Papua New Guinea - Women lead Investment design

Investment Concept Title: Papua New Guinea (PNG) Women Lead
Start date: January 2023
End date: December 2027
Total proposed DFAT funding: AUD55 million
Total proposed funding from all donor/s: AUD55m
Current program fund annual allocation: AUD11m
AidWorks investment number: INN779
Overall Risk Profile: *medium*
Risk Effort: *high*
Value: AUD55 million
Concept approved by: FAS PMD/ HOM PNG
Concept endorsed by AGB: *NA*
Quality Assurance: *Independent appraisal, Peer Review.*
Approval: Delegate at Post: HOM PNG
Delegate in Canberra: FAS PBD

EXECUTIVE SUMMARY

Gender inequality is a major constraint to development in PNG. In 2021 PNG was ranked 169 out of 170 countries in the Gender Inequality Index: there are currently only two women in national parliament; 10.8 per cent of women reach at least a secondary level of education; 145 women die from pregnancy related causes (per 100,000 live births); 2 out of 3 women have experienced physical and/or sexual intimate partner violence at some point in their lives; and women account for only 27.5 per cent of the formal sector workforce.

The **PNG-Australia Comprehensive Strategic and Economic Partnership articulates a shared commitment to empowering women and girls** and supporting the full participation of all people in PNG's development. Principles of gender equality and social inclusion are enshrined in the Constitution of PNG and embedded in Vision 2050 and the Medium-Term Development Plan III (2018-2022). The Government of PNG is a signatory to the Convention on the Elimination of All Forms of Discrimination against Women and the 2030 Agenda for Sustainable Development, including Sustainable Development Goal 5: ending all forms of discrimination against all women and girls everywhere.

Gender equality and the empowerment of women and girls is a key objective of Australia's development program, including through an 80 per cent performance target to ensure Australia's development investments effectively address gender equality, and a requirement that investments over $3 million have a gender equality objective.

This investment design provides a framework for a AUD55 million investment over five years in gender equality in PNG (2022-27), with an option to extend for up to five years. The program will be delivered through a Managing Contractor selected through a competitive DFAT-managed open tender process. The design has been informed by the significant evidence base generated by the 10-year investment in gender equality through the regional Pacific Women Shaping Pacific Development (*Pacific Women*) program (2012-2022).

The **investment goal** is that PNG women and girls, in all their diversity, are safe and equitably share in resources, opportunities and decision-making, with men and boys. This aspirational goal represents the change that this investment will contribute to over 10 years. This time-horizon reflects the ongoing, long-term commitment that is required when seeking to transform the attitudes and behaviours that underpin gender inequality.

This investment will contribute to the goal through **four inter-related End of Program Outcomes (EOPOs)**.

EOPO 1- Selected partners better represent women's voice and interests including women with disabilities in targeted areas. The program will deliver (a) expanded networks of effective advocates progressing gender equality and women's empowerment (b) an expanded and more effective PNG women's movement; and (c) more women are supported as decision-makers and leaders in selected partner organisations. This will be achieved primarily by providing multi-year, flexible funding (including core funding) to women led organisations, which the *Pacific Women* program has demonstrated is an effective way to support and progress women's voices and interests.

Two of the four EOPOs focus on prevention and response to gender-based violence (GBV) (EOPO2- Increased awareness and practice of respectful and safe ways of relating between men and women in target areas and EOPO3 - Women have improved access to coordinated GBV case management, including women with disabilities, in target areas). The program will deliver these two outcomes via (a) more effective strategies promoting respectful and safe ways of relating between men and women in target areas; (b) key partners expanding access to safe and effective GBV services, (c) select Government of PNG agencies establishing coordinated GBV case management pathways; and (d) Government of PNG increasingly funding safe and effective GBV response services. EOPO2 is informed by lessons from *Pacific Women* that it is possible to

achieve increased awareness and practice of respectful and safe ways of relating between men and women and within communities, which can lead to a reduction in violence against women and girls. EOPO3 will be underpinned by support to partners delivering response and referral services for survivors of GBV, complementing the important work of other Australian investments in law and justice. It is expected that the Government of PNG can continue to contribute funding to these services, preferably in increased amounts.

EOPO4 - Selected partners expand women's financial decision-making powers and employment opportunities, including women with disabilities is to be delivered via (a) women being supported as decision-makers and leaders at work in participating workplaces; and (b) women increasingly exercising financial decision-making (with men) in targeted households. This will be supported by several modest, catalytic investments under this EOPO that complement the work on leadership and decision-making, advocacy and influence, and leveraging under EOPO1. While *Pacific Women* invested in some income generating activities for women, including for the establishment of women-owned micro and small businesses, this work will be scaled back under this program, aside from income generation support for survivors of GBV accessing program funded services under EOPO3. Success in this area under *Pacific Women* was mixed, and the ability to take successes to scale through locally led and efficient modalities was limited.

Given the immense, complex, and deep-seated gender equality challenges PNG faces, the program budget for this design is modest and cannot address all areas of need. The indicative budget in the design prioritises funding for prevention and response to GBV (EOPOs 2 and 3) recognising both the immense need and intrinsic importance of this objective, but also the unique role that DFAT's gender program plays in supporting GBV crises response services in PNG. Trade-offs had to be made between breadth and depth of focus, but the inclusion of increased technical support through a Gender Hub will leverage resources of other Australian Government investments to achieve shared gender equality outcomes. The investment also prioritises leveraging the resources of Government of PNG, the private sector, and others to extend reach and scale. The design provides flexibility to scale up program activities in areas where we are achieving success should additional funding be available.

It will also be important to focus the investment geographically, with an initial list of focus areas including East and West Sepik, Eastern and Western Highlands, Morobe, National Capital District, and the Autonomous Region of Bougainville. The final geographic focus areas will be decided during the development of the first Annual Workplan in agreement with the Australian High Commission (AHC), guided by principles outlined in the design. The program will maintain flexibility to respond to changing needs and opportunities in other locations.

The program is designed to support PNG ownership and leadership, including through the establishment of a Program Steering Committee, which will include Government of PNG representatives and support strategic direction and decision making. Drawing from lessons and design consultations, the program will adopt the following tried and tested delivery approaches: (a) local leadership by local women; (b) strategic partnerships with credible local women's organisations; and (c) working with and through Government of PNG and the private sector. This program will retain links with the *Pacific Women Lead* regional initiative ($170 million, 2021-26), which shares its goal[1], predominantly through knowledge sharing and reporting of results.

Although the Inherent Risk Rating is High, the Overall Risk Profile is Medium given planned risk mitigations. The Risk Effort is rated High, indicating the nature of some of the risks to be managed under this investment (particularly linked to the crises response and ending violence against women and sorcery accusation related violence work). To manage inherent risk exposures, the managing contractor will be required to develop an Environmental and Social Impact Assessment, within the first three months of implementation.

[1] *Pacific Women* invested in 14 Pacific Island Countries, using both regional and bilateral funding. Going forward, Australia's gender equality investments in the Pacific will be implemented through separate regional and bilateral investments, although they will inform each other. This design articulates the framework for the new bilateral investment, with the new regional *Pacific Women Lead* design available at: https://www.dfat.gov.au/publications/development/pacific-women-lead-design-framework.

TABLE OF CONTENTS

EXECUTIVE SUMMARY 2

ACRONYMS AND TERMINOLOGY 6

1. DEVELOPMENT CONTEXT AND SITUATIONAL ANALYSIS 8

1.1 COUNTRY AND SECTOR CONTEXT 8
1.2 DEVELOPMENT PROBLEM 10
1.3 POLITICAL ECONOMY ANALYSIS 11
1.4 EVIDENCE BASE AND LESSONS LEARNED 12
1.4.1 LESSONS FROM PACIFIC WOMEN SHAPING PACIFIC DEVELOPMENT 13

2. STRATEGIC INTENT AND RATIONALE 16

2.1 DFAT'S POLICY OBJECTIVES 16
2.2 INVESTMENT RATIONALE 17

3. PROGAM LOGIC 17

EOPO1: WOMEN'S VOICE IN LEADERSHIP AND DECISION-MAKING 18
EOPO2: INCREASED AWARENESS AND PRACTICE OF RESPECTFUL AND SAFE WAYS OF RELATING BETWEEN MEN AND WOMEN IN TARGET AREAS 22
EOPO3: ACCESS TO SERVICES FOR SURVIVORS OF GBV 22
EOPO4: WOMEN'S ECONOMIC EMPOWERMENT 23

4. DELIVERY APPROACH 24

4.1 LOCAL WOMEN LEADERSHIP 25
4.2 STRATEGIC PARTNERSHIPS 25
4.2.1 COMMUNITY-BASED AND WOMEN-LED ORGANISATIONS 25
4.2.2 PARTNERSHIPS BETWEEN LOCAL AND INTERNATIONAL ORGANISATIONS 25
4.2.3 ALIGNMENT AND PARTNERING WITH GOPNG 26
4.2.4 PARTNERSHIPS WITH OTHER DEVELOPMENT ACTORS 26
4.2.5 RESEARCH INSTITUTIONS 26
4.3 ENHANCED TECHNICAL CAPABILITY 26
4.4 LINKING WITH REGIONAL PROGRAMS 26
4.5 GEOGRAPHIC FOCUS 27
4.6 ADDITIONAL DELIVERY APPROACHES 27
4.6.1 ADDRESSING POWER DYNAMICS & SOCIAL NORMS 27
4.6.2 THINKING AND WORKING POLITICALLY 28
4.6.3 WORKING WITH MEN AND BOYS 28

5. GENDER, DISABILITY AND CROSS CUTTING ISSUES 28

5.1 WOMEN WITH A DISABILITY 28
5.2 CHILD PROTECTION AND SAFETY 29
5.3 WOMEN IN CRISES AND CLIMATE CHANGE 29

6. IMPLEMENTATION ARRANGEMENTS 30

6.1 GOVERNANCE ARRANGEMENTS 30
6.2 MANAGEMENT ARRANGEMENTS 31
6.2.1 RESPONSIBILITIES OF DFAT 31
6.2.2 RESPONSIBILITIES OF THE MANAGING CONTRACTOR 32
6.2.3 WORK PLANNING 33
6.2.4 REPORTING 33
6.3 EARLY ACTIVITIES AND TRANSITION ARRANGEMENTS 33
6.4 PROFILE, BRANDING AND PUBLIC DIPLOMACY 34
6.5 SUSTAINABILITY 35

7. MONITORING AND EVALUATION 35

7.1 PURPOSE OF MEL 35
7.2 KEY PRINCIPLES FOR MEL 35
7.3 MEL METHODS AND APPROACHES 36
7.4 ROLES, RESPONSIBILITY AND RESOURCES 36
7.5 INDEPENDENT EVALUATION 37

8. BUDGET AND RESOURCES 37

9. PROCUREMENT AND PARTNERING 37

10. RISK MANAGEMENT AND SAFEGUARDS 38

ANNEX 1: DEVELOPMENT ISSUE, CONTEXT AND EVIDENCE 40

ANNEX 2: PROGRAM LOGIC 51

ANNEX 3: POLICY DIALOGUE MATRIX 52

ANNEX 4: GENDER HUB INDICATIVE SCOPE OF SERVICES 53

ANNEX 5: INDICATIVE TEAM STRUCTURE 54

ANNEX 6: ACTIVITY TRANSITION 55

ANNEX 7: MONITORING, EVALUATION AND LEARNING FRAMEWORK 56

ANNEX 8: INDICATIVE BUDGET 73

ANNEX 9: RISK AND SAFEGUARDS MATRIX 74

ANNEX 10: LITERATURE & REFERENCES 75

ACRONYMS AND TERMINOLOGY

Acronym	Definition
AHC	Australian High Commission
ARoB	Autonomous Region of Bougainville
BCfW	Business Coalition for Women
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSEP	Papua New Guinea-Australia Comprehensive Strategic and Economic Partnership
CSO	Civil Society Organisation
DFAT	Department of Foreign Affairs and Trade (Australia)
DfCDR	Department for Community Development and Religion (Papua New Guinea)
DPO	Disabled People's Organisations
EOPO	End of Program Outcomes
FSV	Family and Sexual Violence
FSVAC	Family and Sexual Violence Action Committee
GAP	Gender Action Plan
GBV	Gender-based Violence
GDP	Gross Domestic Product
Gender	Refers to the experiences of being male and female as defined by social norms in any given society. This includes social attributes, roles, activities, and responsibilities of men and women. Gender identity is on a diverse spectrum and is not fixed but can be experienced differently in relation to a range of social, political, and economic factors.
Gender Equality	Men and women have equal value, rights, and opportunities to participate in every aspect of life, including but not limited to economic participation, decision making and leadership, social and cultural roles, and responsibilities. Equality only works if everyone starts from the same place.
GII	Gender Inequality Index
Gender mainstreaming	A means for ensuring that programs consider the needs and concerns of women, men, children, and socially excluded groups and integrate them into all systems and processes from design to implementation, monitoring, reporting and evaluation, so that benefits are equitable, and inequalities are not perpetuated or made worse.
GoPNG	Government of Papua New Guinea
IO	Intermediate Outcomes
MC	Managing Contractor
MEL	Monitoring, Evaluation and Learning
MELF	Monitoring, Evaluation and Learning Framework
MTR	Mid-Term Review

