the CO has taken deliberate action to broaden the reach and scope of work, building on the results achieved through past programming to take it to scale beyond Port Moresby and into district and rural areas, where the bulk of the country’s population

lives. In line with this, programmes have expanded to include a more comprehensive focus on women’s political participation, ending violence against women, and women’s economic empowerment.



78% (N=7/9) of UN Agency survey respondents believe that UN Women’s work is aligned with key UN system priorities in PNG.

Stakeholders consulted for this evaluation acknowledged the importance of the programmatic expansion beyond Port Moresby and Bougainville, but pointed to the corresponding need to strengthen the CO in order to effectively deliver against this ambitious programme, given the jump in resources and the required capacity to do so effectively (as discussed under subsequent findings).



What are the results of UN Women’s contributions to the advancement of gender equality and the empowerment of women in PNG?

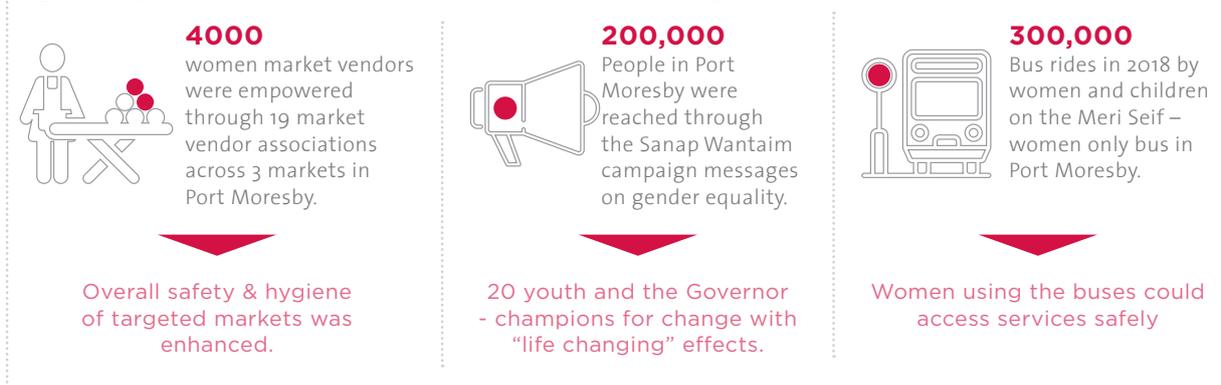
To what extent has UN Women contributed to women’s participation in a safer, better governed informal economy and enhanced access to and use of gender-responsive services and infrastructure?

FINDING 2



UN Women has been most effective where it has taken an holistic approach that included engaging rights holders and duty bearers. It has done this by securing long-term commitments from partners and investing in mentoring and institutional capacity building: UN Women has contributed to making markets safer in Port Moresby and made the business case for safer public transport.

Figure 1. Key results from Safe Cities and Safe Public Transport Programme



The CO’s success in fostering transformative change is most evident within EAW programming. UN Women aimed to make public spaces for women and girls a safer place through its safe cities and safe public transport (SCSPT) programme aligned with the UN Women Global Safe Cities Programme²⁸. UN Women’s commitment to national ownership is notable throughout its programming efforts, especially in the SCSPT programme. Over almost eight years, UN Women steadily built strong relationships with key partners like the National Capital District Commission (NCDC), women market vendors, human rights defenders, and champions for change. UN Women also recognizes that building national ownership requires time, commitment and long-term investment in relationships, mentoring and capacity building, while also requiring the identification of incentives for partners to be equal investors. The most transformational impact of the SCSPT programme was the collective association and engagement of 4,000 previously marginalized and voiceless women vendors through the establishment of 19 market vendor associations across three markets in Port Moresby. The successful institutionalization of this participatory governance model stands out as a significant contribution to the programme’s higher-level goals regarding women’s economic empowerment. Further, the shared sense of market ownership created through the market vendor associations contributed to a decline in ethnic violence in the markets as women organized around what they sold rather than ethnicity. Vendor associations also increased women’s collective power and influence.²⁹

An essential component of the SCSPT programme was the CRAMS network consisting of 32 trained volunteers as human rights defenders (HRDs) who worked with police, courts, health and other service providers to ensure access to essential services for women and girls subjected to violence. The 2019 evaluation of the SCSPT programme found that CRAMS succeeded in improving access to essential services for survivors of VAWG due to the extraordinary efforts and personal commitments of the HRDs. While it was unable to improve police responsiveness and service delivery to survivors across the city, this was due to capacity

constraints on the part of service providers, which was outside the scope of the programme to address.

The *Meri Seif* (“safe women”) and *Meri* (“women”) bus services have been highly successful in providing safe and reliable public transport to women and girls in Port Moresby and have met an important and urgent need. The buses have increased awareness about women’s rights and enhanced skills on how to identify violence and harassment and what to do when experiencing or witnessing different forms of violence. Furthermore, evidence suggests there is a business case for expanding the paid *Meri* bus services³⁰.

The Sanap Wantaim campaign aimed to change the underlying norms and values that normalize and uphold the widespread VAWG in Port Moresby. The campaign leveraged the outreach capacity of key partners, including several youth-focused non-profit organizations. The campaign contributed to creating cohesion and shared values of equality and mutual respect amongst targeted youth, and even had a “life changing” impact according to its youth leaders and mobilizers and shows promise for changing attitudes and behaviours that currently lead to VAWG.³¹

A key lesson learned by the SCSPT programme was around the reported loss of income by women market vendors in Gerehu market, on the northern outskirts of Port Moresby. The vendors had seen a fall in customer numbers due to government decisions to change access routes to the market making it more difficult to reach, changes to bus stops, and to rules around what goods could be sold inside and outside markets. Many vendors decided to sell outside markets to maintain income, but this left them exposed to violence.³² Long-term commitments to sensitizing and training market controllers and security guards are required to maintain intervention successes and NCDC decision makers and market management will need to consider the market as an economic and social system, as Safe Cities has shown that every decision can affect the whole system either positively or negatively.

Infrastructure improvements to markets was another fundamental aspect of the approach to making markets safer in Port Moresby. Significant investment

³³went into the construction of Gordon's market in the town centre, which is now the Pacific's largest market³⁴. The SCSPT evaluation points out that a combination of infrastructure improvements and establishment of market management and vendors' engagement were necessary for bringing about sustainable and transformative change. It remains to be seen if new infrastructure and safety features, combined with a new security regime, will be enough to address the long-standing safety issues around Gordon's in the future, in particular intimidation and extortion.

The CO brought a critical perspective on gender and infrastructure, such as ensuring women's safety principles were integrated into the design. They also brought a disability focus, with the programme inviting experts from the Association of Disabled People to assess the plans to ensure accessibility for all. Nevertheless, direct engagement in infrastructure brings many high risks. Although the CO has established strong relationships with its key partner the NDCDC, tensions grew over delays in infrastructure, land titling, and defaults on payment. The CO is exploring other possibilities such as partnering with UNOPS to manage the construction under UN

Women's leadership as the markets programme expands to rural areas. The relative cost-effectiveness of different investments in infrastructure will also need to be studied in the future, for example comparing Gordon's market, where there was a very significant investment, with Geheru or other markets where lower investments were made.

Since the UN Women-supported improvements to the marketplaces, the NDCDC has confirmed plans to replicate the VAWG-preventive market governance model across *all* markets in Port Moresby. Furthermore, UN Women reported that the market model and subsequent National Informal Economy Audit Report conducted with UN Women has influenced the revision of the National Informal Economy Strategy, which now uses the market vendor associations as the model voice mechanism.^{35,36} Based on demand from the sub-national level and lessons learned from the SCSPT programme, the new Safe and Prosperous Districts programme will take a women's economic empowerment focus and enable UN Women to move beyond Port Moresby to the rest of the country where 85 percent of the population reside.

FINDING 3



During the previous Strategic Note 2014-2017, UN Women contributed substantially to institution-building and policy gains in Bougainville related to women, peace and security. However, during the current Strategic Note cycle, the support from the Peacebuilding Fund was short term, intermittent, and has not been accompanied by core investment or a long-term strategy in PNG. This has resulted in a loss of engagement with stakeholders, stalling of efforts and presenting a risk to losing the gains made.

As one of the CO's two primary thematic areas of work during the evaluation period, most WPS programmes and investments were dedicated to peace-building efforts in Bougainville through two joint PBF programmes during the first SN: Equality for Progress (E4P) and *Planim Save Kamap Strongpela* (Planim Save). The portfolio has continued to expand within the new SN to include the newly initiated Gender and Youth Promotion Initiative (GYPI), in both the Highlands and Bougainville, and Women Make the Change, which is an investment in women's political leadership, including peace-building efforts in Bougainville and the Highlands.³⁷

The final evaluation of E4P and Planim Save reported that the projects leveraged prior advancements in women's empowerment and met stated objectives for effectively embedding mechanisms for women's political empowerment in key institutions of the Autonomous Bougainville Government (ABG).³⁸ Government partners interviewed for this evaluation said that UN Women's focus on women, peace and security brought civil society organizations and ministries together who has not traditionally collaborated or included specific issues women face in peace building in their work. UN Women contributed to notable policy achievements, such as a mandated 50-percent female representation of local government bodies in the 2016 Bougainville Community Government Act

and the Policy for Women's Empowerment, Gender Equality, Peace and Security, which included the establishment of an Office for Gender Equality.³⁹ However, interviews revealed that, due to lack of funding (and perhaps political will), implementation of the aforementioned Policy and Office for Gender Equality has stalled. Evaluative evidence suggests that implementation and accountability for relevant policies and frameworks are unlikely to be realized without investments for sustained capacity-building, mentoring and advocacy efforts.⁴⁰

To improve community cohesion and promote behaviour change to mitigate GBV, the CO partnered with UNICEF and the Nazareth Centre for Rehabilitation to implement Planim Save. The programme utilized community conversations to address violence against women, and trauma. A study completed at the end of the project found that the locally developed strategies fostered a great level of stakeholder commitment by bringing the community together in ways that they had done prior to the conflict, such as community clean-up or sports events.⁴¹ While positive outcomes in family and community life were demonstrated, such as raised awareness on gender based violence and a stronger sense of community belonging, there is a need for long-term, multi-level engagements in order to achieve transformative shifts to the deeply entrenched attitudes and structural barriers that uphold violence and discrimination, which is not possible through a relatively brief⁴² PBF project.⁴³ The gap in WPS programming following the close of the E4P and Planim Save projects in 2017 resulted in notable inefficiencies and a loss of momentum for the new GYPI programme in Bougainville, specifically a lapse in support from stakeholders and advocacy activities with key networks.⁴⁴

The evaluation team identified opportunities for strengthening coordination in Bougainville in order to maximize synergies and deepen local-level networks. While UN Women successfully leveraged existing community relationships from past programmes for GEEW and GBV training efforts, capitalizing on these existing entry points meant that some individuals and organizations received duplicate communication and trainings from the same or multiple UN agencies, lessening the potential impact of combined UN system efforts and resources. Notably, UNDP has implemented programmes across Bougainville promoting security and social cohesion, including a PBF project implemented in parallel with GYPI, and with a similar focus on preparing key institutions for a free,

fair and violence-free referendum.⁴⁵ Opportunities for enhanced coherence and coordination exist across the portfolio of PBF programs in Bougainville, with evidence gathered within this evaluation suggesting dedicated core staff members and a comprehensive WPS strategy for UN Women could help remedy these ongoing issues.

The twice-rescheduled Bougainville Referendum took place in November 2019, presenting an important opportunity to build on the gains made to create a more inclusive and gender-responsive government in Bougainville.⁴⁶ Although development actors increased their efforts in preparation for the referendum, PBF restrictions limited support to the actual referendum, and excluded the critical period following its result. Interviews with stakeholders in Bougainville during this evaluation also pointed to the need for engaging and supporting the group of women newly engaged in politics at the community level as a result of the mandated 50-percent female representation within local government bodies in the 2016 Bougainville Community Government Act. The final evaluation of E4P and Planim Save also noted that continued support to women's political empowerment should be designed to both strengthen women's competitiveness prior to elections and develop training and networking programs for elected women⁴⁷.