Acronym	Definition
NCW	National Council of Women
NGO	Non-Government Organisation
ODW	Office for the Development of Women
OECD-DAC	Organisation for Economic Cooperation and Development – Development Assistance Committee
PGK	Papua New Guinea Kina
PNG	Papua New Guinea
PSC	Program Steering Committee
PSEAH	Preventing Sexual Exploitation, Abuse and Harassment
Pacific Women	Pacific Women Shaping Pacific Development (2012-2022)
QTAG	Quality Technical Advisory Group
SARV	Sorcery Accusation Related Violence
SDG	Sustainable Development Goals
STO	Short Term Outcome
UNDP	United National Development Programme

1. DEVELOPMENT CONTEXT AND SITUATIONAL ANALYSIS

Papua New Guinea (PNG) is a lower middle-income country with a per capita gross national income of USD 2,660 in 2021.[2] Much progress has been made in development terms in PNG: between 1990 and 2019, life expectancy at birth increased by eight years, mean years of schooling increased by 2.3 years, and per capita gross national income increased by 87.9 per cent.[3] The country's population stands at around 9 million.[4] Young people under 25 years of age make up about 60 per cent of the population.[5]

Despite these gains, **PNG is ranked 156 out of 191 countries in the 2021 Human Development Report, and a large proportion of the population (38 per cent) live below the income poverty line**.[6] Around 40 per cent of the population lives on less than US $1 per day, and 75 per cent of the population is dependent on subsistence agriculture.[7] According to 2018 data, 56.6 per cent of the population experienced multidimensional poverty while an additional 25.3 per cent were vulnerable to multidimensional poverty.[8] PNG is ranked ninth on the 2021 World Risk Index for vulnerability to disasters, and 160 of 182 countries on the 2020 Notre Dame Global Adaptation Index climate vulnerability ranking.[9] This vulnerability poses significant risks to resilience and COVID-19 recovery, and should inform planning for all programs.

In 2021 PNG was ranked at 169 out of 170 countries in the Gender Inequality Index (GII) with a value of 0.725.[10] This is because in 2021, no parliamentary seats were held by women; 10.8 per cent of women reached at least a secondary level of education (compared to 15.5 per cent of their male counterparts); 145 women die from pregnancy related causes (for every 100,000 live births); and the adolescent birth rate is 55.3 births per 1,000 women.[11] Female participation in the labour market is 46.3 per cent compared to 48.1 per cent for men.

1.1 COUNTRY AND SECTOR CONTEXT

Principles of gender equality and social inclusion are enshrined in the Preamble, Goals and Directive Principles of the **Constitution** of PNG. Strategic commitments to gender and inclusion are embedded in **Vision 2050**, the **Alotau Accord II**, and the **Medium-Term Development Plan** III (2018-2022). The Government of PNG (GoPNG) is a signatory to a range of international commitments on gender and social inclusion including the **Convention on the Elimination of All Forms of Discrimination against Women** (CEDAW). PNG has adopted the **2030 Agenda for Sustainable Development**, including Sustainable Development Goal (SDG) 5: ending all forms of discrimination against all women and girls everywhere.

The Family Protection Act (2013) criminalises domestic violence with sentences of up to two years' imprisonment[12]. In 2014 an amendment to the PNG Criminal Code was introduced to protect women accused of sorcery by criminalising sorcery-related killings and violence. The Sexual Offences and Crimes Against Children Act (2002) introduced a range of offences including marital rape. The Lukautim Pikinini (Child Protection) Act (2009) includes provisions aimed at protecting girls from discrimination.

[2] The World Bank, *World Development Indicators, Country Profile - Papua New Guinea*, Available at: https://databank.worldbank.org/views/reports/reportwidget.aspx?ReportName=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=PNG

[3] United Nations Development Programme, *Briefing note for countries on the 2020 Human Development Report Papua New Guinea*, Available at: http://hdr.undp.org/sites/all/themes/hdrtheme/country-notes/PNG.pdf (2020)

[4] Bourke, M., Allen, Bryant., *What is the Population of Papua New Guinea?* (2021) Available at: www.devpolicy.org.

[5] United Nations Population Fund (UNFPA), *Country Profile, Papua New Guinea – What We Do – Youth*, https://png.unfpa.org/en/topics/young-people-8#:~:text=Young%20people%20under%2025%20make,will%20continue%20to%20grow%20rapidly

[6] Ibid.

[7] United Nations Development Programme, *About Papua New Guinea*, Available At: https://www.pg.undp.org/content/papuanewguinea/en/home/countryinfo.html

[8] Multidimensional poverty identifies multiple overlapping deprivations in health, education, and standard of living. UNDP, *Briefing note for countries on the 2020 Human Development Report - Papua New Guinea,* Available at: http://hdr.undp.org/sites/default/files/Country-Profiles/PNG.pdf

[9] Notre Dame Global Adaptation Index, https://gain.nd.edu/our-work/country-index/rankings/ and 2021 World Risk Index - https://weltrisikobericht.de/weltrisikobericht-2021-e/#

[10] United Nations Development Programme, *Human Development Reports, Gender Inequality Index*, http://hdr.undp.org/en/composite/GII .

[11] Reproductive health (maternal mortality ratio and adolescent birth rates); empowerment (proportion of parliamentary seats occupied by females and proportion of adult females with at least some secondary education); and economic status (labour force participation rate of women aged 15 years and older). United Nations Development Programme, *Briefing note for countries on the 2020 Human Development Report Papua New Guinea*, op cit.

[12] The Family Protection Act was amended in PNG National Parliament on 20 January 2022 – the first amendments since it came into force in 2014. However, these changes are yet to be certified and gazetted. The amendments increase the penalties for and introduce new categories of offences (e.g. aggravated domestic violence).

The **National Policy on Gender Equality and Women's Empowerment (2010-2015)** aims to facilitate the development and implementation of a gender equality and empowerment programme, founded on the principles of equality of all persons as enshrined in the Constitution. It promotes equality, participation, and empowerment of women. The Policy is scheduled for revision and Department for Community Development and Religion (DfCDR) has undertaken to commence consultations – slated for completion in 2022 - as a basis for developing a revised version of the policy. The **National Strategy to Prevent and Respond to Gender-Based Violence (2016–2025)** prioritises enabling a quality of life without fear of violence for women and girls. The National Population Policy (2015-2024) aims to improve equitable access to reproductive and sexual health services, and the right to make informed choices in relation to needs. A further key gender equality and social inclusion policy is the National Public Service Gender Equity and Social Inclusion Policy (2013) currently being updated.

In addition to mainstream government institutions, three key bodies have played a significant role in supporting GoPNG to further its efforts on improving the status of women in PNG. The National Council of Women (NCW) and subnational branches (Provincial Council of Women) were established to articulate women's needs to the government and to monitor government actions towards gender equality and women's empowerment.[13] The Office for Development of Women (ODW) was later set up to provide policy advice, research, monitoring and evaluation, and co-ordination, and to build and strengthen partnership with non-government organisations.

Despite the aspirations outlined in various international and national commitments, progress towards gender equality in PNG is slow.[14] **The number of women in key leadership and decision-making roles remains low** with only two women in the National Parliament since the 2022 elections (there were none from 2017-2022). At the sub-national level only 0.18 per cent of leadership roles at the Ward and Local Level Government level are held by women.[15] **There is persistent under-representation of women in leadership positions in the public service**. Women account for one quarter of public servants and still only 12 per cent of senior positions.[16] This is attributed to cultural and systemic obstacles that prevent women from participating in political life and holding public office.[17]

The formal sector workforce is relatively small in PNG, **with women accounting for 27.5 per cent, with just over one third of these being in the health and education sectors**.[18] Women in the formal sector average a net monthly pay less than half that of men.[19] It is estimated that gender parity in formal labour force participation alone could increase the nation's economic output by 14 per cent per annum.[20] In the private sector, **women are under-represented in board membership and management positions**.[21] Only eight per cent of small to medium enterprises are solely women-owned.[22] **Women work on average nearly twice as many hours each week as men**.[23]

Many women and their families in PNG are highly dependent on the informal sector for livelihoods. Although the informal economy contributes significantly to PNG's economy, informal work is often unprotected and largely invisible to the formal public and private sector. This leaves women at a disadvantage when economic shocks arise or when they want their value to be recognised by formal institutions such as banks and service providers.

Gender-based violence (GBV) is prevalent in PNG, where rates are double the global average. According to the Spotlight Initiative, 68 per cent of women in PNG have experienced physical and/or sexual intimate partner

[13] Maisonneuve, G. *The Women's Movement in Papua New Guinea as a vehicle to Enhance Women's Participation in Development, Contemporary PNG Studies*: DWU Research Journal Vol. 4. (2006)

[14] United Nations Development Programme, *About Papua New Guinea*, Available At: https://www.pg.undp.org/content/papuanewguinea/en/home/countryinfo.html

[15] UN Women, *About UN Women Papua New Guinea*, https://asiapacific.unwomen.org/en/countries/png/about-un-women-png

[16] Edwards, J., *Gender and Education Assessment, Papua New Guinea: A review of the Literature on Girls and Education* (2015). Haley, N. *State of the Service: Women's Participation in The Public Sector of PNG* (2016)

[17] ibid

[18] Government of PNG, *2011 Census Report*, Available at: https://png-data.sprep.org/dataset/2011-census-report. Also see Haley, N., Zubrinich, K., *Women's political and administrative leadership in the Pacific* Institution: State Society & Governance in Melanesia Project, Australia National University November 1, 2016. www.pacwip.org. Also see, Voigt Graf C, Cornford R., *The business case for increasing women's participation in the Papua New Guinea economy* (2019)

[19] Edwards, J., *op cit*.

[20] Equity Economics, *Gender Equity & Social Inclusion in Papua New Guinea's Public Sector: Measuring Impact* (2020)

[21] Voigt Graf C, Cornford R., *The business case for increasing women's participation in the Papua New Guinea economy* (2019)

[22] Evidence provided from the Tebbutt baseline survey, *op cit.*

[23] The World Bank Group, *Household Allocation and Efficiency of Time in Papua New Guinea* (2018)

violence at some point in their lives.[24] According to the PNG Demographic and Health Survey (2019), 54.3 per cent of ever-partnered women and girls aged 15 plus have been subjected to some form of intimate partner violence. Less than half of all women made their own informed decisions regarding sexual relations, contraceptive use, and reproductive health care. **Sorcery accusation-related violence (SARV) appears to be on the rise**, and gendered dimensions of accusations formed distinct patterns in different regions.[25] **Violence against women in the workplace in PNG impacts on their ability to work**. Approximately 68 per cent of women in the workplace experienced GBV, with an average incident rate of nine times a year.[26] PNG firms lose an average of 11 days for every staff member every year due to the impact family and sexual violence.[27]

Women with disabilities are often subjected to double discrimination, and they continue to be at a disadvantage in most spheres of society and development.[28] Stigma and cultural beliefs around disability lead to widespread exclusion of people with disability in PNG. They face higher rates of multidimensional poverty in PNG, and physical access to services for people with disability, particularly in remote areas, remains a huge challenge. [29]

PNG's population is young with a median age of 23 years. Seventy-six per cent of the population are under 35 years of age, and 40 per cent are under the age of 15. **Providing equal access to opportunities for young women is critical for future social stability, political success, and economic prosperity**.[30] A significant proportion of young people in PNG have very limited access to formal jobs, education, and training opportunities.

Underage and early marriage is common, and according to the Demographic and Health Survey (2019), 8 per cent of girls married before the age of 15 and 27.3 per cent married before the age of 18.[31] There is a concerningly high unmet need for contraception (**65 per cent among sexually active unmarried women)**, with a modern contraceptive prevalence rate of 31 per cent.[32]

Women and girls are disproportionately impacted by crises such as COVID-19, with existing inequalities exacerbated.[33] By April 2022, only 2.9 per cent of the population was fully vaccinated, suggesting that the pandemic will continue to exact a high toll in PNG. This correlates with overall low rates of immunisation across PNG, which World Bank data (for 2019) suggest are the lowest in the world for infants.[34]

1.2 DEVELOPMENT PROBLEM

The dire position of women and girls is a major constraint to development in PNG. Gender inequality limits women and girls' access to information and services, decision-making power, productive assets, education, social capital, and other development resources. This is a drag on development and a lead cause of poverty.[35]

The development issue to be addressed through this investment is progressing gender equality and women's empowerment in PNG through focused efforts, and within available resources, to increase women in leadership and decision-making at all levels including in the workplace, to reduce GBV and to empower women economically.

Women's economic empowerment, including representation in economic decision-making and providing women with equal access to decent work, is fundamental for prosperity and social cohesion.[36] Investing in women and girls has a powerful effect on productivity, efficiency, and economic growth.

[24] United Nations Population Fund (UNFPA), *Spotlight Initiative to Eliminate Violence Against Women and Girls*, Available at: www.spotlightinitiative.org

[25] Forsyth M et al. *Ten Preliminary Findings Concerning Sorcery Accusation Related Violence in Papua New Guinea*. (2019). Available at: https://ssrn.com/abstract=3360817

[26] Darko, E., et al, *Gender Violence in Papua New Guinea* (2015). Available at: https://www.odi.org/publications/9887-gender-violence-papua-new-guinea

[27] UN Women, *About UN Women Papua New Guinea*, https://asiapacific.unwomen.org/en/countries/png/about-un-women-png. Also see Equity Economics, *op cit*.

[28] UNESCAP, *Building Disability-Inclusive Societies in Asia and the Pacific* (2018) Also see https://www.un.org/development/desa/disabilities/issues/women-and-girls-with-disabilities.html

[29] Mitra, S., Posarac, A., Vick, B., *Disability and Poverty in Developing Countries: A Multidimensional Study, World Development*, 2013, vol. 41, issue C, 1-18

[30] Lowy Institute, Demanding the Future: Navigating the Pacific's Youth Bulge (2020). Available at: https://www.lowyinstitute.org/publications/demanding-future-navigating-pacific-youth-bulge

[31] National Statistical Office, *Papua New Guinea Demographic and Health Survey 2016-18*, Available at: https://dhsprogram.com/pubs/pdf/FR364/FR364.pdf

[32] United Nations Population Fund (UNFPA), *Take Action: Zero Unmet Need for Family Planning*, Available at: https://png.unfpa.org/en/publications/take-action-zero-unmet-need-family-planning

[33] World Health Organisation, *Coronavirus (COVID-19) Dashboard: Papua New Guinea*. Available at: https://covid19.who.int/region/wpro/country/pg

[34] Howes, S., Mambon, K., *PNG's Plummeting Vaccination Rates: Now the Lowest in The World?* (2021) Available at: https://devpolicy.org/pngs-plummeting-vaccination-rates-now-lowest-in-world-20210830/

[35] FHI 360, *Gender Integration Framework: How to Integrate Gender in Every Aspect of Our Work*. Available at: https://www.fhi360.org/resource/gender-integration-framework-how-integrate-gender-every-aspect-our-work

[36] World Bank, *World Development Report 2012: Gender Equality and Development* (2011) Available at: https://openknowledge.worldbank.org/handle/10986/4391

Violence and intimidation of violence against women is an abuse of human rights and limits women's participation in social, political, and economic life. Violence against women is both a symptom and a driver of gender inequality. This significantly impacts on development outcomes, affecting families and communities and places strains on health care, social services and policing and justice systems.[37] Ending violence against women requires changing social norms and entrenched power dynamics.

Though gender inequality disproportionately harms women and girls, **men and boys are also affected by harmful gender norms**.[38] Norms that pressure men and boys to be violent, take risks, and not seek help contributes to men's higher rates of road traffic injuries and deaths, homicides, smoking and alcohol abuse, unsafe sexual behaviours as well as premature death from preventable and treatable illnesses.

A rights-based approach to gender equity and social inclusion recognises the potential and capability of all people to contribute to the country's development, and this program will work to address social and structural barriers that prevent women and girls from reaching their full potential.

Australia has invested over AUD106 million in gender equality and women's empowerment in PNG through *Pacific Women* (2012-2021). The European Union has invested USD15.68 million through the Spotlight Initiative to End Violence Against Women and Girls (Spotlight -2020-2022). Other donors (New Zealand, the United States) provide more discrete support to select programs. Approval for Spotlight Phase 2 (a further 6-months to December 2022) is currently pending the outcome of a mid-term review. The European Union has not yet indicated if they will continue the same significant investment in addressing GBV following the completion of Spotlight.

1.3 POLITICAL ECONOMY ANALYSIS

Drivers of gender inequality and social exclusion in PNG are multiple, diverse, and often overlapping. PNG represents a myriad cultures, languages, and ethnic groupings and is diverse in terms of geography, natural resources, social systems, and experiences transitioning to contemporary political and economic systems. What is common is the **prevalence of patriarchal norms and male dominated systems of decision-making** that creates gender inequality and disadvantage across the country, although it manifests in diverse ways.[39]

As violence is based in power relations, customary unequal power relations between men and women can lead to increases in intimate partner violence.[40] While GoPNG has committed to international and national laws and policies to reduce gender-based discrimination and to end violence against women and girls, **implementation remains weak**, evidenced by uneven political commitment and under-investment.

A continuing lack **of accountability mechanisms for gender equality policies in PNG means that failure to meet commitments has few consequences** for decision-makers.[41] Monitoring and evaluation systems do not always enable the collection or analysis of gender disaggregated data for planning and reporting against national and international obligations. While GoPNG has conducted Demographic and Health Surveys with a Domestic Violence module, as of December 2020, just over one in five of the indicators needed to monitor the SDGs from a gender perspective were available.[42] Data and evidence needs to be coupled with policy dialogue, advocacy, and influence to ensure that data leads to changes in accountability and decision-making.

In the public services, women face many barriers. These include limited opportunities for higher education, scholarships, and professional development; discriminatory practices in recruitment, employment, promotions and remuneration; sexual harassment and bullying in the workplace; GBV in the home and community; safety and security concerns in public spaces; high unpaid labour and carer responsibilities; and jealousy and suspicion from male partners and the wives and girlfriends of colleagues.[43] Successes of individual women leaders in the public

[37] https://www.who.int/news-room/fact-sheets/detail/violence-against-children

[38] Ruane-McAteer, E., et al, *Interventions Addressing Men, Masculinities and Gender Equality in Sexual and Reproductive Health and Rights* (2019)

[39] South Pacific Community, *Pacific Beijing + 25 Report Summary*, (2019 – unpublished)

[40] Ibid

[41] South Pacific Community, *Pacific Beijing + 25 Report Summary*, (2019 – unpublished)

[42] UNFPA, *Violence against Women – Regional Snapshot* (2019). Also see UN Women, *Women Count: Papua New Guinea* Available at: https://data.unwomen.org/country/papua-new-guinea

[43] Haley, N., Zubrinich, A., *op cit* and Voigt-Graf, Cornford *op cit.*

and private sector are attributed to social and cultural factors such as the importance of family and partner support, access to scholarship opportunities, positive workplace environments, and religious faith.[44]

Women **seeking protection from violence through the formal justice system** in PNG have mixed success.[45] Some women give up due to lengthy delays while others note that they did not pursue protection orders due to changes in the husband's behaviour or attitudes, safety concerns, or returning to their home village. Few perpetrators of alleged GBV, including SARV, are brought to justice through formal justice processes.[46]

Coalitions are emerging as effective strategies to realise gender equality especially in response to the issue of GBV.[47] Common interests and broad-based constituencies enable coalitions to employ 'soft advocacy' and 'shadow networks' to support state departments and bureaucrats in performing their roles.[48] The fact that the movement is PNG owned and not donor led is also cited as critical to its success.[49]

Disability inclusion is gaining visibility in PNG, and there is growing momentum for disability inclusion with anticipated endorsement of a new Disability Authority Bill.[50] Particularly relevant are the principles of supporting an active and pertinent role for people with disabilities and considering the interaction between gender and disability and improving the inclusion of a diverse range of people with disabilities.

Recent public advocacy by several politicians in PNG shows promising signs of increased engagement by GoPNG to address gender inequality and violence against women and girls. A Special Parliamentary Committee on GBV was established in March 2021, arguably the culmination of a long history of collective action and advocacy to reserve a set number of seats in parliament at the national and sub-national level for women.[51] The Committee held a Public Hearing that led to recommendations on how (and why) GoPNG should invest in reducing and responding to the unacceptably high rates of GBV, and resulted in the allocation of PGK 7.9 million to GBV in the 2022 national budget. Political parties have also made public announcements about commitments to support women candidates in the 2022 national election, and policy commitments to reducing GBV.

Recent leadership changes in DfCDR have led to increased resources for the ODW and renewed attempts to revitalize the NCW, which is planning to hold its first Annual General Meeting in quite some time.

There is currently no specific government-donor forum to discuss gender equality issues in a coordinated way. However, the significant investment by the European Union through Spotlight – managed by the United Nations with UN Women as the lead agency - appears to have leveraged some examples of greater engagement and action by GoPNG. Spotlight funded the work of the Special Parliamentary Committee on GBV and linked Coalition of Parliamentarians to end GBV.

1.4 EVIDENCE BASE AND LESSONS LEARNED

For considerable global evidence on gender equality and women's empowerment, please refer to Annex 1: Development Issue, Context and Evidence.

Global evidence demonstrates that strategies that explicitly seek to promote positive gender norms and behaviours can be effective in achieving positive outcomes in gender equality and women's empowerment.[52]

[44] Ibid

[45] Australian National University, *Femili PNG Protection Order Data 2016–2017*. (2018)

[46] Examples include: The National *Jail sorcery killers for life;* ABC News, *Eight sentenced to death, 88 get life in prison over PNG sorcery* murders; 9news.com.au, *Almost 100 convicted over 2014 'sorcery-related' killing of young PNG boys*, and smh.com.au *Sorcery killer jailed for 30 years in PNG*

[47] Forsyth M et al., *op cit.* Available at SSRN: https://ssrn.com/abstract=3360817 or http://dx.doi.org/10.2139/ssrn.3360817

[48] Forsyth et al. 2020.https://www.researchgate.net/publication/332749668TenPreliminaryFindingsConcerningSorceryAccusation-RelatedViolenceinPapuaNewGuinea

[49] ibid

[50] PNG Australia Governance Partnership: guidance procedures: Disability Inclusion in PNG Programs (March 2021)

[51] Sepoe, O., *Temporary Special Measures in PNG: Part One – The Story up to 2019* Available at https://devpolicy.org/temporary-special-measures-in-png-part-one-the-story-up-to-2019-20210810/ . Also see National Capital District Commission, *Now is the Time: Leading the Change - NCD Strategy to End Gender Based Violence 2020-2022* (2020).

[52] Interagency Gender Working Group, *Programmatic Guidance,* Available at: https://www.igwg.org/training/programmatic-guidance/

Transformation of gender power dynamics and social norms requires the active involvement of men as individuals and collectively.[53]

Global evidence shows that working through multiple entry points to change social norms and challenge unequal gender power relations is effective in preventing violence against women.[54] Primary prevention aims to transform harmful gender attitudes, beliefs, and norms that uphold male privilege, justify violence against women and girls and stigmatise survivors. Response approaches work to support survivors and hold perpetrators to account while also helping to prevent violence happening again.

Challenging and transforming the negative and harmful norms that limit women's access to work and often devalue their work are core to achieving women's economic empowerment, as is ensuring legal protection and reforming discriminatory laws and regulations. [55] Improving employment practices, and strengthening visibility, collective voice and representation of women allows working women to voice their needs and demands more effectively, enhance their bargaining power, advocate for reforms, and increase access to markets.

1.4.1 Lessons from Pacific Women Shaping Pacific Development

Australia's investment in gender equality and social inclusion in PNG via the regional Pacific Women Shaping Pacific Development (*Pacific Women*) program (2012-2022) provides significant evidence and insights into what works in gender equality and women's empowerment in PNG. Key reports and documents, together with consultations with those involved in the program, have been highly influential in informing this design, including:

- *PNG Performance Report (2012-2021)*
- *What Works in Gender Transformative Approaches in PNG*
- *Small Grants, Big Results*
- *Six-Year Evaluation Report and Management Response*

The *PNG Performance Report (2012-2021)* provides details of current and previously funded activities and how they have contributed to sustainable achievements. It outlines program approaches that underpin achievement of outcomes, and outlines key lessons for future programming including:

- The important role of bolstering collaboration between partners and supporting the uptake of successful approaches (scaling up).
- Outcomes are interrelated and change in one outcome supports change in other outcomes.
- Increasing women's representation in political leadership requires long term investment and there is significant value in building a critical mass of women in leadership across all levels of decision-making.
- Supporting credible local women leaders and women-led organisations to engage with (male) leaders who are open to gender equality and women's empowerment is an effective strategy.
- Multi-year core funding to local organisations, coupled with capacity building support, has strengthened local organisations' ability to bring about social change. It enables partners to test and assess the effectiveness of approaches, to see positive changes and to share lessons on what promotes success including influencing the development of new initiatives by GoPNG and other development partners.
- Given the cultural diversity of PNG, effective violence prevention requires time to learn, adapt and evaluate what works and what needs to change in different contexts.
- Prevalence of Violence against women in PNG is high: it is therefore everyone's business – including all donor interventions - to assess and mitigate women's risk factors for violence.