Outside of its WPS efforts in Bougainville, the CO pro-actively sought out a new PBF project to build upon gains made during the joint humanitarian actions in the remote PNG Highlands, representing the PBF's first programme in a location where there is no formal, government-run peace-building process. In early 2019, UN Women launched the PBF-funded Highlands GYPI programme with IOM and UNFPA, albeit after a gap between its initiation and the previous humanitarian efforts. The Highlands GYPI programme is not a stand-alone programme, as it is intended to be the first stage of a larger four-year joint peace-building initiative in the conflict-prone Highlands that the UN resident coordinator is mobilizing funds for at the time of writing. During the June 2019 evaluation field visit limited progress was observed, due to the challenges in staffing the programme. Gains made towards peace building in the Highlands must be viewed as a long-term, collective effort due to the entrenched nature of the conflicts, social norms that marginalize women, and the high level of violence.



To what extent have UN Women contributions increased opportunities for women and girls to lead, participate in, and access crisis response and recovery services in the highlands region leading towards accountable humanitarian & peacebuilding efforts?

FINDING 4



Despite significant organizational and operational challenges, UN Women was able to fill an important leadership gap and contribute a critical gender-responsive approach to the humanitarian actions following the devastating 2018 Highlands earthquake. However, adequate staffing and organizational structure and procedures are required to enhance accountability of humanitarian efforts to affected populations.

Enormous challenges were confronted by the 2018 humanitarian response to an earthquake that devastated the remote PNG Highlands.⁴⁸ UN Women mobilized funds from the United Nations Central Emergency Relief Fund (CERF) and DFAT to lead a programme aimed at providing protection for women and children survivors of the earthquake. The programme was a partnership with UNICEF and UNFPA. The CO led the Protection Cluster due to OHCHR's limited capacity to do so at the time, coordinating closely with UN System partners and the national and provincial Family Sexual Violence Action Committees (FSVAC).

UN Women was operating with an organizational structure that was not designed to meet the rapid decision-making and procurement needs of humanitarian actions, without procedures for accessing staff with experience in humanitarian action (the Regional Office sent one humanitarian expert for two weeks), and had no experienced staff based in PNG. Although UN Women had recently instituted fast-tracking procurement processes, they were still new, and staff noted that they were not well understood or easy to work with (as also found in the Bangladesh CPE). Additionally, this was the first time any UN system actors had a ground presence in the Hela and Southern Highlands regions, which brought additional challenges to an already complex operating environment. The lack of government service provision, extremely limited presence of development actors, ongoing violent communal conflicts, sorcery-related violence, and alarming levels of GBV were key considerations within programme design. Significant logistical and security risks presented their own operational issues, notably causing the repeated halting of activities for all UN entities due to security incidents⁴⁹ and the loss of access to vital flight paths.⁵⁰

The dual bottom-up and top-down capacity-building approach taken by the humanitarian actions allowed for a more informed service provision and protection measures at national and provincial levels. The emphasis on strengthening, rather than replacing, existing mechanisms for gender-responsive humanitarian actions and taking a community-based approach was demonstrated through the establishment of 10 local learning, empowerment and protection (LEP) centres and the recruitment of 110 community mobilizers (CMs), approximately half of whom were women, spread across the seven most earthquake-affected LLG areas.

In order to expand the reach of its efforts, the CO also worked with the office of the resident coordinator (RC) to secure a key partnership with Digicel, the leading mobile network provider in PNG, to facilitate information sharing with 2.3 million people in disaster-affected communities through SMS blasts.⁵¹ The CO facilitated the adoption of a Preventing Sexual Exploitation and Abuse (PSEA) Code of Conduct that was endorsed by over 40 organisations and over 200 individuals engaged in the humanitarian response received training on PSEA. The CO developed a system for reporting PSEA cases and complaints to the UN RC in PNG. However, stakeholders consulted noted that there were opportunities for strengthening the reporting mechanism to ensure it was clear and realistic for those affected.

Promotion of women's leadership and engagement in public life within the context of highly patriarchal communities is a key achievement of the programme. UN Women empowered individuals with the belief that they can respond to their local context and that their knowledge of the complex operating environment can help change. PNG CO and FSVAC staff partnered with local faith-based organizations (FBOs) to identify, screen and recruit CMs who could serve

as trusted liaisons to their communities. UN Women reported that 110 volunteers (65 women) were trained as CMs, conducting awareness raising among community members and supporting the delivery of care packages and dignity kits to 5,250 women and girls.⁵² Engaging community mobilisers was aimed at mitigating the risk of backlash for discussing culturally taboo and controversial topics such as GEEW and sexual violence. In a country where domestic and other forms of violence is so high, careful selection of participants is critical since there is always the risk that perpetrators make it through selection processes (this is discussed further under lessons learned). UN Women noted that this is an issue the office faces in all staff recruitments.

The humanitarian response efforts included training CMs on the PSEA Code of Conduct and obliged them to sign it, thereby agreeing that they could be terminated from work if they breached it. In order to mitigate risks and ensure adherence to the Code of Conduct, in future initiatives, it is imperative to provide ongoing mentoring and training about GBV and to regularly monitor the conduct of CMs by dedicating adequate resources to seeking feedback from community members to triangulate information about their performance.

Although the reported reach of the key messages and awareness raising by the broad network of CMs and SMS blasts is impressive, the number of individuals who visited LEP Centres was relatively low.⁵³ Provincial FSVAC members interviewed for this evaluation noted that, through the project, they increased their awareness about GBV and referral pathways, but there

had not been an observed increase in cases received. Some stakeholders cited potential reasons as being the long distances, safety and security concerns, and high cost of transportation to reach services, as well as the strong cultural stigma around accessing some services. Future efforts could identify and mitigate potential bottlenecks to improve access to and utilization of the services and to continue to strengthen local, informal and formal service providers.

Programme staff reported that implementing partners delivered against project goals on time and within budget. However, monitoring and reporting systems of the response efforts were relatively weak, relying on self-reported, unverified estimates of the population reached by CMs, making it difficult to determine the overall contributions to outcomes. Those consulted for the evaluation indicated that there was high pressure to reach the targets in the official Project Document. There is also minimal to no validation of results data due to various reasons, including the security challenges, high cost for reaching remote areas, tight time frames for delivery and the pressure to meet humanitarian needs. Given this pressure to reach targets combined with the minimal checking, it is reasonable to consider that some inflation of numbers may have happened along the reporting chain. The CO notes that there were three monitoring missions during the project implementation, despite the very challenging security situation, with the final mission including all the key partners. The CO has taken steps to hire a dedicated M&E officer and will need to advocate with funding partners to invest more in M&E and strengthen staff capacity in humanitarian action for more realistic planning.

To what extent have UN Women activities contributed to adoption of legislation/policy/strategies that are key for advancing GEEW in PNG?

FINDING 5



The CO has contributed to important policy achievements by engaging a diverse range of partners from across government (not limited to the ministry that supports gender). However, UN Women has been less effective in supporting the implementation of policies and follow-up to normative processes, in large part due to the constantly shifting political environment.

Partners consulted and literature reviewed for this evaluation identify the great progress made with respect to adopted policies that are essential for realizing the rights of women in PNG. However, they also note significant challenges to ensuring effective implementation of these laws and policies. Previous policy efforts and achievements in PNG have not been adequately accompanied by the required human and financial resources or technical support within

government. The CO has had mixed results engaging with the key gender machinery within the government's Department for Community Development and Religion (DFCDR). UN Women reports notable successes such as the collaboration with DFCDR to research the size of the informal economy, which led to the revision of the Informal Economy Strategy and adoption of the vendor's association model as the voice mechanism for the informal economy. On the

other hand, joint work on women's leadership and on ending violence against women has been challenging. At times, this has affected the CO's ability to support the government in meeting normative agreements, despite a memorandum of understanding (MoU) between the department and UN Women.

The CEDAW working committee is under the auspices of the DFCDR. The last CEDAW report of the government is from 2010, and the overall prospects for following up on the CEDAW concluding observations⁵⁴ may be limited. The CO's work focused on increasing the capacity of DFCDR staff to report on CEDAW and the Beijing +25 report. However, the high turnover of staff has limited the results of these efforts.⁵⁵ Recently, UN Women reported that the first training of trainers from across government ministries was undertaken in Q3 of 2019 to increase understanding on the reporting requirements and processes of the UN treaty body.⁵⁶ This is a step in the right direction, and should be followed up with support to the trainers to run their own training and discussions with government about meeting reporting commitments. The idea to establish a Human Rights Commission (HRC) has been floated since the 1990s.⁵⁷ According to key partners consulted for this evaluation, the UN System, led by OHCHR, is now focusing its efforts on its establishment.

UN Women has made important contributions to policy formulation aimed at EVAWG by providing technical expertise and advocating for action on certain issues, such as sorcery-related violence. However, policy implementation has been constrained by several factors, for example, political will, capacity of local government entities to carry forward the mandate with limited resources, and personnel training on the issues. Policies have not been accompanied by adequate financial and technical support. For example, according to the Gender-Based Violence (GBV) Strategy, a GBV Secretariat is meant to be established at provincial level with ties to the local level to facilitate a referral pathway. Evidence in Mendi shows that the GBV Secretariat was largely dormant and that while ties between the referral pathway agencies had been strengthened by humanitarian programming, it remained necessary to better leverage partners' skills and networks to reach the remote communities.

The CO (with funds made available by UNDP from Australia) assessed UNDP's previous work on piloting a GBV data-collection system at provincial and national level. This information is now being used to inform programming for the establishment of the new government GBV secretariat. UN Women reported that the GBV data assessment has costed out and recommended a potential national database system, responding to a key component of the PNG National Strategy to prevent and respond to GBV.⁵⁸ This work

EXAMPLES OF POLICIES KEY FOR ADVANCING GEEW THAT UN WOMEN HAS REPORTED CONTRIBUTING TO:

- National GBV Strategy
- Medium-Term Development Plan III Sector Strategy
- ABG Community Government Act
- Bougainville Women's Protection Act
- Gender Equity and Social Inclusion (GESI) Policy for Microfinance Institutions
- National Action Plan on Sorcery
- Marriage and Matrimonial Causes Act
- National Informal Economy Voice Strategy (to be launched in Oct '19)
- ABG Policy for Gender Equality, Peace and Security

will be supported through the Spotlight Initiative, a global, multi-year initiative of the EU and the United Nations focused on eliminating all forms of violence against women and girls (VAWG), with funding to Papua New Guinea beginning in 2020. UN Women was appointed to take the lead for this effort of the UN system in PNG.⁵⁹ As the CO looks to seize the opportunities provided by its unique position as an expert for GEEW in PNG, leading new efforts for EVAWG through Spotlight will allow it to broaden its reach.

The CO has also pro-actively sought to build relationships with central agencies of the government beyond the ministry dedicated to women's affairs given their ability to influence national level policy and implementation. Such agencies include the Department of National Planning and Monitoring (DNPM) and the Constitutional Law Reform Commission (CLRC).⁶⁰ The CO reported that DNPM has played a leading role in the launch of the Spotlight Initiative and in supporting the idea of a National Markets Programme. The CO reported working with CLRC and other departments such as DFCDR to draft the Beijing +25 report in 2019. In addition, The CO reported that it provided support to CLRC to review the Organic Law on Provincial and Local Level Governments in 2018, aiming to influence the law to ensure equal participation and representation between women and men within local, provincial and national governments. The CO will carry forward support for implementing this as part of its new programme titled Women Make and Change, which is focused on women's political participation.⁶¹



Has UN Women contributed to enhanced gender responsiveness of UN system actions in PNG and ensured its work is complementary to that of its partners, including external to the UN system?