[53] Institute of Development Studies, *Engendering Men: Evidence on Routes to Change for Gender Equality*, Available at: https://www.ids.ac.uk/projects/engendering-men-evidence-on-routes-to-change-for-gender-equality-emerge/

[54] International Center for Research on Women, *Violence Against Women in Melanesia and Timor-Leste: Progress made since the 2008 Office of Development Effectiveness Report* (2012). Also see: Pacific Community, *Elimination of Violence Against Women in the Pacific Islands: Recommendations from the 12th Triennial Conference of Pacific Women and the Fifth Pacific Women's Ministerial Meeting* (2013). Also refer to literature at www.evaw.org and www.preventvawg.org

[55] United Nations Secretary General, *High-Level Panel on Women's Economic Empowerment*, https://hlp-wee.unwomen.org/en

The independent *Six-Year Evaluation Report* of *Pacific Women* found that while there has been modest progress against harmful social and cultural norms, transformational change has been limited. Key recommendations of relevance to the design of PNG Women Lead include:

- Continue to promote PNG women and women's groups and coalitions as leaders in the program.
- Continue to include a comprehensive approach including women's leadership, economic empowerment, ending violence against women and increasing agency as outcomes.
- Continue to support local organisations providing holistic care for survivors of violence.
- Ramp up efforts to address disability issues.
- Further develop the program's convening role with GoPNG, donors and civil society organisation.
- Continue to focus on building the capacity of local women leaders at multiple levels across sectors.
- Ensure that core program lessons are integrated into the Australian bilateral programs.
- Strengthen and extend capacity building work with a view to better enabling the Australian High Commission (AHC), program partners, and GoPNG agencies to understand and address key gender issues.

Many of the key lessons from the *PNG Performance Report (2012-2021)* are explored in more detail in *What Works in Gender Transformative Approaches in PNG* as well as the Practice Note for *Small Grants, Big Results*. Key recommendations from each of the Practice Notes are included below, and have informed significant part of this design, in particular, choices in outcome areas and delivery approaches.

The *Ending Violence Against Women Evaluation* (2019) highlighted the fact that Australia's investment in *Pacific Women* played a critical role in strengthening violence prevention and response in PNG.[56] The evaluation also noted the importance of the program's integrated approach to improving access to support services and justice as well as investments in prevention and robust evaluation and research.

Evidence on the Australian aid program shows that investments that include activities targeted at awareness and behaviour change in men and boys can be effective in addressing gender equality and empowerment if they take a gender-transformative approach and involve intense community mobilisation.[57] It is best practice that working with men and boys be guided by and accountable to women's organisations.

For more detail on the development context and situation analysis, including the development problem, political economy analysis and evidence and lessons, please see Annex 1: Development Issue, Context and Evidence.

2. STRATEGIC INTENT AND RATIONALE

2.1 DFAT'S POLICY OBJECTIVES

In November 2022, the Australian Government **reintroduced an 80 per cent performance target** to ensure Australia's development investments effectively address gender equality, including mandating that those over $3 million have a gender equality objective. While Australia's **new policy to guide our international development cooperation** is still undergoing consultations, the policy will be underpinned by the Government's commitment to ambitious climate action, poverty reduction, human rights, and gender equality, disability and inclusion (GEDSI). The policy will also be guided by **Australia's First Nations approach to foreign policy**.

The ***PNG-Australia Comprehensive Strategic and Economic Partnership*** (CSEP), signed in August 2020, articulates the shared ambitions of the partnership between Australia and PNG.[58] It provides the framework for deepening bilateral cooperation across security, trade and investment, governance, development cooperation, health, education, **gender equality**, climate change, people-to-people, and institutional links. Through the CSEP, Australia and PNG commit to supporting the full participation of all people in their societies, irrespective of gender, ethnicity, disability, religion, or any other attribute, consistent with international human rights obligations. They commit to empowering women and girls, increasing the number of women in visible leadership roles, and ensuring gender equality in all aspects of the economy, politics, and government.

With a bilateral investment of around AUD 500 million per year, Australia is PNG's largest development partner and its main partner on economic and security issues, including the COVID-19 pandemic.

Australia's ***Partnerships for Recovery*** (May 2020) sought to reorient all development assistance, including in PNG, to fight the COVID-19 pandemic through action on health security, stability, and economic recovery. The *Partnerships for Recovery* is underpinned by a strong emphasis on protecting the most vulnerable, especially women and girls.[59] Performance on gender equality is explicitly measured as part of the Performance Assessment Framework, with internal DFAT resources dedicated to ensuring gender equality is mainstreamed through all Australian investments in PNG. Australia has set targets under the ***PNG COVID-19 Development Response Plan*** including contributing to outcomes on increased economic opportunities for women and strengthened national response to violence against women and children.

DFAT's ***Gender Equality and Women's Empowerment Strategy*** (2016) advocates a **twin-track approach** to gender equality through taking measures specifically designed to tackle gender inequalities while incorporating gender issues into all aspects of Australia's work. It commits to pursuing transformation change across three connected and mutually reinforcing priorities:

[56] Office of Development Effectiveness, *Ending Violence Against Women Evaluation* (2019)

[57] Alexander-Scott, M., Bell, E., Holden, J. *Department for International Development Guidance Note: Shifting Social Norms to Tackle Violence against Women and Girls* (2016)

[58] Australian Government, *Papua New Guinea-Australia Comprehensive Strategic and Economic Partnership*, overview available at: https://www.dfat.gov.au/geo/papua-new-guinea/papua-new-guinea-australia-comprehensive-strategic-and-economic-partnership

[59] Australian Government, *Partnerships for Recovery: Australia's COVID-19 Development Response*, Ministerial Foreword (2020)

- Enhancing women's voice in decision-making, leadership and peace-building
- Promoting women's economic empowerment
- Ending violence against women and girls.

Australia's *Development for All Strategy* (2015-2021) outlines ways in which DFAT can strengthen disability-inclusive development and address the negative interaction of gender and disabilities. Through a **Strategic Framework for Engaging with PNG's Institutions**, Australia recognises the pronounced exclusion of women from governance processes and systems in PNG and commits to target support to women and girls including **actively promoting women's participation, decision-making and leadership in communities and local level government**.

2.2 INVESTMENT RATIONALE

Australia makes significant investments in gender equality and empowering women and girls. Half of Australia's ten largest bilateral development assistance programs spend close to 50 per cent of their budget on initiatives that target gender equality as their principal or a significant objective. Australia has expanded the number and types of program interventions, and improved coordination with international and national partners.[60]

This investment ***aligns with Australia's national interest and policy objectives in PNG and beyond***, underpins support for a stable and prosperous PNG, and projects Australia's values in the world. Australia is identified as a committed and strategic donor in women's empowerment and gender equality in PNG, with GoPNG and civil society actors acknowledging Australia's significant support and advocacy over many years in this space, including most recently during the first public inquiry held by the Special Parliamentary Committee on GBV.[61]

In recognition of the high ***risk that COVID-19 will roll back gains on gender equality*** and women's economic empowerment, leadership, safety and resilience, this investment reflects the **long-term commitment that is required when seeking to transform the attitudes and behaviours that underpin gender inequality**. Australia's continued partnership with PNG in gender equality and women's empowerment contributes to better outcomes for women and girls which in turn leads to improved overall development outcomes.[62]

Whilst Australia ensures that gender equality is **mainstreamed** through the significant development cooperation portfolio in PNG, this initiative's **principal objective** is to tackle gender inequality in PNG. This new initiative will build on and leverage the evidence and successes of the *Pacific Women* program, and as a standalone investment in PNG, will complement the new regional Pacific Women Lead program.

3. PROGRAM LOGIC

The goal of this investment is that: **PNG women and girls, in all their diversity, are safe and equitably share in resources, opportunities and decision-making, with men and boys.** This aspirational goal represents the change that this investment will contribute to over 10 years, which includes an initial five-year commitment, plus the option to extend the program by a further five years. This goal mirrors that of the regional Pacific Women Lead program, highlighting the important links with the regional investment. The goal provides space for PNG Women Lead to respond to the emerging needs and opportunities as well as shifts in context.

The objectives of this program are drawn from **DFAT's *Gender Equality and Women's Empowerment Strategy***:

- Enhancing women's voice in decision-making and leadership
- Ending violence against women and girls
- Promoting women's economic empowerment.

[60] Office of Development Effectiveness, *op cit*.

[61] https://www.dfat.gov.au/publications/development/pacific-women-shaping-pacific-development-six-year-evaluation-report-and-management-response. Also see Special Parliamentary Committee on Gender-Based Violence, Facebook page: https://www.facebook.com/PNGParlCommGBV

[62] Organisation for Economic Cooperation and Development, *Investing in Women and Girls,* https://www.oecd.org/dac/gender-development/investinginwomenandgirls.htm

PNG's gender equality challenges are immense, complex, and deep-seated. The program budget is limited and cannot address all areas of need. Trade-offs had to be made between breadth and depth of the investment focus. During design, consideration was given to alternate outcome focus:

- Including Sexual and Reproductive health as a separate outcome – this was rejected because the program has limited budget and will not invest in supply side for sectors covered by other significant Australian investments. Demand side activities can be included under end-of-program outcomes (EOPO) 1.
- Removing Women's Economic Empowerment as a standalone EOPO and subsuming some intermediate outcomes under EOPO1. This was rejected given the evidence on the importance of Women's Economic Empowerment as mutually reinforcing outcomes in GBV and women's leadership and decision-making.
- Retaining an additional EOPO on enhancing knowledge and understanding, in line with *Pacific Women*. This was rejected because much has been learned in the 10 years of *Pacific Women*, and the emphasis will be on sharing and scaling up based on the knowledge accumulated. Additional research and analytics are included at the emergent outcome level under EOPO1.

The delivery approach is as important as the outcome areas: catalysing change through locally driven, context specific work with and through local champions and agents of change, and leveraging the considerable resources and energies of GoPNG, other AHC and donor investments, the private sector and civil society.

In line with DFAT and GoPNG policy priorities, lessons from *Pacific Women*, international evidence and the current context in PNG, this investment will contribute to the goal through four inter-related EOPOs. The EOPOs have a 10-year time horizon (2032) to reflect the initial five-year commitment, plus the potential to extend the program by a further five years.

A diagram is available at Annex 2: Program Logic.

EOPO1: WOMEN'S VOICE IN LEADERSHIP AND DECISION-MAKING

The expected change at the end of the program is that **"Selected partners better represent women's voice and interests in targeted areas, including women with disabilities"**. This EOPO has three intermediate outcomes, the interim steps of changes in behaviour, practice and decisions that are pre-requisites to the achievement of EOPOs. The following Intermediate Outcomes are expected to be well progressed within five years (by 2027):

- Expanded networks of effective advocates (men & women) progress gender equality & women's empowerment.
- An expanded and more effective PNG women's movement.
- More women are supported as decision-makers and leaders in selected partner organisations.

Short-term outcomes reflect the changes in the knowledge, attitudes, and skills needed to achieve the intermediate outcomes. The program is expected to demonstrate progress towards the following short-term outcomes (STO) by 2025:

- Collective action strengthened through convening and collaborating.
- Women have enhanced leadership and decision-making skills, confidence, and opportunities.
- Advocacy and policy dialogue positively influence agendas of change.
- Evidence-base is enhanced and utilised for advocacy and policy dialogue.
- Australian investments in PNG are increasingly gender transformative.

The *Pacific Women* program demonstrated that when Australia supports women-led organisations and others focused on gender equality, as well as Disabled Peoples Organisations (DPOs) - through multi-year, flexible funding (including core funding) - to lead change agendas, these organisations will

- utilise and mobilise evidence and lessons and

- work separately and together as leaders and decision-makers of a more cohesive and effective women's movement in PNG and
- engage men and male champions who are willing to progress gender equality and women's empowerment and
- leverage the authority, mandate, and resources of GoPNG, the Australian bilateral engagement in PNG, the private sector, and civil society.

Evidence and lessons demonstrate that this can progress and make visible women's voices and interests, including for women with disabilities.

STO 1.1 - Collective action strengthened though convening and collaborating

Throughout design consultations, stakeholders repeatedly expressed the value of the convening and shared learning agenda of *Pacific Women*. Partners valued being connected with each other in safety to explore ideas, share information, identify shared problems, and consider possible approaches to solutions together. Because this program has a large focus on promoting women's leadership, there will be a focus on culturally relevant coaching, mentoring and mindset coaching that empowers women to name and address the real issues holding them back, and supporting them to find more confidence and self-belief to navigate leadership challenges.