FINDING 6



UN Women has been playing an increasingly prominent coordination role for gender equality and empowerment of women within the UN system. As PNG is a Delivering as One country, the different components of the UN system in-country work very closely with one another both operationally and programmatically. UN Women is an active member and leader of the UN coordination structures and joint programmes. Despite a recognized leadership, there is some lack of clarity among UN partners about the roles and contributions of the different working groups dedicated to gender equality and the empowerment of women.

The 2016 UNDAF evaluation noted that, while the overall coordination structure for DaO was overly complex in PNG, and the high number of task teams presented a major meeting and reporting burden for agencies, the Gender Task Team (GTT) led by UN Women was a particularly strong example of a well-functioning team with a regular schedule of monthly meetings. This success is partially attributed to the fact that the GTT had a dedicated UN Women staff member whose job description explicitly stated coordination responsibilities.⁶² Under the new 2018-2022 UNDAF, the previous 12 thematic groups were reconfigured into the four priority pillar areas: Peace, People, Prosperity and Planet. The CO leads the Peace Priority Working Group under the Peace pillar and the Gender and Human Rights Focal Points Group under the People pillar, and since 2018 the Protection Cluster. The CO also engaged in several joint programmes, and in 2020, all UN Women programmes will be joint initiatives. This active engagement demonstrates the CO's commitment to the new UN reforms and gender mainstreaming throughout the UN system, and promoting UN Women as the go-to organization for GEEW expertise.

GEEW is a fundamental and cross-cutting issue for all UN Country Team (UNCT) work, although the current UNDAF outcomes do not explicitly mention gender.⁶³ The 2016 Gender Scorecard, which the CO facilitated, recommended the development of a Gender Strategy for the UNCT to facilitate a more systematic approach to mainstreaming gender across the system and within the UNDAF Priority Working Groups. To that end, the UNCT, with UN Women and OHCHR technical leadership, recently adopted the Mainstreaming Gender and Human Rights Strategy, which provides a

comprehensive set of entry points and corresponding actions for the UN system.⁶⁴

The CO is leading implementation of this new strategy and coordinating with the recently appointed gender and human rights focal points to help coordinate GEEW activities at agency level. UN Women led the development of a work plan for this group but has yet to galvanize the group into action. As a part of this effort, the CO will conduct assessments within each agency to assess staff capacity and the agencies' abilities to integrate and mainstream gender equality principles into their policies, programmes and processes.⁶⁵ Additionally, the integration of the gender marker into the UNDAF reporting templates and work planning for the UNDAF Priority Working Groups will identify gaps in GEEW funding and develop clearer plans to implement gender-responsive budgeting into agency-specific work. Finally, based on the recommendations from the Gender Scorecard report, the RC's office has developed a new electronic reporting system across the UNDAF Priority Working Groups that measures the level of gender equality, focus and attention. The CO noted that these reports are useful for presentation of results to the UNCT, the government of PNG and donor partners, and will be subsequently applied to strengthen joint reports for these and other audiences.

In a survey conducted for this evaluation with UN Human Rights and Gender Focal Points, the functions of UN Women most often mentioned as adding value were UN System coordination (eight out of nine respondents, or 89%) and advocacy and social mobilization (seven out of nine respondents, or 78%).⁶⁶ Survey respondents also identified some areas for improvement, notably, improving UN Women's staff

capacity, holding more frequent coordination meetings, and more sharing of work plans and strategies to identify synergies. A focus group with UN stakeholders noted perceived opportunities for collaboration in the Safe Cities and Safe Public Transport programme. UN Women's technical advice in the Protection Cluster was also perceived to be limited.⁶⁷ Opportunities for engaging external partners in working groups was also identified as a means for enhancing knowledge exchange, planning and mutual support. However, there is limited awareness among UN partners surveyed about the activities of the gender-related working groups, such as the Gender Forum co-chaired by the government, and what they are meaningfully contributing to government and civil society organizations (CSOs). While this is not entirely under the CO's control, feedback for this evaluation noted that

external coordination mechanisms for gender equality meet irregularly and without clear timelines or desired achievements. UN Women's support to coordinating inputs for CEDAW and the Beijing Platform for Action was rated as less effective within the current SN than the previous one by survey respondents; the related challenges were identified in **Finding 5**. The CO noted that they are focusing their efforts on coordination with government agencies on a programmatic level rather than through the Gender Forum, which they co-chair with the DFCDR. The CO also notes that gender issues are now coordinated under the Social and Law and Order Sector Heads, led by the deputy prime minister, and sees this as an opportunity to integrate gender issues across all relevant government departments.



To what extent has UN Women ensured national ownership and sustainability of efforts?

FINDING 7



In PNG, multiple sources point to the limited women's movement and civil society (both in numbers and capacity), presenting a challenging space for moving forwards with gender equality and empowerment of women concerns in the country. A clear strategy for building the women's movement and capacity of civil society will strengthen UN Women's approach to sustainable, transformative change.

UN Women is known for its unique relationship with civil society around the world. UN Women was founded after years of advocacy by the women's movement and has deep roots directly supporting women's organizations at the country level. UN Women's unique integrated mandate provides the organization with a prominent role in intergovernmental bodies of the international system, alongside a role in supporting countries to implement internationally agreed upon norms and recommendations. This makes UN Women uniquely positioned to work alongside civil society to be both a neutral broker between government and civil society, and support strengthening their efforts by providing platforms and capacity building.

The CO consistently engages civil society actors, including partners that are not traditionally engaged by UN Women, such as FBOs, through its programming efforts as implementing partners or advisory committee members. Partnerships with FBOs have been particularly successful in the case of work in AROB and the more recent 2018 earthquake response efforts. In both cases it became clear that FBOs were key entry points for engaging with communities; in the Highlands they were the only organizations operating

in the area and had built trusted relationships within the communities. FBOs opened the door to engaging CMs, most of whom had already been active volunteers in their communities, allowing for strengthening capacities of existing networks and scaling of efforts.

The CO has also engaged with the key bodies for women's affairs, the National Council of Women (NCW) and Bougainville Women's Federation (BWF), bringing them together in 2018 for the first time to discuss how to reconcile the two groups and agree collectively how to support the women of Bougainville during the leadup to the 2019 referendum on independence. Nevertheless, as observed in annual reports of UN Women and other parts of the UN system, and as discussed across stakeholder groups, the CO's efforts have focused on providing training, facilitating one-off events, and to some extent on institutional capacity building, with limited coordination of efforts outside the UN system. The CO has not yet developed a long-term vision and broader strategy for engaging or developing civil society, or the women's movement more specifically, beyond project-level implementation.

The EU has launched a Roadmap For Engagement Of Civil Society 2018-2020,⁶⁸ which outlines several areas that require strengthening, including: establishing a strong platform for dialogue among CSOs and for engagements between CSOs and the government of PNG and donors; enhancing capacities and sustainability of CSOs; and fostering an enabling environment so that the government of PNG understands the important role CSOs play. The EU-funded Spotlight Initiative has a specific focus on strengthening women's movement and thus presents a good opportunity for strengthening UN Women's comprehensive support to civil society.⁶⁹ The Spotlight Initiative plans to establish a CSO reference group that has a far-reaching mandate to influence the programme.

A related issue is the need to strengthen partnership management, which can affect the CO's credibility and ultimately the results that can be achieved with partners. This is partially a result of intermittent funding streams, staff who are stretched too thin, and difficulty identifying communications specialists

within Papua New Guinea. For example, in the case of Bougainville programming, the gap in funding and change of staffing meant that there was no longer a dedicated staff member for the WPS area of work, which negatively affected partner relationships. Also, effective partnership management can be supported by strengthening operational procedures. For example, while UN Women did not at the time of this evaluation have a standard risk profile for assessing implementing partners or require a harmonized approach to cash transfers (HACT), some offices have utilized this approach; as a risk-based management approach it is particularly useful when several agencies share an implementing partner and particularly relevant to PNG.⁷⁰ When managed effectively, partnerships have the potential for catalytic effects, allowing UN Women to multiply the reach of its efforts and build capacities of partners to continue this work. Efforts to engage partners early as equal partners in collaboratively designing and monitoring programmes should be prioritized.

Has the portfolio been implemented according to human rights and development effectiveness principles in its design and implementation?

FINDING 8



Recognizing the limited availability and quality of data in PNG, the CO has incorporated ways for collecting data, such as through baseline studies and scoping research through its projects. However, the collection and use of data to identify those left furthest behind can be strengthened to inform the broader programme strategy.

A determination of the extent to which UN Women is focusing its efforts on those left furthest behind is dependent upon understanding who and where the most vulnerable groups are in PNG, for example, LGBTI people, widows, persons with disabilities, and those living in remote communities. It is unclear to what extent the CO Strategic Note and overall programming efforts in the past have targeted clearly identified areas of highest need (those left furthest behind), or whether the selection of targets was instead driven by global programmes and donor priorities regarding geographic and population focus areas. For example, 85 percent of the population live in rural areas, but for the past eight years UN Women's work was primarily focused in Port Moresby. Undoubtedly there were benefits to this focus, such as the possibility to establish a working model and solid relationships that have now led to the expansion of the programme to rural areas. However, the use of disaggregated data on key issues pertinent to UN Women's work (for example, the extent to which women are affected by violence

in the market place) to inform UN Women rationale and vision for this approach could be made more explicit in UN Women's Strategic Note. The CO notes that data disaggregated beyond gender is rarely available in PNG, so they have had to invest significantly on baseline data collection. The CO also informed the team that there is an incredibly high cost of doing business in PNG.

The Planim Save project in Bougainville can be highlighted as good practice for leveraging comprehensive, evidence-based research to inform programme design. Stakeholders said that integration of the research component was made possible through establishing connections between country-level and regional efforts, specifically using the UN Multi-country Study on Men and Violence⁷¹ and the report titled Family Health and Safety Study: Autonomous Region of Bougainville,⁷² produced by the joint Partners for Prevention (P4P) regional programme between UN Women, UNFPA and UNDP. The research documented concerning high rates of gender based violence, with

41 percent of men surveyed in Bougainville indicating that they had raped a non-partner (not a wife or girlfriend) in the past and 87 percent indicating that they had perpetrated physical and/or sexual violence on an intimate partner. The programme also benefitted from engaging a well-established implementing partner with a long history of taking effective approaches to fostering peace through community conversations.

The EU funded Spotlight initiative launched in January 2020 has a dedicated pillar of focus on strengthening data in PNG, recognizing that data is non-existent in some sectors, while the limited data in others is not used well.⁷³ The Spotlight Initiative aims to streamline efforts to support the government to implement its

Strategy to prevent and respond to GBV by establishing a comprehensive, contextualized GBV database (mentioned under Finding 5) and data collection system, strengthen sectoral capacity to gather and share data, and generate qualitative data on underlying norms that condone violence in key Spotlight intervention areas.⁷⁴

New initiatives recently launched in PNG and the region by other actors offer the CO unique opportunities to provide a gender perspective and advance GEEW within data collection and research, such as the Data4Development Network established in 2018 and the new UN Women Regional Gender Statistics Programme titled Every Woman Counts.