The program will work with partners to develop a schedule of regular events that facilitate networking, peer learning, and the collection and sharing of knowledge. Convening will be used to identify, agree, and prosecute a manageable number of targeted campaigns and approaches of collective activism each year. These will be decided collaboratively by partners, who will be supported to develop joint workplans, and to report back on results and lessons learned through their networks and programs. The Annual Learning Workshop will continue, and co-convening with relevant national organisations such as the National Council of Women (NCW) and the Office for the Development of Women (ODW) is encouraged.

Convening can be undertaken in various ways with different target audiences and intended outcomes. COVID-19 related travel restrictions have forced significant shifts to virtual networks and convening. Inclusion of DPOs and/or women with disabilities will be essential, with a policy of reserved places for DPO representatives at all convening and learning events as a basic starting point. Human Rights defenders were important partners under *Pacific Women* and will be supported and engaged as well. Including younger women and catalytic organisations (informal and formal) and individuals not funded by the program will also be important.

Initial activities under this STO should include:

- An assessment of possible approaches to convening and collective action.
- Mapping and convening current and potential new partners and other relevant representatives (including from AHC investments) to test ideas and facilitate development of agendas for collective action.
- Fund collective action planning, design, implementation, monitoring, learning and continuous improvement.

STO 1.2 - Women have enhanced leadership and decision-making skills, confidence, and opportunities

Lessons from *Pacific Women* demonstrate that efforts to enhance women's decision-making power need to work at multiple levels to provide opportunities, project positive role models, build the recognition of woman's right to make decisions about their own lives, and to support individual women as leaders. This program will take a twin-track approach to women's leadership and decision-making, investing in leadership and decision-making confidence and opportunities, and integrating these across the other EOPOs. For example, women's leadership and decision-making in the private sector will be progressed under EOPO4, and in the public sector through support to policy dialogue with GoPNG and via AHC investments under this EOPO.

At the formal leadership level, this program will offer technical assistance and capacity development support to mandated women's movement leadership – the National Council of Women, the Office for the Development of Women, and their sub-national branches - to fulfil their important leadership roles. Supporting these peak organisations is important to achieving a more coherent women's movement in PNG, and for leverage, scale, and sustainability of program outcomes.

Leadership and decision-making opportunities in the public sector will be pursued through policy engagement across GoPNG and build on initiatives and successes of Australian engagement with GoPNG in central and line agencies at the national and sub-national level.

The program will continue to engage with the UN Women *Women Make the Change* initiative, co-funded with the Government of New Zealand. The initiative invests in strengthening women's decision-making capacity and leadership at the local level. It assists prospective women candidates mount competitive election campaigns at national and sub-national levels. Consideration will need to be given to the role of this program in supporting formal political leadership should funding to Women Make the Change end as scheduled in June 2023.

Initial activities under this STO include:

- Support to local women-led organisations delivering initiatives across all program outcome areas, including leadership and decision-making in the private sector under EOPO4.
- Discussions with NCW, ODW, and DfCDR to agree possible support, including technical advisory support for things like policy review, development, and dialogue; coordination and convening; collaborative work planning and monitoring and data collection, etc.
- Leveraging GoPNG and Australian investments to enhance women's leadership and decision-making opportunities across the public sector in PNG.

STO 1.3 - Advocacy and policy dialogue positively influence agendas of change

Lessons from *Pacific Women* show that key to effective policy dialogue and advocacy are trust and relationships, contextual knowledge, and credibility. This program will support influential partners and networks with evidence and effective approaches and materials to engage in formal and informal policy dialogue. This will facilitate local organisations to progress their own advocacy and policy agendas and as work collectively on actions developed under STO1.1.

There will be a dedicated stream of convening and learning around thinking and working politically and assisting civil society organisation (CSO) partners to understand, access and influence formal power structures and processes. As noted in DFAT's review of policy influence, to influence policies and programs, evidence and insight need to be presented to the right people at the right time in the political and budget cycles by the right (credible) source; and in a way that stakeholders prefer to receive and digest information.[63] Program partners will be supported to engage in policy dialogue in this way. Core funding will be provided to UN Women to fulfil its mandate as a leader of policy dialogue on gender equality and women's empowerment in PNG, as well as donor coordination in this space.

Critical to success will be working through and supporting NCW, ODW, DfCDR, and AHC programs to access and influence key decision-makers and the forums in which decisions are made. Supporting DfCDR on policy development and advocacy for better policy implementation will be important.

The work of the Gender Hub in developing and supporting the implementation of the AHC Gender Action Plan (GAP) and Policy Dialogue Matrix will be important for framing the way multiple relevant AHC investments can tackle shared policy objectives. An initial Policy Dialogue Matrix is available at Annex 3. It will be revised and updated annually by DFAT in consultation with the Gender Hub and Managing Contractor.

[63] Office of Development Effectiveness, *Policy Influence: Lessons from a Synthesis of 2017 Evaluations*. (2019)

STO 1.4 - Evidence-base is enhanced and utilised for advocacy and policy dialogue

Pacific Women provided numerous examples of how credible evidence can influence policy, practice, and behaviour.[64] This program will support evidence-based policy and decision making with GoPNG and other stakeholders as follows:

- Support ongoing harvesting of lessons, collation, and analysis of evidence from program partners, GoPNG, Australian investments, other donors, and from elsewhere, and act as a formal repository for these products.
- Package and share evidence for advocacy and influence, including practice notes, booklets, videos, and infographics, and online learning, podcasts, etc.
- Use convening activities and agendas, and the policy matrix to identify critical gaps in evidence and progress policy dialogue on key issues, including GoPNG funding and implementation of policy priorities.
- Contract the collection of data and evidence as needed, with a focus on using local organisations.

STO 1.5 - Australian investments in PNG are increasingly gender responsive / transformative

This program has a relatively small budget envelope and will work hard to leverage the considerable resources of other Australian investments to achieve shared gender equality outcomes, including supporting efforts to achieve the reintroduced Australian Government 80 per cent performance target to ensure Australia's development investments effectively address gender equality. This program will provide technical support through the Gender Hub to develop, implement, track and report on the GAP for the AHC, due for re-design in 2022. The focus of the GAP will be on:

- Continuing to support mainstream gender equality outcomes across the bilateral portfolio.
- Enhance links and information flows between programs and implementing partners.
- Increase visibility of disability inclusion in gender equality work.
- Harvest, develop and share effective approaches, ways of working, resources, and tools.
- Support enhanced gender training and advocacy capacity for the AHC team.
- Monitor progress against international commitments and the 80 per cent performance target for gender equality.

Success under this STO is predicated on high level leadership within the AHC to support good planning, sound budget allocations, regular monitoring, and remedial action for programs failing to demonstrate results. Therefore, accountability for achieving this STO will be shared between the AHC and the program team.

This program will support mapping of AHC investments, identify areas of complementarity and mutual benefit, and pursue partnerships with programs through AHC and / or directly between implementing teams to achieve shared outcomes. This will be done through the provision of accessible, demand driven and responsive technical support to AHC teams and programs at the activity level, complemented with support at the strategic level via the Quality Technical Advisory Group (QTAG - or its next iteration – currently under development).

[64] One such example was the research on SARV, which was turned into different kinds of advocacy products to lobby GoPNG in various ways for change. As a result, SARV is now talked about in political circles including in parliament, there are increased more police responses, and it was included in the GBV parliamentary inquiry.

EOPO2: INCREASED AWARENESS AND PRACTICE OF RESPECTFUL AND SAFE WAYS OF RELATING BETWEEN MEN AND WOMEN IN TARGET AREAS

Given the prevalence of gender-based violence, this program will continue to invest in GBV prevention and support to the provision of safe and effective GBV response services. There are two GBV related EOPOS and they are critical to the achievement of EOPO1 and EOPO4.

Based on lessons from *Pacific Women*, we know that if the program supports local women-led organisations, male champions, and coalitions for collective action to promote respectful and safe ways of relating between men and women and within communities, then it is possible to achieve increased awareness and practice of respectful and safe ways of relating between men and women and within communities. This can lead to a reduction in violence against women and girls.

STO 2.1 - Effective Information, Education and Communication (IEC) / Communication for Development (C4D) strategies, materials and products are disseminated and applied.

This program will continue to invest in GBV prevention and behaviour change activities that reduce tolerance for violence including SARV, and violence against children and women with disabilities. The program will promote positive norms and champion protective customs and practices based on the lessons from *Pacific Women*.[65] This will be achieved through support to new and existing program partners to continue to scale out effective IEC and C4D strategies, materials, and products. Central to this will be advocacy and influence, and collective action campaigns with male champions and leaders at all levels, across the public and private sector and civil society.

The Family Farm Teams model[66] was mentioned numerous times during consultations as an effective way of changing power dynamics and decision-making at the household and community level. This program will support the scaling out of this and other successful models to new sectors and locations. The program will work through partners, networks, and coalitions to focus public attention on the issue, and to influence policy and decision-making. It will support DfCDR and work through AHC investments to address issues of violence against women in the public services, and address workplace safety in the private sector through partnership under EOPO4.

EOPO3: ACCESS TO SERVICES FOR SURVIVORS OF GBV

The second GBV EOPO is **Women have improved access to coordinated GBV case management in target areas, including women with disabilities.** Based on lessons from *Pacific Women*, we know that when GBV case management pathways are coordinated and program partners are funded to deliver safe and effective GBV response services (with a focus on safe houses and referral services for survivors), then survivors of violence have improved access to support services, including women with disabilities. It is expected that GoPNG can continue to contribute funding to these services, preferably in increased amounts.

This program will focus on support to partners delivering response and referral services for survivors of GBV, complementing the important work of other AHC investments in law and justice. This program will lead on support services. It will be coordinated closely with the Justice Services and Stability for Development initiative which will lead on justice services for survivors of violence, and the Australian Federal Police, which will lead on support to the Royal PNG Constabulary for policing and processing GBV cases.

[65] Pacific Women Shaping Pacific Development, *What Works for Gender Transformative Approaches in Papua New Guinea* (2021)

[66] Pamphilon, B, Mikhailovich, K., Gwatirisa, P., *The PNG Family Farm Teams Manual* https://tadep-png.com/wp-content/uploads/2020/05/The-PNG-Family-Farm-Team-Manuals.pdf

STO 3.1 - Coordinated GBV case management pathways published and disseminated

Pacific Women invested in designing, testing, and improving integrated and coordinated case management systems for survivors of violence i.e., the pathways between health, justice (formal and informal), and social welfare services that enable survivors to access the necessary and preferred services for recovering.

This program will support GoPNG (via DfCDR and across relevant AHC investments) to establish and adopt policies and protocols for GBV case management that are understood across relevant departments and agencies. There are several successful examples and prototypes that can be drawn upon, including the work of Femili PNG funded under *Pacific Women*, as well as some Provincial governments such as East New Britain, which have forged ahead in establishing coordinated referral pathways in the absence of national protocols.

Achievement of this outcome is heavily dependent on the willingness and ability of various GoPNG agencies to work together. Supporting the role of DfCDR to navigate and negotiate across agencies will be essential. Working in lockstep with AHC law and justice and health initiatives will be critical to ensure coherent advocacy and policy engagement. Engagement with the NCW, the Family and Sexual Violence Action Committee (FSVAC) and others may also be useful.

An initial activity will be to map key players in the case management landscape, assess current efforts to coordinate across sectors, and then determine the best way of supporting GoPNG to agree and adopt appropriate policies and protocols.

STO 3.2 - Partners deliver safe and effective GBV services

In recognition of the acute need for GBV responses, this program will continue to support a variety of partners to deliver crisis services for women and girls experiencing violence including domestic and communal violence and SARV. This will require the novation of current activities and / or funding for relevant partners to deliver essential crisis support services.

STO 3.3 - Funding plan for GBV services in place

This program will invest in advocacy and policy dialogue to enhance government attention and funding for GBV services, including through other DFAT programs (e.g. economic program). Given recent political attention and GoPNG 2022 budget allocations to GBV in 2022, the program could explore potential co-funding for frontline service provision with GoPNG through tripartite arrangements with service providers. Connecting third party service providers with even small amounts of public funding through complementary funding arrangements binds service providers to local policies, plans, standards, and systems, and allows government to learn and generate legitimacy.

The program will encourage a diversification of funding sources for service delivery including through Member of Parliament /district funding, private sector, and other donors.

EOPO4: WOMEN'S ECONOMIC EMPOWERMENT

The expected change over 10 years in women's economic empowerment is that **selected partners expand women's financial decision-making powers and employment opportunities, including women with disabilities**. This program will invest in promoting positive employment culture and practice by working with the private sector and public sector to promote gender equality in the workplace.

There will be several modest, catalytic investments under this EOPO that complement the work on leadership and decision-making, advocacy and influence, and leveraging under EOPO1. While *Pacific Women* invested in some income generating activities for women, including for the establishment of women-owned micro and small businesses, this work will be scaled back under this program, with the possible exception of income generation support for survivors of GBV accessing program funded services under EOPO3. Success in this area under *Pacific*

Women was mixed, and the ability to take successes to scale through locally led and efficient modalities was limited. While some activities such as support for the Women's Business Resource Centre will be novated across to this program, it will be with a view to transitioning to local sustainability as soon as possible.

STO 4.1 - Business coalitions and professional bodies advocate and influence employers, and STO 4.2 - Targeted employers adopt and implement more inclusive employment culture and practice

The program will continue to work with key partners in the private sector such as the Business Coalition for Women (BCfW) to support women's rights to safety in the workplace, access to promotions and career pathways, and involvement in leadership and decision-making in the workplace. The promotion of policies and practices that support women's recruitment, retention and professional development is transformative, and the increasing number of companies subscribing to BCfW bears testament to the positive impact of its work. Any work in this space will be extended to include women with disabilities.

Positive outcomes achieved through BCfW could be extended via partnership with the PNG Institute of Directors, the peak body for all Company Directors on corporate Board members in PNG. The Institute currently has an all-female leadership that is continuing a proactive agenda of substantially increasing the number of women on corporate Boards in PNG. This is potentially a significant opportunity to extend the uptake of gender transformative policies and practices across the corporate sector in PNG.

Consideration could be given to innovative partnerships and financing arrangements with the private sector to incentivise reform. Leveraging these for gender equality outcomes across all outcome areas will be important.

Through EOPO1, the program will support enhanced employment opportunities, in the public sector through support to DfCDR and via the AHC GAP, including promotion to leadership and decision-making roles. EOPO1 will also consider reform in regulations, policies and services that affect how women gain from and influence both the formal and informal economies. Leveraging and gathering further evidence on the development gains in investing in gender equality and women's empowerment will also be considered.

STO 4.3 - Women have improved capacity for financial decision-making in target areas

The program will seek to expand the successful Family Farm Teams approach and other successful models (e.g. CARE's Family Business Management model) together with key partners, and to increase the focus on inclusion of women with disabilities. In the spirit of leveraging networks and coalitions for scale, this requires understanding the fundamental tenets of success, and working out ways to deliver similar outcomes in other sectors and places through networks and partnerships rather than simply expanding funding to existing implementing partners. The program will continue to promote positive social norms under EOPO2 that enhance women's decision-making powers, including over financial matters.

4. DELIVERY APPROACH

Building on lessons and successes from *Pacific Women* and based on feedback through design consultations, this program will adopt the following delivery approaches:

- Local leadership – strategically, technically, and operationally - by local women situated in a Program Management Team in PNG, with nuanced and empowering support from the Managing Contractor (MC).
- Strategic partnerships - with credible local women's organisations, with support from international partners where required, with GoPNG, the private sector and core funding for UN Women.
- Enhanced technical capability - including a Gender Hub.
- Strong linkages with the Pacific Women Lead and other relevant initiatives.
- Focus on targeted areas and leveraging other programs for national reach.

4.1 LOCAL WOMEN LEADERSHIP

Pacific Women clearly demonstrated the central importance of local women and men, as individuals, groups, and coalitions, in addressing gender inequality. This approach modelled the value of diversity in leadership, highlighted the very real capacity of PNG's professional women, and changed the way local partners and GoPNG engaged with and viewed the program, and in so doing, enhanced access and influence.

Critical to the success of this approach under *Pacific Women* was the considerable support provided by the MC in such a way as to empower the local team to lead and manage the program through a strategic, technical, and operational backbone, most of which operated remotely. This will be continued.

The MC will develop a Localisation Plan within the first six months of the program for approval by DFAT and then implementation, tracking and reporting against in six-monthly Program Progress Reports.

4.2 STRATEGIC PARTNERSHIPS

4.2.1 Community-based and women-led organisations

Pacific Women demonstrated that community-based and women-led organisations, are the most significant mechanism for progressing gender equality and long-term social change. These organisations are connected to communities, are well placed to understand the opportunities, constraints and risks entailed in advocating for change, support current local agendas, and provide high quality programs tailored to women's needs.[67] Therefore, long term strategic partnerships with women led and community-based organisations, funded through flexible, multi-year grants that include core funding, will remain a central delivery approach for this program.[68] Partnership with DPOs and Human Rights Defender's Organisations have been – and will continue to be – critical local partners for this program. While partners will be engaged via grants in the medium term, there is merit in considering a Women's Fund for PNG in the future as an alternate means of funding local organisations.[69]

4.2.2 Partnerships between local and international organisations

Pacific Women worked primarily through international Non-government Organisations (INGO) in collaboration with smaller local organisations. This allowed for the engagement of smaller local CSOs with limited capacity to manage DFAT grant requirements and supported local organisations to develop and grow. It meant that program management were less likely to be drawn into administrative and operational issues and could maintain their focus on strategic priorities.

COVID-19 related travel restrictions have forced all organisations to work differently, with less direct engagement by international partners, increased local management and oversight, and alternate ways of supporting local leadership. International partners should know by now where capacity support is critical, and how to work in ways which empower local organisations and individuals to own, lead and manage activities.

To enhance local ownership, leadership, and sustainability, this program will adopt procurement conditionality around grants, including:

- A greater share of funding reaching local women's organisations and local change agents, with a set proportion of grants to INGOs being managed by their local partners, and transparent reporting on how much INGO funding is managed by local partners.
- Leadership by women in grantee partners, including a percentage of leadership posts held by women.
- Formal partnering arrangements with DPO partners.

[67] Locket, K., Bishop, K., *A Practical Guide on Community Programming on Violence against Women and Girls* A DFID Guidance Note https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/264401/VAWG-guidance-chase.pdf (2012)

[68] Please refer to the *Small Grant, Big Results*, Practice Note from *Pacific Women* for more details and examples

[69] Draw on lessons from Fiji Women's Fund and other similar mechanisms, and the global literature regarding the benefits of such arrangements.

4.2.3 Alignment and partnering with GoPNG

The move toward working more directly with and through GoPNG is a significant shift from *Pacific Women*, which worked predominantly through local and international NGOs and CSOs. It is reflective of recent changes in relevant departments and institutions – such as DfCDR, the ODW, and NCW – as well as the recent prominence of significant issues in parliament, translating to new GoPNG budget commitments for GBV, and more prominent political discourse on relevant issues such as women's political representation.

As mentioned elsewhere in this document, this program will:

- Explore options to work more directly with DfCDR, NCW and others to support local leadership in the women's movement and on gender equality and women's empowerment.
- Support these institutions and leverage other AHC investments to influence and support GoPNG more broadly on gender equality.
- Enhance alignment through program management (joint planning and activities), monitoring and reporting wherever feasible and appropriate.

4.2.4 Partnerships with other development actors

UN Women will receive annual core funding to fulfil its leadership role in policy dialogue and donor coordination and supporting GoPNG to engage with and report against global commitments and accountability measures such as CEDAW and the Gender Inequality Index. This will replace the current activity-focused funding and will encourage a focus at the strategic leadership level rather than activity implementation. Funding arrangements will be managed by AHC but will be included in this program's budget.

4.2.5 Research institutions

This program will identify gaps and contract generation of evidence and research where necessary. This will be done through one-off, deliverable-focused contracting arrangements, rather than multi-year grants to international research partners. Emphasis will be on working through local research institutions to deliver, and where appropriate, multi-year grants with local research organisations may be considered.

4.3 ENHANCED TECHNICAL CAPABILITY

The program will bolster the gender technical capability available to the program team, partners, and the AHC via a Gender Hub – see Annex 4 for an indicative Scope of Services. The Gender Hub will need to quickly establish credibility, prove its utility, and build effective working relationships with both GoPNG and AHC to ensure that it is influential, has authority, and is able to support the program to leverage and influence.

The program will have sufficient technical leadership capability across key outcome areas to deliver the program outcomes – directly and through strategic partnerships. See Annex 5: Indicative Team Structure.

Following lessons from *Pacific Women*, the program will continue to provide mentoring and capability support for organisational development of funded partners, which may be extended to some unfunded organizations via convening and learning activities. This includes in areas such as program management and decision-making, activity design, monitoring and evaluation, operations, and policy compliance. Capacity support will be firmly focused on transferring skills into organisations including the ability to progressively take on management roles.

4.4 LINKING WITH REGIONAL PROGRAMS

Maintaining and enhancing links to relevant regional programs and initiatives will be important, including for Pacific Women Lead, the Pacific Feminist Forum, and DFAT's Indo-Pacific Sexual and Reproductive Health and Rights COVID-19 Response. Ways in which links could be fostered and enhanced include:

- Supporting relevant local leadership (e.g., NWC, ODW, DfCDR) to engage in regional policy dialogue.
- Including representation from regional initiatives in relevant program convening, learning, and policy dialogue activities, and ensuring representation from this program in relevant regional forums / events.
- Consideration of representation from Pacific and PNG Women Lead on each other's governance bodies.
- Via UN Women as the global body for policy dialogue and donor coordination.

4.5 GEOGRAPHIC FOCUS

Given the scale of the development issue being addressed and the relative budget of this initiative, focusing the investment geographically will be important. This will allow for concentration of convening and movement building, learning and knowledge sharing, advocacy, and influence and leveraging strategies. It enhances program visibility and the ability to deliver results that are more than the aggregation of partner activity outcomes.

While the final geographic focus areas will be decided during the development of the first Annual Workplan and in agreement with AHC, the following principles should be applied:

- Partners that are to be novated for multi-year funding arrangements have important relationships and networks in their geographical areas of work and this should be protected and enhanced.
- Maximising the opportunities to leverage other AHC investments working at the sub-national level. This could include utilising other programs' sub-national advisers and teams to extend reach and results, and drawing on other sub-national resources for activity and partners support where appropriate.
- Ensuring that there is adequate representation from diverse settings across the country so that work at the national level – including policy dialogue – is informed by different settings.

Based on these principles, an initial list would include East and West Sepik, Eastern and Western Highlands, Morobe, National Capital District, and the Autonomous Region of Bougainville (ARoB).

Regardless of the final list, it is reasonable to assume that needs and opportunities will arise in other geographic locations over the lifetime of the program to which the program will be expected to respond. Application of an 80:20 rule would give the program some scope to be responsive to these needs and opportunities. This might include ensuring that convening and learning events include representation from across PNG to ensure that collective action is inclusive and sharing of lessons, tools, and materials allows non-funded partners to extend reach and coverage in other locations.

Investments in the Autonomous Region of Bougainville (ARoB) through *Pacific Women* demonstrated much progress. Future ARoB specific work will be planned and reported in consultation with the DFAT ARoB team to enhance alignment with the strategies and plans of the Autonomous Government of Bougainville, as well as the AHC partnership with this government. The program will undertake detailed consultations with relevant stakeholders and partners in ARoB, and based on these, update the Annual Workplan (or Investment Plan) in the first six months of implementation. The Program Logic will be adapted for the context. It will be important to include relevant initiatives funded through this program as well as through the AHC partnership in ARoB. Partners and stakeholders from ARoB will be included in the broader program convening, learning, policy dialogue and other events and strategies.

4.6 ADDITIONAL DELIVERY APPROACHES

The following additional approaches are embedded in the program logic and delivery mechanisms.

4.6.1 Addressing power dynamics & social norms

The program will continue to support strategic interventions that change social norms about gender roles and encourage women to make their own decisions and advance their own views. We know that the root causes of inequality involve uneven power dynamics and we also know the importance of fostering mutual understanding of the collective benefits of equality. The program will promote positive norms and champion protective customs

and practices across all outcome areas based on the lessons from *Pacific Women* and evolving evidence and lessons.[70] We will continue to support women's leadership and decision-making at all levels, shifting cultural norms and attitudes relating to their capabilities in the workplace, in communities, and in households. It will be particularly important to address the power dynamics and norms that affect women with disabilities.

4.6.2 Thinking and working politically

Thinking and working politically means understanding that both political and technical dimensions are central to development outcomes, and that agency is important and unequal. Thinking and working politically is critical for changing norms and practices, leveraging resources, influencing policy dialogue and decision-making, including formal processes in the public and private sector, and less formal ones in communities and households.

This program will facilitate robust and continuous context analysis to ensure the program is most likely to extend activities and modalities that can deliver outcomes and discontinue investments that are unlikely to lead to change. This will be achieved through Political Economy Analysis, Learning and Reflection workshops, etc.

Additionally, the program will support partners to understand the power dynamics in which they are operating, and to leverage champions and incentives to maximise impact. Lessons from *Pacific Women* and elsewhere suggest that CSOs can be uncomfortable working with formal power and can try to work around it. However, with support and in collaboration with others, they have proven successful in prosecuting agendas of positive change. As one person noted during consultations "the door is open and there are champions for change at all levels of GoPNG … the program needs to walk through the door". Supporting the NCW and DfCDR in their negotiations with central Ministries and political representatives will be important.