To what extent are UN Women interventions addressing key structural and social norm barriers for achieving GEEW? (*human rights and gender equality and sustainability*)

FINDING 9



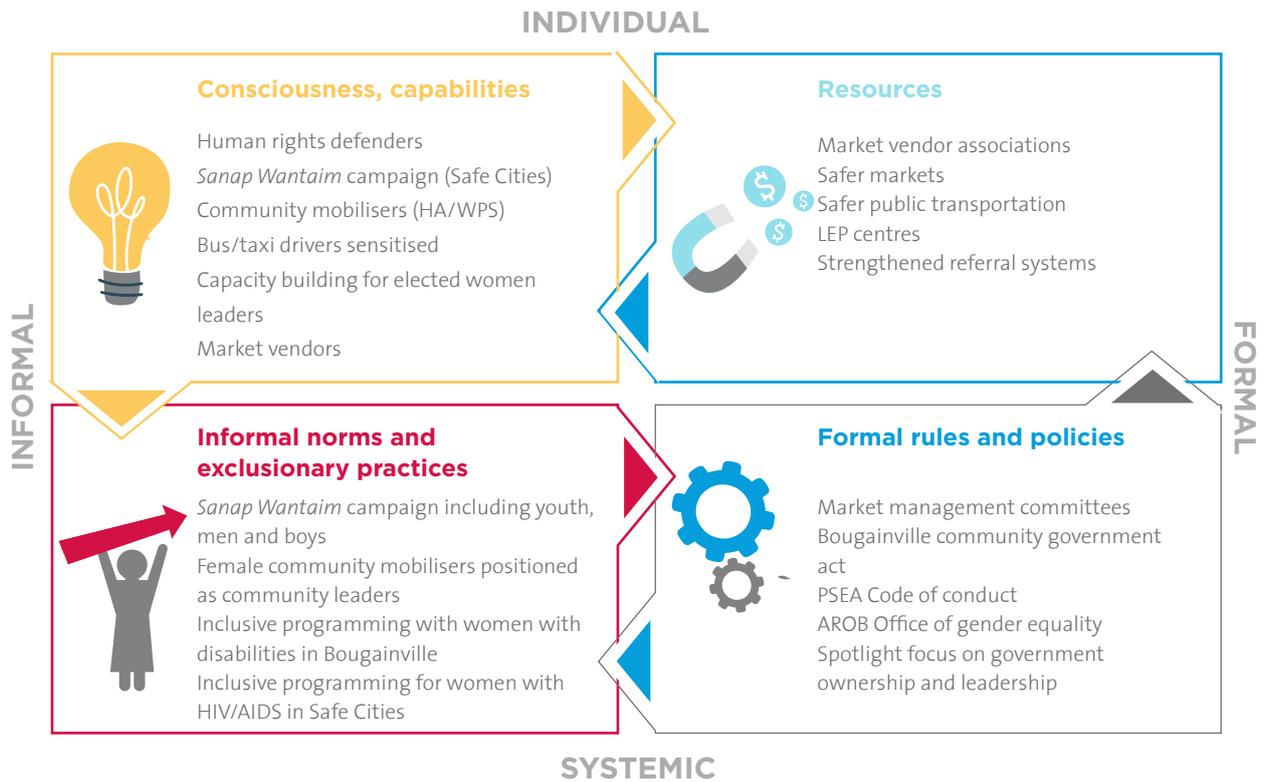
UN Women has been working across multiple dimensions of gender equality and the empowerment of women to create transformative, sustainable change. While new programming will allow for strengthening systems-level work, given the deeply entrenched gender norms in PNG, there is room for the CO to strengthen the focus of programming on systemic issues related to underlying social norms and structural barriers to gender equality.

Achieving transformative change toward gender equality and the empowerment of women (GEEW) requires sustained, multi-dimensional efforts to address the complex, intersecting effects of gender inequality, hence there is no standard approach to definitively measure gender transformative change.⁷⁵ Figure 2 provides a snapshot of the CO's operational, normative and coordination efforts during the CPE period, as well as activities included in new programming. This mapping is an analytical tool to help identify where programming activities, rather than results, have been concentrated (see Annex 13 for more details).

For the CO, the individual level, namely, access to resources has been a focus, for example through market improvements, LEP Centres, and strengthened referral systems. Efforts such as the Sanap Wantiam campaign and training of human rights defenders have also enhanced the awareness and capabilities of men, women, and youth. At the systemic level, the CO has contributed to formal change through supporting several laws and policies and strengthening government mechanisms. Work to address cultural structures has included focusing on excluded populations such as women living with HIV/AIDs and disabilities and creating leadership roles and fostering community acceptance of these new roles for women in both the Highlands and Bougainville.

The Safe Cities programme provides a clear illustration of how the CO is contributing to sustainable, transformative change in Port Moresby. Its theory of change has theoretically and practically positioned transformative change through multi-dimensional engagement at the core of its approach. In Safe Markets, the CO partnered with the NCD from the beginning, which formalized market regulations and policies and laid the groundwork to institutionalize results. Upgrading market infrastructure and piloting financial systems increased women market vendors' access to resources and spaces that can mitigate violence. With these mechanisms in place, the creation of market vendor associations not only raised individual women vendors' awareness and ability to speak up for the first time in the markets, but also helped women develop collective capacity and solidarity that has potential to influence market management moving forward. As women's empowerment research has shown, the ability to leverage individual awareness into collective action is key to women's empowerment.⁷⁶ These activities targeting women vendors were bolstered by training and sensitizing police officers and market security guards, in addition to widespread public outreach to men, women and youth through the Sanap Wantiam campaign, which further contributed to shifting informal and formal attitudes and norms at the level of the individual.

Figure 2. Analysis of PNG CO work according to the Gender@Work framework



Careful, sustained efforts are required to change entrenched thinking and behaviour in PNG. As reported in the Safe Cities evaluation, despite sensitization trainings, there were still instances of threatening behaviour from market controllers and security guards.⁷⁷ There is room for the CO to strengthen efforts at the informal systemic level, including the deep cultural norms that are the most important component for catalysing or hindering transformative change.⁷⁸ The CEDAW Concluding Observations for PNG in 2010 expressed “serious concern about the persistence of harmful norms, practices and traditions, as well as patriarchal attitudes and deep-rooted stereotypes,

regarding the roles, responsibilities and identities of women and men in all spheres of life.”⁷⁹ Work across all key areas must continue to be linked with deep and long-term engagement to address informal norms to maximize sustainable gains. Changing deeply internalized norms and beliefs is beyond the scope of UN Women alone, but the state of gender inequality in PNG requires the CO to strategically address these norms throughout its range of interventions. New programming efforts will offer opportunities for UN Women to expand systemic work and build on individual-level results to address underlying norms.⁸⁰

Does UN Women PNG have appropriate organizational systems and capacity in place to support the efficient implementation of its work?

FINDING 10

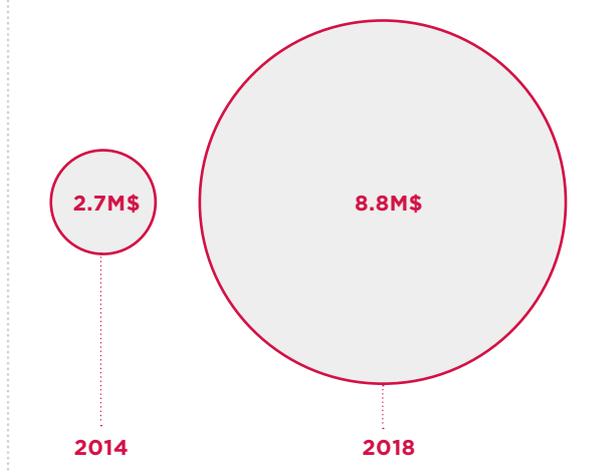
 UN Women continues to show impressive resource mobilization and aims for geographic expansion in PNG. However, staff size and capacity have not kept pace.

UN Women PNG CO has an excellent track record of mobilizing resources and is one of the top offices in the Asia-Pacific region for raising non-core funds. This is an important strength for the CO, as constrained core resources on a global level impact the ability of country offices to strategically plan for long-term, scaled up programming. Strong leadership, fresh ideas, an established network, and the support of the CO team in aligning efforts to donor priorities are

the primary drivers of renewed donor interest in UN Women PNG.

Despite significant funds mobilized by the CO and strides towards implementing the recommendations of internal audits, evaluative evidence points towards a renewed concern regarding whether the CO staffing can support the roll-out and implementation of the new ambitious programmes within the complex and high-cost operating environment of PNG.⁸¹

The UN Women PNG CO total budget has increased nearly fourfold from US\$2.7 million in 2014 to US\$8.8 million in 2018



With a total of 34 positions at the time of data collection, core staff positions in support of the development results framework and OEEF have remained constant since 2016 with eight to nine staff, while non-staff⁸² positions increased by ten over the period 2018-2019.⁸³ The office must prioritize filling current vacancies (nine at the time of data collection) to address functional and thematic gaps in the office, in addition to recruiting high-quality candidates to meet new programming needs. Current levels of core staff support under the thematic priorities are low: Only two FTA posts were supporting thematic areas, one of whom had a broader role akin to a deputy representative. As a result, current CO project staff who are already stretched thin delivering against existing mandates are required to provide additional support to get newly launched programmes off the ground during the interim period before new staff can be recruited and brought on board and up to speed. Lessons learned from the E4P and Planim Save programme included that continuity on the ground, made possible through a core-funded P4 position, was key to the project success.⁸⁴ The programme start-up period is also critical to its success and requires interim special measures such as surge support from the organization for ensuring the CO can deliver.

Sufficient and effective staffing were identified as critical components for ensuring the efficient delivery of future programming and maintaining UN Women's overall credibility, with specific areas of opportunity found in: a) staffing structure and workflow for important processes; b) recruitment and retention of key staff; and c) overall strengthening of staff capacity. The CO could also shift towards more efficient ways of working, such as working with more implementing partners to remove some of the administrative

burden of direct programme implementation and adopting harmonized approach to cash transfers (as noted under Finding 4). Out of total expenditures for the period from January 2014 to May 2019, 93 percent was incurred by the CO, and 7 percent by implementing partners.⁸⁵

In addition to strengthening existing staff capacity, stakeholder interviews expressed concern over the office's ability to identify, recruit and retain quality local and international candidates.⁸⁶ Interviews cited this as a systemic issue facing other development partners in PNG, with job offers abandoned by candidates due to more competitive compensation packages from the private sector, UN Agency peers or NGOs, as well as PNG's international reputation as one of the most dangerous places in the world to live.

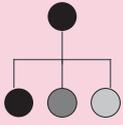
There is a need to continuously invest time and resources in capacity development, mentoring and oversight of personnel, particularly those based in sub-offices and those who are new to the UN system. With respect to staff capacity in thematic areas, in general CO partners regard the knowledge and skills of personnel in the programme areas positively. However, areas such as humanitarian response and WPS were seen to be requiring support; and some partners familiar with the EVAW area of work noted that they sought more strategic thinking from the organization. Nevertheless, the dedication of staff, the great networks and local knowledge of issues were identified as a huge added value of the personnel. There is a need for more comprehensive induction for personnel located in sub-offices: there was an observed lack of understanding about UN Women's broader programme, including about where they might be able to leverage synergies for the organization.

The CO has instituted good practices, including: weekly check-in meetings between operations and programme teams in Port Moresby; opening a skype connection for the Bougainville office; and a monthly all-staff meeting. These should all be continued, and additional ways of ensuring meaningful engagement and mentoring of personnel beyond the office in Port Moresby should be prioritized. The CO has also requested technical support from HQ and the Regional Office (ROAP), and instituted creative ways to deal with staffing gaps, such as engaging members of the Australian Volunteers Programme and UN Volunteers, as well as hosting specialists in-country from HQ and the ROAP for short-term posts. While helpful, these solutions are not sustainable. As a result, the ROAP is working with the CO to assess bottlenecks and looking into a functional review of office needs with the Human Resources team based in UN Women HQ.



To what extent does UN Women implement results-based management (RBM) and knowledge management in its practice?

FINDING 11



The CO has demonstrated a strong commitment to learning through evaluation, however it is acknowledged that the office needs to strengthen its adherence to RBM best practices, most notably in the areas of monitoring and reporting. The CO (and regional coordinator’s office) have secured funding to hire an M&E officer to address this need, however the position remains vacant due to challenges with recruitment.

The CO has established many good practices to strengthen a culture of results-based management (RBM). During the past two SNs, the CO has consistently managed and participated in evaluations and reviews.^{87,88} Conducting baseline and end-line studies as well as establishing strong monitoring systems within key programmes such as Planim Save, Safe Cities, and Safe Public Transportation, showed that the CO has fed directly into new programming efforts. The CO has also engaged in exciting research initiatives, such as the informal economy audit, which has provided important baseline information for programming efforts, and the transport and gender study for Port Moresby, which made use of innovative digital technology through a partnership with the Indian social enterprise SafetiPin (see lessons learned section).

The evaluation evidence also points to the need for strengthening the CO’s capacity for monitoring and reporting. Various analyses and interviews conducted for this evaluation brought to light many challenges to effective monitoring within the difficult PNG operating context. These include: prohibitively expensive travel costs to programme sites; the intense time requirements of community-based monitoring in difficult-to-reach locations; a low level of access to reliable electricity and mobile service,⁸⁹ and constraints observed due to ongoing violence in conflict-prone areas. These data-collection challenges amplified

reporting issues observed during the CPE period. In at least one case the CO was unable to accurately report data because the agreed units of measure outlined in the Project Document were not used and activity outputs were double-counted across project activities. These challenges present not only risks to UN Women’s credibility through difficulties validating and reporting data; they significantly contribute to obstacles in determining the overall impact the CO’s programming has had on improving the lives of women and girls in PNG.

Given this situation, capacity building of field coordinators is essential to ensure that they are systematically using accessible monitoring tools, i.e. that are not too complicated and only require little data or internet connectivity. Donors should be made aware of the risks of failing to monitor adequately, so that appropriate investments are made towards strengthening monitoring and confidently reporting results.

The 2018-2022 SN recognizes the vital importance of establishing robust M&E frameworks to achieve results, and points to the need to strengthen and further institutionalize knowledge management systems, recommending that staff continue to utilize the UN Women Intranet for e-filing. To this end, the SN outlines the intention to invest in professional training and development sessions for staff. This should continue to be prioritized moving forward, as outlined under Recommendation 4.



To what extent does UN Women have appropriate financial capacity to deliver the programme of work?

FINDING 12



Key financial performance indicators are primarily within the target “green zone”. Given that the office will be further expanding its geographic presence, the overall costs and use of resources should be assessed to ensure that the expected efficiencies are gained through this multi-office approach.¹⁰⁴

Resource mobilization strategy

The CO has developed a comprehensive resource mobilization plan and acknowledged the need to diversify the donor base. The CO has already demonstrated taking actions to identify, nurture and sustain new strategic partnerships, particularly those that promote South-South Cooperation.^{90,91} Most recently, UN Women established a partnership with a state-owned company called PNG Power who recently made headlines at the APEC summit in November 2018 by announcing plans to bring electricity to 70 percent of PNG by 2030, backed by Australia, the US, New Zealand and Japan.⁹² The CO has signed an MoU with PNG Power and, according to the Q3 2019 quarterly report, the due diligence process was completed and approved during the writing of this report. This recent partnership is just one example of the CO's success in developing key relationships to sustain and increase non-core mobilizations.

Key financial performance indicators

The recorded expenditure by the CO totalled US\$ 22.89 million for the period from January 2014 to May 2019. Out of total expenditures, 93 percent was incurred by the CO, and 7 percent by implementing partners. Efficiencies could be found in changing the modality of programming from direct implementation to implementing partners, recognizing that intensive capacity-building effort will be required in the early stages of the relationship with the implementing partner.

The spread of total expenditure, excluding the expenditures by Implementing Partners, consisted of the following:

- Staff cost (28)
- Non-staff cost (12)
- Procurement of specialized services provided by legal entities (27) (mostly construction of Gordon's market)
- Procurement of goods (3)
- Training activities (5)
- Maintenance, utilities and common services (18)
- Travel (7)

As shown in Figures 3 and 4 below, the CO operated with a delivery rate of around 81 percent from 2014 to 2016, increasing to 87 percent and 99 percent in 2017 and 2018, respectively.⁹³

The CO is within the "green zone" in 2018 with respect to the key performance indicators measured by the UN Women HQ Programme Division: management ratio⁹⁴; use of core for staffing⁹⁵; and operational ratio⁹⁶. The CO also reached the 30-percent target for joint programming, with all but one programme being a joint effort in 2020.⁹⁷

Operating Sub-offices

UN Women does not have a benchmark for office expenditures. However, the ratio of operational costs is commonly capped by donor standards at 30 percent. The UN Women policy on establishing sub-offices notes the considerable additional costs associated with the "risks related to staff security, financial sustainability, and UN Women representation."⁹⁸ Therefore, additional local presences within countries are advised to only be established with thoughtful consideration paid to the political context, implementation efficiency, and needs relating to development and crisis effectiveness.

Figure 3. Total budget by source (2014-2018)

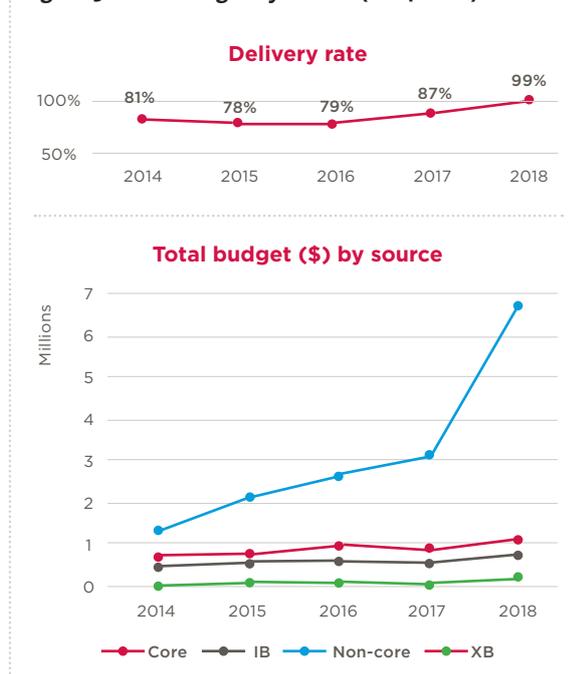


Figure 4. Total disbursement by source (2014-2018)

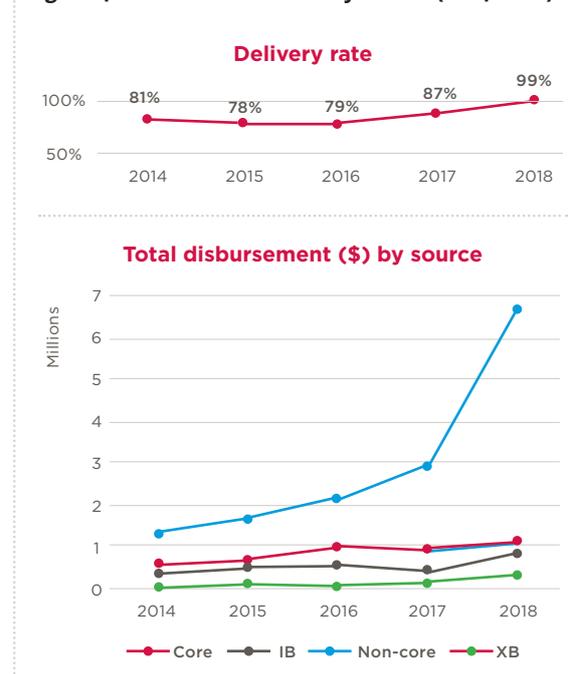
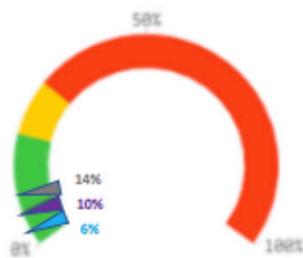


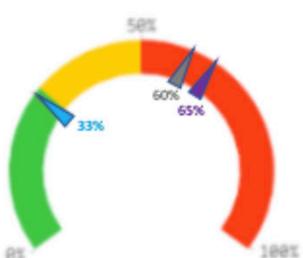
Figure 5. PNG CO financial analysis (2016-2018)

Key: 2016 2017 2018

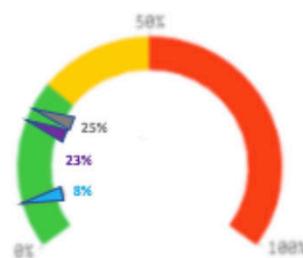
Management Ratio (KK)



Use of core for staffing



Operational Ratio (KK)



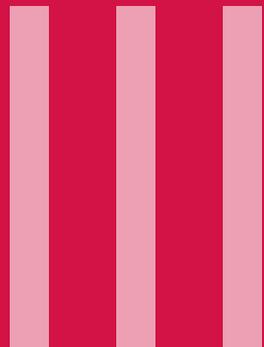
The evaluation team analysed expenditures from the PBF Planim Save and Equality for Progress projects. They found that, over the lifespan of the projects, 11 percent of costs across both went to office⁹⁹ and vehicle expenditures.¹⁰⁰ Further information from the CO was not analysed regarding the justification for the Buka sub-office during 2015-2017.¹⁰¹ The justification for the Buka sub-office for the 2018-2020 PBF programmes identifies the sub-office as necessary for “effective engagement with government and local partners as well as efficiency in terms of monitoring and coordination [that] are very challenging without an established office in Bougainville.” The justification notes that UN Women will cost-share with the three recipient UN agencies (OHCHR, UNFPA and UNDP), enabling a more cost-effective solution to the Bougainville presence and promoting coordination. Given the history of reliance on short-term PBF funds for sustaining a programmatic presence in Bougainville, UN Women may wish to undertake an overall efficiency and risk analysis of maintaining sub-offices as it seeks to further expand its geographic presence in PNG with new sub-offices.

Lessons learned from value-for-money pilot

The results of a value-for-money (VfM) pilot assessment¹⁰² of the joint humanitarian response projects following the 2018 Highlands earthquake were overall positive. They produced key learnings to inform actions to achieve greater VfM and impact at the

country, regional and global levels of the organization. As previously noted, the CO and its partners found ways to achieve project goals with relatively good VfM despite facing considerable constraints. These constraints included the lack of staff expertise and institutional mechanisms to deal with the rapid needs of the response, as well as the risks and challenges of the Highland’s complex operating environment.

The CO’s commitment to home-grown approaches that support the sustainable impact and effectiveness of its humanitarian actions was evident throughout the project, even though some of these choices may have reduced individual scores on various dimensions of the VfM framework such as economy and efficiency.¹⁰³ The short-term nature of the project, delays on delivery, and limited validated monitoring hindered the overall ability to assess contributions of the programme to population outcomes (cost-effectiveness). Establishing fit-for-purpose operational protocols and training staff to meet the fast-paced needs of a humanitarian and emergency context will lead to greater VfM and stronger overall RBM. Additionally, the CO may consider mitigating implementation risks by adopting risk-based management approach (e.g. HACT, as discussed earlier), establishing a formal method for documenting not only the capacity of implementing partners, but also action plans on how the CO will address and continuously monitor the gaps and risks identified.



LESSONS LEARNED

External factors outside of the CO's control can produce unintended results, whether positive or negative. But careful planning and constant re-evaluating of the dynamic context, potential risks, and mitigating actions throughout the programme cycle by institutionalizing risk assessment as a management tool rather than an accountability tool is an important lesson learned.

Safe Cities & Safe Public Transport (SCSPT)

Decision making over markets is often beyond the control of UN Women or key partners. The recent evaluation of the SCSPT programme identified that while women and girls' safety in Gerehu market had "substantially increased," decisions made regarding what could be sold in the market and physical access to the market negatively impacted the earnings of women, resulting in some women moving outside the safer market space to sell their goods where the risk of violence is much higher. In the future, it will be important to consider both external access to the market and the surrounding environment of the market to identify potential risks and to work across a range of functions within district authorities to ensure risks can be continuously analysed and mitigated.

The SCSPT evaluation also noted that combining the development of market management and vendor engagement activities with infrastructure improvements was necessary for fostering sustainable and transformative change. The CO established a strong relationship with the NCD, however, inherent tensions were present throughout regarding delays in infrastructure, land titling, defaults on payment, which can also impact on the effectiveness of the partnership. The CO is exploring other possibilities for engaging in infrastructure projects, such as partnering with UNOPS to manage the construction. The CO could then still be engaged but would be able to shift its focus from managing construction projects to focusing on where it can offer unique value in developing safer and more prosperous markets, such as embedding a critical gender lens and disability focus into design discussions. The CO believes that the funds for infrastructure are critical because they can be an incentive for government engagement across a whole portfolio of gender equality matters, such as women's voice and influence in decision making on market governance, but recognized that the funds do not need to be directly managed through the CO.