4.6.3 Working with men and boys

In line with global and national evidence, the program will continue to work with men and boys to address perceptions of masculinity and jointly determine constructive ways of establishing and / or maintaining healthy relationships between men and women. Identifying credible change agents to help embed new ideas and approaches was a successful approach under *Pacific Women*, and this program will continue this strategy.[71]

The program will continue to support implementation models that moderate women and men's engagement to ensure that women's voices are heard. This approach has been used successfully in PNG including through the AHC Inclusive Governance activity, and through the Family Farm Teams, both of which adopt approaches that include women and men and embed processes that do no harm.[72]

5. GENDER, DISABILITY AND CROSS CUTTING ISSUES

The OECD-DAC gender policy marker for this investment is 'principal' meaning that gender equality is the main objective of the investment and is fundamental to its design and expected results. This investment takes a proportionate approach to intersectionality: while it will model inclusive practice, its principal focus on intersectional disadvantage will be on age and ability by ensuring that the needs of women with disabilities are included across all EOPOs, and that the voices of adolescent women are included across the program.

5.1 WOMEN WITH A DISABILITY

During consultations a range of partners acknowledged that there was a real need to expand and enhance inclusion of women with disabilities into activities and ensure that they benefit from program outcomes. Some partners acknowledged that they struggled to mainstream disability inclusion into their activities and would like

[70] *Pacific Women*, What Works in Gender Transformative Approaches in PNG.

[71] Pacific Women Shaping Pacific Development, *What Works for Gender Transformative Approaches in Papua New Guinea* (2021)

[72] Robinson, R. *Inclusive Governance in Papua New Guinea* (2018). Available at: https://www.care.org.au/wp-content/uploads/2018/10/PNG-GovernanceReport.pdf

additional assistance to increase their ability to do so in future. It was noted that DPOs were overstretched and were often staffed by unpaid volunteers, and that engaging with them often added to their burden.

Inclusion of women with a disability is explicitly referenced across all outcome areas, and the program team and partners will be accountable for delivering these outcomes, including reporting on substantive indicators of progress and change. All program partners will be expected to mainstream disability inclusion across program and activity plans, design, implementation, and monitoring, to support participation of women with disabilities. The program will track, measure and report on progress against inclusion of women with disabilities across all program outcomes and activities and will support continuous learning and improvement on practices and approaches to delivering against program outcomes for women with disabilities.

Supporting women with diverse abilities and requirements is challenging and requires genuine engagement and ongoing collaboration. Public participation and visibility of women with disabilities is important to address negative social norms and ensure that agendas for change includes and incorporate the aspirations and requirements of women with disabilities.

Program partners will be expected to enter into formal partnership arrangements with DPOs, and these should include core funding and capacity support to these overstretched organisations. The program may consider direct partnerships with one or more DPOs, noting that it may be more administratively effective to engage via existing, capable partners. The program could respond to the request from DfCDR during consultations for capacity development support for the National Assembly of DPOs.

These partnerships will support the program to work with DPOs throughout the life of the program to ensure that women with disabilities are thoroughly represented at all levels from governance to management to activities. The program will engage appropriately with DPOs across all outcome areas, ensuring the investment aligns with the strategic priorities of DPOs. Addressing challenges related to capacity and resources is encouraged.

5.2 CHILD PROTECTION AND SAFETY

This program will have a modest but catalytic focus on child protection and safety that goes beyond compliance and may include:

- Support to convening, learning, and policy dialogue on Child Protection and safety.
- Shared learning on successful strategies, approaches, tools, and materials, and measuring progress.
- Delivering outcomes for adolescents and families, including survivors of family and sexual violence.
- Consideration of collective action and policy dialogue on issues that affect adolescent girls.
- Violence prevention strategies that including addressing violence, abuse, and exploitation of children.
- Improving access to safe and effective services for child survivors of GBV.

5.3 WOMEN IN CRISES AND CLIMATE CHANGE

The 14th *Triennial Conference of Pacific Women* (April 2021) noted that the climate change crisis represents the single greatest threat facing the well-being, security, and livelihoods of people in the Pacific. PNG is particularly vulnerable to climate change and is ranked by the World Bank as the tenth most vulnerable country in the world to the risk of climate change[73]. Global evidence shows that women are more vulnerable in times of crises, and there is clear intersectionality between gender equality and the increased incidence of natural disasters in PNG, including the recent COVID-19 pandemic.

In line with DFAT's twin-track approach to integrating climate action and disaster resilience in the aid program, PNG Women Lead will develop and implement an approach to mainstreaming responses to climate change during inception and will reflect and report on how this is implemented as part of the investment's management and

[73] https://climateknowledgeportal.worldbank.org/country/papua-new-guinea

MEL practices. Noting Australia's evolving climate change policy, the MC will respond flexibly to incorporate any new policy directions into the investment during implementation.

The program will also consider the following:

- EOPO1 – enhancing understanding of the impacts of climate change on women and girls supporting better integration of gender equality in disaster preparedness and climate change policy and encouraging women's leadership and decision-making in relevant fields and mechanisms.
- EOPO2 – promoting practice of safe and respectful engagement between men and women, including in crises and over decisions such as accessing services, health seeking behaviour, and vaccination uptake.
- EOPO3 - support for the continuation and where possible, expansion of services, knowing that GBV tends to increase during and in the immediate aftermath of crises and disasters.
- EOPO4 – integrating climate change considerations into workplace practices and policies.

6. IMPLEMENTATION ARRANGEMENTS

6.1 GOVERNANCE ARRANGEMENTS

This program is designed to enhance in-country ownership and leadership. During design consultations, the Department of National Planning and Monitoring requested the establishment of the Program Steering Committee (PSC) in line with the GoPNG Development Cooperation Policy. DfCDR noted that they would like to be integral to program governance. Therefore, a PSC will be established.

The purpose of the PSC is to provide strategic guidance and decision making about priorities, budgets, and activities and approve the program Annual Plan, which will include priorities, main activities, budgets and resourcing, risks (including fraud and any high-level risks such as SEAH), lessons learned, program performance and reporting. The PSC will advise on alignment with both governments' strategic priorities and review program performance and progress.

The PSC will include representation from NCW, DfCDR and ODW, a DPO, and a representative from Pacific Women Lead. Consideration should be given to representatives from civil society and the private sector. DFAT and GoPNG can, at their discretion, invite representatives from other relevant partners to participate in PSC meetings. Final representation should ensure that the voice of young women is represented. The PSC will be co-chaired by the AHC (SES Band 1 level) and GoPNG and chairing responsibilities would be rotated. Given the partnership principles between Australia and PNG it is expected that decisions will be made by mutual agreement. Financial approvals and contractual accountability must rest with DFAT. The PSC will oversight fiduciary and program risks. The MC will provide secretariat support to the PSC.

A significant feature of the PSC is that it will take an interest in the overall picture of gender equality programming in PNG and will have a strategic advisory role in engaging with AHC on the gender equality mainstreaming and transformative change through Australia's bilateral program. The PSC will therefore have a (high level) view of Australia's entire development program in PNG and can make suggestions to address gaps or increase impact. DFAT bilateral programs will have the opportunity on an annual basis to share their progress on gender transformative approaches and outcomes with the PSC.

Technical level engagement with GoPNG should be via the relevant teams, committees, and forums already in place in DfCDR, NCW and the ODW.

These proposed governance arrangements will be confirmed by GoPNG, AHC and the MC in the first six months of the program operations. This will include the frequency and scope of reporting from the Program Management Team to the PSC.

6.2 MANAGEMENT ARRANGEMENTS

The program will be delivered through an MC engaged by the Australian Government. The MC will be contracted for an initial five-year period with an option to extend for up to five-years.

6.2.1 Responsibilities of DFAT

A key success of *Pacific Women* was the "one team" approach between AHC and the program leadership team. It was noted during consultations that a well-resourced AHC team makes a big difference to quality of relationships. It is assumed that AHC will continue to dedicate sufficient resources within AHC for joint program management.

Working with the program leadership team, DFAT will set the strategic agenda and lead on engagement with GoPNG to ensure strong bi-lateral engagement. DFAT will allocate 1 FTE A-based (First Secretary) in the first six months then 0.5 FTE A-based (First Secretary) thereafter, and 2 FTE LES to manage the program and contract, with significant oversight and support of the Counsellor for Program Strategy and Gender Section.

DFAT, the MC and the Contractor Representative will formalise their ways of working through a partnership workshop to ensure that all parties are working together as one team that promotes more effective outcomes for the program. The initial workshop will be held within the first three months of the program.

Format of regular management meetings will be agreed as part of the partnership workshop, but as a minimum, DFAT (First Secretary and the LES Senior Program Manager) will meet with MC management team on a weekly basis for the first three months of inception. Discussion of risks (including fraud, SEAH, child protection and other safeguards issues) will be a standing item at every management meeting.

Responsibilities for DFAT include:

- Participating in the governance mechanisms that endorse the strategic direction for the program.
- Monitoring of program activities and negotiating changes of strategic direction where needed.
- Approving Annual work plans, strategies, progress reports, milestones, and other deliverables.
- Lead on strategic engagement with relevant GoPNG counterparts to ensure outcomes of relevance.
- Management of the MC contract in ways that support achievement of outcomes.
- Donor liaison and harmonisation across the AHC portfolio and Identifying opportunities for collaboration.
- Reporting to senior levels of DFAT and the Australian Government, and the PSC. This includes on progress against the GAP and responses to PSC feedback on gender equality across the DFAT bilateral program.
- Monitoring of MC compliance with Australian Government safeguards and policies including MC fraud control responsibilities, PSEAH and Child Protection.
- Overseeing and managing risk at the investment level throughout the investment cycle which includes updating the Investment level risk register and Risk Factors Screening Tool quarterly.
- Supporting program implementation in keeping with value for money principles
- For activity agreements that cannot be held by the MC (e.g. UN agreements), DFAT will lead and manage compliance with Commonwealth legislation and DFAT's policies and guidelines on financial management, due diligence, fraud control, risk, gender equality and women's empowerment, PSEAH, Child Protection, and Environmental and Social Safeguards.
- For activity agreements that cannot be held by the MC (e.g. UN agreements), DFAT will work collaboratively with the MC on reporting and monitoring of these activities.

AHC may commission independent assessment of the program (independently or via the AHC QTAG) and conduct performance assessments, including Partner Performance Assessments.

6.2.2 Responsibilities of the Managing Contractor

The MC will provide the full range of leadership, technical and operational capability to deliver the implementation of the program design. This includes:

Strategy, leadership, and management

- Support local ownerships and leadership of the program, including increasing capacity of local partners to take on management and decision-making roles initially undertaken by the MC.
- Recruitment, mobilisation and deployment of technical capacity and assistance.
- Development and implementation of costed six-monthly workplans that deliver program outcomes.
- Design and quality assurance of new activities supporting program outcomes, in partnership with local stakeholders.
- Manage partnerships through multi-year, flexible granting arrangements that facilitate local leadership and ownership and deliver outcomes.
- High-quality, concise, and relevant routine and ad hoc reporting to DFAT and GoPNG.
- Enable effective engagement with GoPNG, and effective engagement between DFAT and GoPNG.
- Enhanced ability to influence and coordinate with other AHC investments.
- Consistent, deliberate, and coherent approach to including women with disabilities.
- Development of a high-quality communications and media strategy and activities.
- Quality assurance of strategic outputs and deliverables.
- Support and encourage continuous improvement.
- Risk management at agreement level, including on fraud, PSEAH, Child Protection, and preparation of a disaster risk and mitigation plan.

Monitoring, evaluation, and learning (MEL)

- Design, implementation and review /updating of the MEL Framework, plan, and procedures.
- Facilitation of cross program collaboration and learning, and knowledge management and exchange.
- Implementation of a quality learning, reflection, and adaptation cycle.
- Procurement of independent assessments, evaluations and studies as required.
- Oversight of development, maintenance and upgrades of program data and information management.

Operations and Personnel

- Development and ongoing management of standard operating procedures.
- Financial management including budgeting, expenditure, reconciliation, acquittals, and reporting.
- Operational management (finances, HR, administration, procurement, IT, office, logistics, etc.)
- Novation of activities as required.
- Security of personnel and property.
- For partners engaged and managed by the MC, compliance with Commonwealth legislation and DFAT's policies and guidelines on financial management, due diligence, fraud control, risk, gender equality and women's empowerment, PSEAH, Child Protection, and Environmental and Social Safeguards.
- Management of the program risk register, risk mitigation and remedy, including a three-monthly review, update and discussion with DFAT of the risk register.
- Deliver Value for Money.