Humanitarian Actions

Feedback from staff, from implementation partner interviews, and from a report shared with the evaluation team all indicated that the programme team applied strict criteria in recruiting CMs.¹⁰⁵ However, other stakeholders interviewed indicated that some of the selected CMs may have had a history or current patterns of VAWG. UN Women notes that this is also an issue with recruiting CO staff in general. No incidents were reported during programme implementation, however appointing perpetrators of violence as de-facto representatives of a UN programme could have impacted the community's trust and willingness to engage with CMs. To mitigate these risks in the future, the CO should sensitively engage in continuous community-level validation through check-ins with not only CMs and leaders, but community members and target populations, recognizing also the importance of confidentiality and respect.¹⁰⁶ Strengthening community engagement and accountability mechanisms is more broadly relevant beyond humanitarian action, as has been demonstrated in the evaluation report.

The second lesson learned is around the inherent risks faced by both the CMs and community members who engaged with CMs or LEP Centres. The high visibility of LEP Centres in the Highlands promoted awareness of resources amongst community members, however the sensitive nature of the physical and sexual issues addressed by Centres had the potential to make individuals seeking services vulnerable to further physical or psychological turmoil publicly or at home. Although no such incidents were reported, this fear was acknowledged in some stakeholder interviews as a possible deterrence for individuals visiting LEP Centres. Additionally, reports from CMs gathered for the evaluation indicated that engaging the CMs in raising their voice against EVAWG in its various forms led to backlash in some of their own personal lives, demonstrating that sustained mentoring and support is required to foster changes in cultural norms, including amongst those that are the most willing and committed to addressing EVAWG.

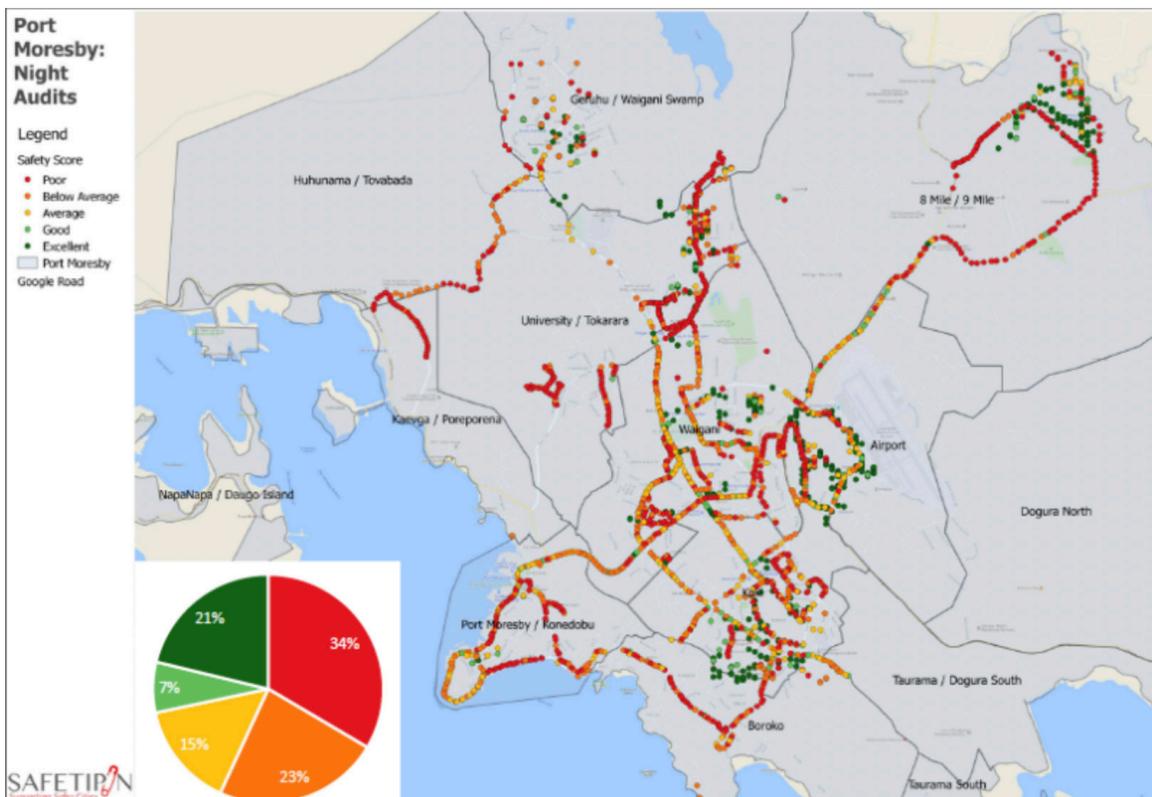
UN Women has a track record of piloting innovative¹⁰⁷ practices to explore the potential for upscaling. This is a positive trend, and even when initiatives are not successful, lessons can be learned and applied to future efforts.

The CO leveraged several innovative activities during the evaluation period, specifically the launch of the Safe Cities SafetiPin Safety Audit, Gender and Transport Study and Computerized Market Payment System. Below the SafetiPin Safety Audit is described as an example:

The CO collaborated with the social enterprise Active Learning Solution in 2018 to produce a safety audit mapping of Port Moresby using the innovative SafetiPin mobile application.¹⁰⁸ The CO partnered with the YWCA to administer the study and trained NCDC officials on the safety audit methodology.¹⁰⁹ Leveraged as a way to build the capacity of local authorities through smartphone solutions, the initiative assessed public spaces by analysing both infrastructure and social usage to delineate why some spaces are vulnerable to safety issues and to measure women’s perceptions

of safety at various locations around the city. The data collected was used to develop an extensive set of safety maps for Port Moresby, such as Figure 6 which depicts Safety Scores based on an analysis of night audits.¹¹⁰ The use of these innovative tools will allow the CO to partner with local authorities to prioritize areas ranked the least safe.¹¹¹ Challenges encountered during the audit included building capacity for data coding among local data collectors as well as establishing NCDC’s potential to undertake future safety audits without technical support. Key lessons learned included the importance of tailoring technological innovations to programmatic and country contexts and the need for early and continuous engagement with relevant institutional partners and decision-makers to foster buy-in and facilitate efficient programming.¹¹²

Figure 6. Audits showing Safety Score rating in Port Moresby



The CO set up a shuttle bus service to safely transport personnel home after work, which was subsequently adopted by other agencies. As a result of the positive impacts observed, the CO inspired the UNCT to develop a UN Delivering as One strategy aimed at supporting personnel affected by violence, which is currently being finalized.

The proposed UNDAF evaluation recommendation for establishing a sexual harassment grievance mechanism in each agency has seen some traction in recent years, as evident in the adoption of the PSEA Code of Conduct by the UNCT and government partners within the 2018 humanitarian actions. Additionally, the CO successfully advocated for the UNCT to draft a

Domestic and Sexual Violence Strategy in 2019 for all UN agencies based in PNG.¹¹³ This Strategy will guide how staff suffering domestic and/or sexual violence can be supported as well as reduce the impacts such violence has on the efficiency and effectiveness of the agencies.



IV

CONCLUSIONS AND RECOMMENDATIONS

The presentation on the preliminary findings and discussion on the way forward took place with members of the Evaluation Reference Group in September 2019 and fed into the final recommendations presented below. The below recommendations were reviewed by the Evaluation Management and Reference Groups and subsequent changes were integrated as appropriate. The bullet points below the recommendations are meant to be potential key actions for consideration by the CO, based on feasibility within its current programme of work. Some of the below suggested actions are already under way given the time lag between the issuance of the preliminary findings and the finalization of the report. The level of priority and suggested timeframe for implementation are indicated below the recommendation. The feedback from the Evaluation Management and Reference Groups on factual errors in the evaluation report has been tracked for transparency.

RELEVANCE & EFFECTIVENESS

CONCLUSION

1

Overall, the CO has made important contributions to gender equality and empowerment of women in an extremely patriarchal and complex operating environment. This includes contributions at the grassroots level through empowering women and men as agents of change, institutionalizing women's voice mechanisms, and at the national level where key policies have been influenced from a gender lens. UN Women has increased visibility and recognition for its leadership and mandate resulting in significant resource mobilizations. The CO's expansion into new areas of the country will, on the one hand, allow the organization to enhance its relevance by reaching those who have been left furthest behind, scaling up its reach beyond Port Moresby and Bougainville. On the other hand, the high risks involved in rapid expansion to these new areas require careful consideration.

Based on findings 1, 2, 3, 4, 5, 8, 10, 11, 12

RECOMMENDATION

1

During 2020, UN Women should undertake key analyses that will help prioritize efforts by continuing the current scaling up of some, and assessing the possibility of scaling back or shifting focus of others; and should put in place adequate capacity to deliver its ambitious programme.

PRIORITY: HIGH; SUGGESTED TIMEFRAME: 2020-2021



The following key actions can be considered by the CO:

- Undertake a mapping of efforts related to GEEW and partners in the proposed areas of expansion.
- Undertake a functional analysis to identify staffing needs and implement work-flow enhancements for implementing programming in the most economical and efficient way.
- Undertake a cost-effectiveness analysis of current sub-office presence; and projected costs of operating sub-offices vs. other potential modalities.
- Undertake a prioritization exercise (possibly using a framework such as Gender@Work) assessing the long-term priority issues and how they align with UN Women thematic areas, based on available data, including from the angle of leaving no one behind, and funding landscape to inform focus of work and resource mobilization strategy. This should include a careful review of where UN Women may need to scale back. Evidence from this evaluation points to the need for a strategy in the area of women, peace and security. The office may consider whether it makes sense to continue short-term programming if core resources are too limited to support the thematic area or whether a different angle, such as women's political participation or ending violence against women, could be used to move the related work forward.
- Take heed of the recommendation of the Corporate Evaluation on UN Women's contributions to humanitarian action that there needs to be "staffing and office structures for a response-level strategy in humanitarian settings to ensure UN Women can maximize its influence". The CO may develop a strategy for humanitarian action so that it is ready for any future humanitarian response.
- Advocate to funding partners that key personnel (beyond the specialist, M&E and operations) must be part of programming efforts in order to be effective.

CONCLUSION

2

The CO has demonstrated that an holistic, long-term approach grounded in national ownership and institutionalization, as exemplified under the ending violence against women area of work, can help to improve gender equality and empowerment of women in PNG. The WPS area of work has not benefitted from the same level of resources and engagement as EVAW, and the risks persist that gains made so far in the WPS area may be lost. The scope of the issues to be tackled require focusing more deeply on systemic-level change of social norms, and new programmes have opened the opportunity to do so effectively. There is the continued need to prioritise support to the Government and advocate for accountability of government institutions to implement national and international normative frameworks and policy commitments, while in parallel strengthening civil society as a means for stimulating systemic level social norm change.

Based on Findings 5, 7, 8, 9

RECOMMENDATION

2

During 2020, the CO should work with partners to develop a long-term strategy and action plan that outlines how it will engage with and strengthen civil society and government institutions as a means for stimulating systemic-level change of social norms.

PRIORITY: MEDIUM; SUGGESTED TIMEFRAME: 2020-2021



The following key actions can be considered by the CO:

- Develop an explicit strategy for how it will build the women's movement (including youth, men and boys) and civil society through its efforts; this will include Spotlight efforts but should be broader and longer-term. This strategy should be incorporated or referred to in all programme documents (SN and ProDocs). This strategy should move beyond training and one-off events to detail how UN Women will work together with partners to build sustainable capacities.
- Take regular stock of its existing relationships with partners (across partner types: government, donors, civil society), identify their priorities and agree opportunities for leveraging broader normative processes, such as those related to SDGs, as a means for identifying gaps in progress towards GEEW and deepening response to these gaps.
- Map existing external and UN coordination mechanisms where GEEW perspective exists or could be relevant and strategize with a broad group of partners how best to link civil society, development partners and government.
- Advocate to funding partners that resources must be dedicated to capacity building of implementing partners (on managerial aspects in addition to gender lens) rather than UN Women direct implementation.

EFFECTIVENESS

CONCLUSION

3

The CO is strategically positioned within the UN system in PNG as the "go to" agency for gender equality and empowerment of women. This has been achieved over the course of the past two Strategic Note cycles, mainly by building a niche expertise in markets and public transportation; key achievements in Bougainville; and strategic contributions to the UNCT. The new Mainstreaming Gender and Human Rights Strategy coupled with UN reform, present opportunities for deepening collaboration across the UN system and enhancing accountability for gender mainstreaming. Likewise, as evidenced through the recent round of Peace Building Fund projects, there are opportunities for optimizing synergies between programming efforts of UN agencies in the same area and enhancing joint management and oversight of programmes.

RECOMMENDATION

3

In advance of the new United Nations Sustainable Development Cooperation Framework (UNSDCF), and recognizing that coordination efforts require collective and collaborative action, the CO should continue building upon its strategic positioning within the UNCT by strengthening its support to coordination both within and beyond the UN system, and contributing to coherence and management of programmes (in particular for joint programmes).

PRIORITY: MEDIUM; SUGGESTED TIMEFRAME: 2020-2021



The following key actions can be considered by the CO:

- If the office continues to have difficulties hiring a communications specialist, explore alternative temporary approaches such as consultancy, UN Volunteers or Junior Professional Officers, or jointly funding posts with another UN agency.
- Enhance communication about UN Women's overall approach and work plan by developing succinct user-friendly communication products such as a video, brochure or brief.
- Clarify the roles of the GEEW working groups and identify synergies between agencies' efforts in GEEW, while exploring opportunities for reducing the number of working groups.
- Continue engaging actively in UNCT working groups, particularly the UNCT Operations Management team which will support enhanced partnership management.
- Continue to leverage the gender marker as a data tool for holding the UN system accountable and share this information broadly.
- Through its joint programmes, continue to demonstrate good practice by investing in co-creation of joint programmes that build off each other's synergies and can be a model for other country offices.
- Once staff is onboard to support coordination efforts, review and strengthen the PSEA reporting mechanism in partnership with UNCT.
- Actively engage in UNDAF evaluation process to ensure a gender-responsive approach with support from the regional evaluation specialist.

EFFICIENCY

CONCLUSION

4

Results-based management and risk management are fundamental to the CO achieving its objectives, considering challenges related to governance, capacity of implementing partners, staff capacity (in both numbers and the capacities of individual staff members) and an expansion into new areas of the country (in particular in conflict zones). There are key areas where UN Women at global, regional and country level should strengthen its operational procedures and capacities to enhance efficiencies.

RECOMMENDATION

4

During 2020, The CO should strengthen its RBM and risk management to ensure more effective programme management, placing accountability and engagement with populations front and centre, seeking support from the ROAP and HQ as necessary, and advocating with funding partners to invest more in RBM capacity.

PRIORITY: HIGH; SUGGESTED TIMEFRAME: 2020-2021



The following key actions can be considered by the CO:

- Continue dedicating resources to an M&E post that can provide support to the CO and continue to explore ways to hire an M&E officer; as necessary exploring pooling of funds from projects.
- Integrate risk analysis throughout the programme cycle as a management tool with action plans that are updated continuously. Explore opportunities for adopting HACT as a risk-based management approach.
- Ensure validation of monitoring and reporting efforts.
- Continue proper induction and training of personnel in coordination with RO and HQ.
- Establish a buddy or mentorship programme between more experienced staff and those in the field, including across thematic areas as appropriate, to build understanding of programmatic linkages and gender expertise.
- Prioritize knowledge sharing through informal gatherings, such as over lunch or other informal presentations among staff.
- Leverage existing capacity and mechanisms that exist in the UNCT, such as those in the Peace Priority Working Group (e.g. risk monitoring) and the M&E Working Group.

ENDNOTES

- 1** The United Nations General Assembly resolution 72/279 was adopted on 31 May 2018, which has initiated a comprehensive reform of the UN Development System (UNDS).
- 2** United Nations, *Papua New Guinea United Nations Development Assistance Framework 2018-2022* (April 2017)
- 3** *ibid*
- 4** *ibid*
- 5** Sexual relations between the same sex are prohibited under PNG Penal Code
- 6** United Nations in Papua New Guinea, *Annual Progress Report 2018*
- 7** Jewkes, Rachel, Emma Fulu, and Yandisa Sikweyiya (2015). *Family Health and Safety Study, Autonomous Region of Bougainville, Papua New Guinea, Summary Report*. Bangkok: UNDP RBAP.
- 8** UN Women, *Scoping Study: Ensuring safe public transport with and for women and girls in Port Moresby* (2014)
- 9** UN Women Strategic Note Report 2017, Narrative
- 10** United Nations, *Papua New Guinea United Nations Development Assistance Framework 2018-2022* (April 2017)
- 11** Please see Annex 6 for more details on UN Women in PNG.
- 12** Spotlight PNG Virtual Country Dialogue PowerPoint presentation (June 21, 2019)
- 13** UN Women Papua New Guinea AWP 2020 Presentation (October 22, 2019)
- 14** UN Women Results Management system (RMS) Project and Delivery Module.
- 15** The PNG CO saw continued non-core mobilizations in 2019, formally outside of the CPE window but largely a result of efforts taken during the evaluation period. As of December 2019, the CO had a total annual budget of US\$4.8 million.
- 16** Indicative budget per thematic area 2014-2019 from the RMS Project Delivery Module
- 17** UN Women, *UN Women Papua New Guinea Country Office Strategic Note: 2018-2022* (2018)
- 18** UN Women, *Country Portfolio Evaluation Guidance*, 2016
- 19** The United Nations General Assembly resolution 72/279 was adopted on 31 May 2018, which has initiated a comprehensive reform of the UN Development System (UNDS).
- 20** See Annex 14
- 21** A detailed note on the methodology is in Annex 7.
- 22** See Annex 7 for a more detailed Methodological Note, including limitations and ethical considerations.
- 23** See Annex 3 for list of members
- 24** See Annex 3 for list of members
- 25** UNEG Ethical guidelines (2008): <http://www.unevaluation.org/document/detail/102>
- 26** UN Women Evaluation Policy (2012): <https://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women>
- 27** See the UN Women Evaluation Handbook at: <http://www.genderevaluation.unwomen.org>
- 28** See more about UN Women Safe Cities and Safe Public Spaces Global Flagship Initiative: <https://endvawnow.org/en/initiatives-articles/42-safe-cities-and-safe-public-spaces-programme-overview.html>
- 29** UN Women, *Evaluation of the 'Port Moresby: A Safe City for Women and Girls' Program* (June 2019)
- 30** UN Women, *Evaluation of the 'Port Moresby: A Safe City for Women and Girls' Program* (June 2019)
- 31** *ibid*
- 32** *ibid*
- 33** UN Women expenditure reports more than US\$4.6 million paid for construction costs in 2017, 2018 & 2019.
- 34** Radio New Zealand, "Pacific's largest fresh produce market opens in PNG," (November 4 2019) <https://www.rnz.co.nz/international/pacific-news/402457/pacific-s-largest-fresh-produce-market-opens-in-png>
- 35** Elizabeth Kopel, National Research Institute, Papua New Guinea, "The Informal Economy in Papua New Guinea: scoping review of literature and areas for further research," Issues Paper 25 (April 2017) accessible at: <https://pngnri.org/images/Publications/IP25-201704-The-informal-economy-in-PNG-Scoping-Study.pdf>

- 36** The National, Eric Piet, “*First Audit of Informal Economy*” (September 27, 2019) accessible at: <https://www.thenational.com.pg/first-audit-of-informal-economy/>
- 37** Robertson, Lawrence, Briefing Note on Women, Peace and Security in Papua New Guinea (August 2019)
- 38** Partners for Prevention, *A Qualitative Endline Study of an Intervention to Build Peace and Reduce Gender Based Violence in South Bougainville* (2017), available from: <http://www.partners4prevention.org/resource/qualitative-endline-study-intervention-build-peace-and-reduce-gender-based-violence-south>
- 39** Robertson, Lawrence, Briefing Note on Women, Peace and Security in Papua New Guinea (August 2019)
- 40** CPE Case Study on Bougainville GYPI (Annex 10.2)
- 41** Partners for Prevention, *A Qualitative Endline Study of an Intervention to Build Peace and Reduce Gender Based Violence in South Bougainville* (2017), available from: <http://www.partners4prevention.org/resource/qualitative-endline-study-intervention-build-peace-and-reduce-gender-based-violence-south>
- 42** The standard PBF project length is 18-months, with the potential for a brief no-cost extension.
- 43** Partners for Prevention, *A Qualitative Endline Study of an Intervention to Build Peace and Reduce Gender Based Violence in South Bougainville* (2017), available from: <http://www.partners4prevention.org/resource/qualitative-endline-study-intervention-build-peace-and-reduce-gender-based-violence-south>
- 44** Robertson, Lawrence, Briefing Note on Women, Peace and Security in Papua New Guinea (August 2019)
- 45** The Bougainville Referendum Support project and GYPI share a common goal of preparing AROB for a successful Referendum, however UNDP’s project focuses largely on voting infrastructure and process and less on equitable participation and promoting engagement by disenfranchised community members. The Project has two primary Outcomes: 1) ensure key institutions are able to carry out their responsibilities for a successful Referendum (particularly the Bougainville Referendum Commission); and 2) coordinate all international support to the Referendum Process.
- 46** The Referendum was originally scheduled to take place in June and then October 2019; it finally took place in November with 98.3 per cent voting in favour of independence from PNG.
- The final decision on independence lies with the National Parliament of PNG.
- 47** UN Women, *End of Project Evaluation of Equality for Progress & Planim Save Kamap Strongpela* (2019), available from: <http://gate.unwomen.org/Evaluation/Details?Evaluation-Id=11237>
- 48** An earthquake of 7-9 on the Richter scale struck the PNG Highlands area on 26 February 2018, with four other damaging earthquakes and more than 100 aftershocks continuing to traumatize and endanger an estimated more than 544,000 people, displacing thousands, and leaving an estimated 270,000 in immediate need of life-saving assistance in seven Local-Level Government (LLG) areas across the Hela and Southern Highlands Provinces.
- 49** As one example, a UNICEF and Red Cross convoy returning from health facilities in the Southern Highlands Province was attacked and robbed by a group of armed men, as reported by The Guardian: <https://www.theguardian.com/world/2018/apr/13/papua-new-guinea-armed-gangs-attack-and-rob-aid-workers>
- 50** Civil unrest in Mendi related to political elections resulted in the burning of a passenger plane, leading local officials to declare a formal state of emergency, as reported by ABC News: <https://www.abc.net.au/news/2018-06-14/angry-mob-burn-plane-after-learning-election-result-in-png/9871762>
- 51** UN Women Papua New Guinea, *AWP 2018 Monitoring Report* (2018)
- 52** CPE Case Study on Humanitarian Action (Annex 10.1)
- 53** UN Women reported a total of 434 people (298 women and 136 men) used the services provided at LEPs, for one-on-one counselling and psychosocial services. (UN in PNG Donor Report to DFAT, Final Report: Learning Empowerment and Protection for Women and Children in the Earthquake Affected Zone, (2019))
- 54** Committee on the Elimination of Discrimination against Women, *Concluding Observations Papua New Guinea, 2010: Concluding observations* (2010) CEDAW/C/PNG/CO/3
- 55** *UN Women PNG Annual Report 2018*
- 56** *UN Women PNG Third Quarterly report 2019*
- 57** Speech by Constitutional Law Reform Commission Eric Kwa, accessible at: https://devpolicy.org/Events/2017/PNG_20Update_20Conference/Dr_20Eric_20Kwa_202017_20PNG_20Update_20Speech.pdf
- 58** *UN Women PNG CO Annual Report 2018*
- 59** Spotlight PNG Virtual Country Dialogue PowerPoint presentation (June 21, 2019)

- 60** Constitutional Law Reform Commission Website: <https://clrc.gov.pg/>
- 61** UN Women PNG CO Annual Report 2018
- 62** Lund, Ann and Lovai, Betty. *Papua New Guinea UNDAF Evaluation 2016* (June 2016), p21
- 63** See the UNDAF analysis completed for this evaluation in Annex 12.
- 64** United Nations in Papua New Guinea, *Mainstreaming Gender Equality and Human Rights, UN Country Team Strategy* (2019)
- 65** UN Women PNG CO Strategic Note Narrative Report (2019)
- 66** See Annex 11 for survey summary. The survey contacted 11 people for participation, of whom nine responded, or 81%, from across eight agencies.
- 67** Data from stakeholder interviews, focus group and survey of UN coordination partners
- 68** European Union, Roadmap for engagement with civil society in PNG 2018-2020: <https://europa.eu/capacity4dev/file/83757/download?to-ken=Lr6vQo8M>
- 69** Pillar 6 of the initiative is dedicated to building a vibrant and sustainable Women's Movement, as well as engagement and outreach around recognizing the intersectional forms of gender inequality (persons with disabilities, youth, sex workers, LGBTI). See Spotlight Initiative PowerPoint Presentation (June 2019).
- 70** The HACT framework represents a common operational (harmonized) framework for transferring cash to government and non-governmental implementing partners, irrespective of whether these partners work with one or multiple United Nation agencies. The objective of the HACT framework is to support a closer alignment of development aid with national priorities and to strengthen national capacities for management and accountability, with the ultimate objective of gradually shifting to national systems. It is understood that 'harmonized' in the context of the HACT framework refers to agencies implementing a common operational framework using the same, consistent, standardized approach and tools. The HACT framework represents a shift from assurance for cash transfers derived from project level controls and audits towards a method of assurance derived from risk/system-based assessments and audits.
- 71** UN Multi-country Study on Men and Violence (2013) for more information: <http://www.partners4prevention.org/about-prevention/research/men-and-violence-study>
- 72** Jewkes, R., Fulu, E. & Sikweyiya, Y. *Family Health and Safety Study: Autonomous Region of Bougainville, Papua New Guinea. Summary report by Partners for Prevention*: Bangkok, Thailand (2015), available from <http://www.partners4prevention.org/about-prevention/research/men-and-violence-study/papua-new-guinea>
- 73** Spotlight Initiative, Virtual Country Dialogue, PowerPoint presentation (June 21, 2019)
- 74** *ibid*
- 75** Gender@Work framework provides an analytical lens for organizations and communities to map specific opportunities and barriers for gender equality and assess the extent to which their work has contributed to shifting gendered power relations. See Annex 13 for a more detailed analysis.
- 76** Sardenberg, C., *Liberal versus liberating empowerment: conceptualising empowerment from a Latin American feminist perspective*, Pathways Working Paper 7 (2009)
- 77** UN Women PNG, *Evaluation of the 'Port Moresby: A Safe City for Women and Girls' Program* (2019)
- 78** Rao, Aruna, Sandler, Joanne, Kelleher, David and Miller, Carol. *Gender at Work: Theory and practice for 21st century organizations.*, Routledge: London (2016)
- 79** Office for the High Commissioner for Human Rights (OHCHR), http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d_2fPPRiCAqhKb7yhss1YT-noqfX85YJz37palgUDvePUlgR3OygH_2fu-PyIIJfZC2VeHvQjfbxZMF67a2i3sMYhX_2fc6TV51lb-m53lf6slYvM3ucAyo7DMUiK9VotrZW
- 80** Safe and Prosperous Districts will carry forward the work of Safe Cities to holistically tackle GEEW. The Spotlight programme, which is planned for implementation in 12 locations, is premised on a 6-pillar strategy that integrates formal-informal and individual-systemic work, including the specific aim to include groups normally "left behind" and transform social norms rather than simply raise awareness.
- 81** An "unsatisfactory" internal audit rating from UNDP OAI in February 2016 surfaced concerns over the limited human capacity of the CO and its partners. Underfunding and understaffing were major contributing factors to concerns ranging from staff size number to monitoring of partners, management and communication, use of supporting documentation, and limited procurement procedures. The PNG CO implemented the audit recommendations and restructured the office, achieving a "satisfactory" rating within its follow-up audit, which is publicly disclosed with all other audits on the website: <http://audit-public-disclosure.unwomen.org/>.
- 82** The two main non-staff contract types are the Services Contract (SC) usually used for non-core support services to support execution or implementation of a project; the SC issued will be limited to services to that project only, and

the Special Services Agreement (SSA) which is used to provide expertise, advisory services; skills or knowledge for the performance of a specific task or piece of work for a limited period of time, provided that such work is not in a staff replacement capacity or is for work normally performed by staff members.

83 See infographic on page 15

84 UN Women, *End of Project Evaluation of Equality for Progress & Planim Save Kamap Strongpela* (2019), available from: <http://gate.unwomen.org/Evaluation/Details?EvaluationId=11237>

85 Based on analysis of general ledger AAA report.

86 In 2019 alone the PNG CO has experienced these issues with respect to important functional and thematic positions, including those supporting M&E, communications, WPS and UNV.

87 Notable reviews and evaluations include the Mid-term Review of the 2014-2017 SN (2016); Final Evaluation of Equality for Progress (E4P) and Planim Save (2017); the Evaluation of the UN Women Safe Cities and Safe Public Spaces Global Flagship Programme: Safe City and Safe Public Transport Projects (2019); as well as this Country Programme Evaluation;

88 Notable externally managed evaluative exercises include the Evaluation of UNDAF 2012-2017 UN Country Team in Papua New Guinea (2016); Joint Internal Audit of Delivering as One in Papua New Guinea (2016); Joint Internal Audit of Delivering as One in Papua New Guinea Follow-up Report (2017); Report of the Mid-Term Review (MTR) of the UN-Women Papua New Guinea Country office Strategic Note 2014-17 (2016); and One UN Fund Partner Performance Assessment (2019).

89 A report found that reported 80 percent of the population of PNG does not have an identification card and only an estimated 15 percent of the population have electricity and less than a third of the population are unique mobile subscribers. GSMA funded by Australia's Department of Foreign Affairs and Trade (DFAT), Digital Transformation: The Role of Mobile Technology in Papua New Guinea, March 2019; access at: <https://www.gsma.com/mobilefordevelopment/wp-content/uploads/2019/03/Digital-Transformation-The-Role-of-Mobile-Technology-in-Papua-New-Guinea.pdf>

90 UN Women PNG CO Strategic Note: 2018-2022 (2018)

91 UN Women PNG CO Strategic Note: 2018-2022 (2018)

92 Presentation made by Country Representative at the UN Women RM Partnerships Workshop, Bangkok Thailand, (May 28 2019)

93 UN Women Results Management System (RMS) Project Delivery module.

94 UN Women Annual Work Plan 2020 Guidance indicates "Field units should have a management ratio below 20 percent. Management ratio is calculated by taking Institutional Budget (IB) for a unit divided by its total budget from all funding sources except XB. Management Ratio = Institutional Budget / (Institutional Budget + Core Programmable + total Non-Core resources, available and TBM)"; "green" is 15-20 percent; yellow is 21-40 percent; red is above 41 percent.

95 Use of Core for staffing = Core staff expenses/ expenditure Core; "green" is 25-30 percent; "yellow" is 31-50 percent; and "red" is > 50 percent, as defined by UN Women COAT Programme Indicators.

96 Operational ratio (AWP)= (IB Staff Expenses + Core Staff Expenses)/ Total AWP Budget or Total KK expenses, as defined by UN Women COAT Programme Indicators; indicating that "green" is 25 percent; yellow is 26-45 percent; and red is >46 percent

97 UN Women Annual Work Plan 2020 Guidance recommends that at least 30 percent of the country portfolio should be part of one or more joint programmes. Each office needs to provide this ratio and basic information of joint programmes in AWP Cover Note.

98 UN Women, *Policy for Establishing UN Women Sub-office(s) Outside the Country Office* (May 2017), available from: https://unwomen.sharepoint.com/management/facilities/LEASE_20GUIDELINES/UNWOMEN_20Policy_20Establishment_20of_20Sub_20Offices_20approved_20by_20ED_2026052017.pdf

99 Excluding costs associated directly with staff and non-staff personnel

100 The analysis is based off the AAA Atlas expenditure report for the PNG CO unit, years 2015-2018. Atlas codes non-personnel (7xxxx series) that pertained to office or vehicle expenditure were included.

101 The RO Operations Manager provided the evaluation team with the sub-office justification covering 2018-2020 but did not have the previous justification available.

102 Value for money (VfM) is a concept made popular by DFID and DFAT as a means for a donor to hold organizations to which it provides financial resources to account for results along six dimensions: economy, efficiency, effectiveness, ethics/equity, and cost effectiveness. This PNG pilot assessment is a focused, project-level analysis that serves as UN Women IEAS's first attempt at assessing the VfM of contributions toward a CO ToC and will be used as an internal-facing resource to inform further development and refinement of its VfM approach and framework.

103 Key examples include the selection of local and gender-responsive implementing partners, namely engaging a gender-balanced group of CMs, sub-national quasi-government partner FSVAC, and a local woman-owned dignity kit vendor, to support capacity building and the promotion of women's economic empowerment (WEE) in PNG.

104 This finding explores three key areas relating to financial resource management: resource mobilization strategy, key financial performance indicators, sub-office operations, and learnings from the value-for-money (VfM) pilot assessment.

105 The recruitment process included conducting interviews with candidates to collecting personal information, taking photos and then a vetting and clearance by the main community leader.

106 Prevention of sexual exploitation and abuse (PSEA) has been raised as a priority for the UN system in light of crimes committed by humanitarian actors uncovered in recent years, with UN Women and several other UN entities undertaking a review of their own procedures and the IASC issuing a formal guidance. For more information on the PSEA training delivered in PNG for the 2018 HA, see Finding 4.

107 UN Women's Strategic Plan identifies innovation as one of the key enabling factors for achieving GEEW, particularly for reaching highly marginalized groups such as women and girls with disabilities and those living in remote areas; UN Women, Strategic Plan 2018-2021 (2018), pp. 23

108 The SafetiPin application is an ICT platform developed in India in 2013 to measure safety and lack of safety for women and girls in urban public spaces. See more at: <http://safetipin.com/>

109 SafetiPin, Mapping Port Moresby using SafetiPin Technology and Apps Final Report (2019)

110 *ibid*

111 *ibid.*

112 *UN Women PNG CO Annual Report 2018*

113 Draft United Nations in Papua New Guinea Domestic and Sexual Violence Strategy (August 2019)

Produced by the Independent Evaluation Service (IES) of the Independent Evaluation and Audit Service of UN Women (IEAS)

The UN Women Independent Evaluation Service is co-located with the Internal Audit Service under the Independent Evaluation and Audit Service. The UN Women Independent Evaluation Service's main purpose is to enhance accountability, inform decision-making, and contribute to learning about the best ways to achieve gender equality and women's empowerment through the organization's mandate, including its normative, operational, and coordination work. The Independent Evaluation Service also works to strengthen capacities for gender-responsive evaluation within UN entities, governments, and civil society organizations.

© 2019 UN Women. All rights reserved.

Disclaimer: The views expressed in this report are those of the evaluators. They do not represent those of UN Women or any of the individuals and organizations referred to in the report.

**UN WOMEN IS THE UN ORGANIZATION
DEDICATED TO GENDER EQUALITY
AND THE EMPOWERMENT OF WOMEN. A
GLOBAL CHAMPION FOR WOMEN AND
GIRLS, UN WOMEN WAS ESTABLISHED
TO ACCELERATE PROGRESS ON
MEETING THEIR NEEDS WORLDWIDE.**

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



**Planet 50-50 by 2030
Step It Up for Gender Equality**

220 East 42nd Street
New York, New York 10017, USA
Tel: 212-906-6400
Fax: 212-906-6705

www.unwomen.org
www.facebook.com/unwomen
www.twitter.com/un_women
www.youtube.com/unwomen
www.flickr.com/unwomen