6.2.3 Work Planning

An annual program work plan will be developed by the MC and will allow for planning across the Australian Government financial year (July to June) and GoPNG financial year (January to December). It will:

- Enable GoPNG and DFAT to review and agree on strategic priorities for the coming year and beyond.
- Outline the main intended activities and outputs and how they will be implemented and monitored.
- Be costed and detail the financing and resourcing requirements to deliver the plan.
- Identify finance, planning and resourcing implications for GoPNG.

The Annual Plan for the Program will be developed through key activities including:

- Consultation with DfCDR on priorities and opportunities for joint activities for pursuit of mutual outcomes, skills transfer and technical capacity building, joint advocacy and policy dialogue, and leveraging of GoPNG resources to achieve outcomes.
- Consultation and joint work planning with program partners to discuss their organisational priorities and agree activities and funding allocations to deliver program outcomes. This allows partners to retain long term and predictable funding, yet flexibility in the annual planning cycle for them to adapt to changing circumstances and priorities (so not locked into a multi-year plan).
- Convening to identify and develop a Collective Action Agenda with funding allocated to the activities by the partners. Convening may include grantees such as DPOs and Human Rights Defenders.
- Context analysis and consultation to identify potential new program partners. New partners can be selected each year, with variable funding to be allocated across Partners depending on annual priorities.
- Coordination with AHC to agree joint actions through the GAP to leverage and scale outcomes.

Work planning for ARoB will be developed concurrently in consultation with the DFAT ARoB team and will be Annexed to the PNG Women Lead Annual Work plan.

The format of the Annual Work Plan will be agreed between AHC, the MC, and key program partners (including GoPNG) in the first six months of the program.

6.2.4 Reporting

The MC will produce six-monthly progress reports in line with DFAT standards, to be presented to DFAT and GoPNG via the PSC in January and July each year. Reports will include an assessment of progress towards intended outcomes and a consolidated activity update against the program annual workplan and relevant GoPNG plans. The performance report will provide summary data on each of the main activities, as well as cumulative outcomes since the program began. It should showcase stories and voices from across the program.

Implementing partners should provide the Program Management team with succinct and user-friendly six-monthly activity progress reports, timed to feed into the program report. The narrative reports will include an analytical summary of progress against milestones, progress towards objectives, annual work plan and budget.

All reports will need to clearly articulate progress on outcomes for women with disabilities.

Reporting will include a breakdown by Province to support sub-national engagement.

6.3 EARLY ACTIVITIES AND TRANSITION ARRANGEMENTS

The MC will need to undertake early program establishment activities, and simultaneously novate and transition activities currently funded under *Pacific Women* that have timeframes beyond the end of that program. A smooth transition from current arrangements is important to ensuring continuity of critical services.

Activities for novation are listed in Annex 6: Activities for Novation and Transition and fall into two categories:

- Activities for novation with a view to continued, long term partnerships.
- Activities for novation with a view to closing out and / or transitioning to local organisations.

The MC may novate long term partnerships and build in a 12-to-18-month transition phase to allow time for an assessment and adjustment of the activity to ensure it aligns with the revised program logic and delivery approaches, including for conditionality around INGO grants, and leveraging AHC and GoPNG for scale.

Additionally, to maintain progress towards achieving EOPOs, new activities will need to be identified, designed, and implemented. Principles for selection of new activities and partners include:

- Alignment with program logic.
- In-country capacity of a partner to own, lead and deliver the activity effectively.
- Ability to deliver outcomes for women with a disability.
- Sustainability.
- Value for Money.

Some activities that could be considered early include:

- Approaches to scaling up the Family Farm Teams model through local organisations and other programs and sectors, noting that the Coffee Industry Support Project with CARE will end with *Pacific Women*. The MC will decide how to take the outcomes forward and to scale.
- Approaches to scaling up the GBV and SARV related work that was funded via Oxfam and FHI 360, noting that the activity will end with *Pacific Women*. The MC will decide how to take the outcomes forward and to scale.
- Working with the PNG Institute of Directors to support EOPO4 outcomes.

Other early technical activities include:

- Holding a partnership workshop to establish ways of working.
- Undertaking an Environmental and Social Impact Assessment and developing a program-level risk assessment and management strategy.
- Establishing the Gender Hub.
- Engaging with AHC on the Gender Action Plan.
- Developing a detailed MEL Plan and Localisation Plan.
- Developing a Convening and Learning agenda.

6.4 PROFILE, BRANDING AND PUBLIC DIPLOMACY

The current *Pacific Women* program is a highly visible program in PNG and makes a substantial contribution to the positive public profile of Australian development. Branding is important for profile building and therefore access and influence.

From July 2022 the program will be referred to as PNG Women Lead. Like *Pacific Women*, the new program will be visible and will continue to contribute to the visibility of Australia's development cooperation in Australia and in PNG. Public diplomacy will promote the value of the program to Australian audiences, including to government, parliament, and the public. In PNG, public diplomacy will be targeted to key stakeholders and support Australia's diplomatic relationships with the GoPNG. Efforts will be made to profile PNG Women Lead to Australian audiences using a variety of media and methods including social and traditional media, articles and think pieces, and engaging with key influencers and groups in Australia.

The program will support the bilateral relationship by ensuring that the Australian Government is credited and acknowledged as a key development partner and by regularly furnishing Australian Government and PNG program partners and stakeholders with information regarding the program. The program team will support DFAT's efforts by preparing communications materials, briefing notes, stories of change and case studies, social media materials, and by contributing to regional and global development dialogues.

The MC will be responsible for the development and implementation of a public diplomacy and communications strategy. The strategy will outline public diplomacy and communication goals and provide a detailed plan for how these goals will be achieved. The MC will work in close collaboration with DFAT to

develop the strategy and support delivery. Pacific Women Lead regional program will be consulted on any branding requirements that may impact the PNG Women Lead branding strategy.

Through public diplomacy and communications efforts, the Australian Government will demonstrate and effectively communicate how its aid investments contribute to increasing recovery, prosperity, and stability in PNG. The program team and DFAT will need to draw PNG program partners and stakeholders' attention to the contribution and impact of the program, making it visible and tangible.

6.5 SUSTAINABILITY

This Investment Design Document has emphasised the importance of supporting, facilitating, and catalysing sustainable change. The Theory of Change and Ways of Working draw attention to the need for systemic change that is locally owned and locally led, and enhances the collaboration, networking, movement building and leveraging – across the public and private sector, and civil society – to embed sustainable outcomes. It heightens the emphasis on embedding change in GoPNG. The program takes a gender transformative approach focused on shifting norms, attitudes, and behaviours, and thinking and working politically to influence well beyond program activities and partners.

7. MONITORING AND EVALUATION

A detailed MEL Plan will be developed by the MC within six months of implementation, and a baseline and formal MEL system should be operational within the first 12 months of the program. Annex 7 represents an indicative MEL Framework (MELF) based on the initial priority activities, goal and intended outcomes. The MELF covers the five-year period of the program and will be updated annually. The finalised MELF should map to Tier 2 indicators of DFAT's *Partnership for Recovery* Performance Assessment Framework.

The program MEL system will be developed by the MC and refined in consultation with partners and be regularly revised through implementation.

7.1 PURPOSE OF MEL

The purpose of MEL for this program includes:

- Supporting program management and partners to carry out regular and systematic assessment of progress towards outcomes.
- To ensure accountability of the program to all program partners and stakeholders, including Australian taxpayers and the people of PNG.
- To support learning and decision making for the improvement of the program and reflection and sharing of what works, what does not, for whom and under what circumstances.
- To generate evidence and information that supports the program theory of change and that can be communicated to influence program stakeholders.
- Support GoPNG decision making to improve program delivery and meet their reporting requirements.

7.2 KEY PRINCIPLES FOR MEL

Flexible and adaptable: to respond to local contextual factors and emerging opportunities, embedding processes of testing, learning and iteration to find solutions, and assess experience. The MEL should also monitor the ways of working and assess if partnerships are effective (i.e. is the program working with the best partners to achieve outcomes; and is the program supporting partners effectively). Where relevant, activity monitoring will be supported by partners' own MEL capacity to support ongoing reflection, co-creation, and adaptation with partners in their context.

Practical and user friendly: MEL activities and tools will be developed in ways that are readily understood and implemented by people engaging with the program, and outputs that are accessible to a wide audience. It should maximise participation and engagement of relevant stakeholders, and link to GoPNG systems where relevant

Fit for purpose: balancing the need for information, regular accountability and contract compliance with the time required to collect, analyse, and use meaningful information.

Gender and disability sensitive: data will be collected, analysed, and reported disaggregated by sex, disabilities, and where possible, significant age groups (i.e. to capture data on children and boys/girls). Key MEL activities will engage representatives from women's groups, DPOs and young people in design, collection, analysis, interpretation, and validation. They may draw on the methodologies and questions of the Washington Group on Disability Statistics or other relevant updated valid tools.[74]

Emphasis on learning: prioritising the need to internalise and share lessons above judgement of performance.

Reflect performance: reflect performance and results of the whole program as well as outcomes and progress at the activity and program partner level.

MEL will have a **strong communications focus** and will be used for accessible products and events facilitating transfer of ideas and experience.

Reviewing **performance and value for money** of the MC.

7.3 MEL METHODS AND APPROACHES

The collection of data and information for MEL will require a variety of tools and methods and may include:

- Six-monthly whole-of-program outcome and delivery monitoring, including data and evidence from progress reports from partners. Program partners may be required to incorporate a small number of common indicators into their own MELF to enable aggregation and comparative analysis.
- Case studies and Stories of Significant Change including Significant Policy Change, and outcomes harvesting.
- Political Economy and other context analysis, including tracking commitment and willingness of GoPNG to support sustainable and inclusive change.
- Six-monthly reflection meetings for key implementing partners and AHC.
- Annual Partnership Reviews/ Health checks.
- GoPNG data sources, including for GBV case management.
- Regular field monitoring visits.
- PSC meetings and dialogues.
- Regular meetings with other donors and the private sector.

The program will hold an annual workshop to bring together partners and other stakeholders to share their work and reflect on their collective impact. It should include representation from Pacific Women Lead.

The MEL System will build on the *Pacific Women* Management Information System, to be negotiated with *Pacific Women Lead* regional program.

7.4 ROLES, RESPONSIBILITY AND RESOURCES

The primary users of the MEL information will be the Program Management Team, AHC and the PSC. Secondary users will be national and sub-national government stakeholders, Pacific Women Lead, relevant GEDSI professionals, and other DFAT staff who wish to be informed about progress and results.

The MC will provide MEL functions including:

74 http://www.washingtongroup-disability.com

- Monitoring and evaluation across the program components.
- Development of tools for data collection and performance tracking.
- Provision of training and support to the implementation team and program partners.
- Management Information System management.
- Reporting on progress.
- Communications.

Program partner capacity to provide high-quality data will require ongoing and targeted support.

DFAT staff at Posts will ensure compliance with DFAT monitoring and evaluation standards.

In line with DFAT quality standards, around five per cent of the investment budget should be allocated to MEL.

7.5 INDEPENDENT EVALUATION

It is preferable that the AHC Quality and Technical Advisory Group (QTAG), which was being redesigned at the time of writing this design, is engaged to provide independent technical advice and undertake independent program monitoring. However, should this not be in line with the new scope of the QTAG, independent monitoring and review may be contracted by AHC. DFAT should initiate a mid-term review of program performance ahead of any Head Contract extension. This review should also examine how effective the program modality is, including approaches and progression towards localisation.

8. BUDGET AND RESOURCES

The program budget is of AUD55 million for five years (2022-27), subject to annual Australian parliamentary appropriations. Notable in the budget are the following features:

- The budget is generally evenly split across the five years at approximately AUD11 million per year.
- EOPO 3 represents a significant spend as it includes service substitution.
- Five per cent of the overall activity budget is allocated to inclusion of women with disabilities.[75]
- MEL will account for approximately five per cent of the total budget.
- Core Funding will be provided to UN Women through a partnership managed by DFAT with funding allocations to come from this program budget.

See Annex 8: Indicative Budget.

9. PROCUREMENT AND PARTNERING

The program will be delivered through an MC, selected through a competitive DFAT-managed open tender process. Other procurement and partnering options considered are detailed in the Investment Concept Note.

The MC will be engaged through one contract to deliver the services outlined in the draft Statement of Requirements. There is an option to extend for up to an additional five years following a Review and design refresh, and approval by the appropriate delegate.

A proportion of the MC's Management Fees will be linked to key milestones, the localisation plan, and Partner Performance Assessment, to be negotiated as part of the Head Contract.

While this program supports and coordinates with PNG government systems, it will not directly apply Australian government aid funds through that system.

[75] This may include resources for: partnerships with DPOs, technical assistance (if needed), provision of training, and operational support to enhance participation, voice and agency e.g. sign language interpretation, production of resources in accessible formats, reasonable accommodation, and carer's allowance and so on.

10. RISK MANAGEMENT AND SAFEGUARDS

The overall risk rating for the program is medium. While the development issue being addressed is significant in scale and complexity, and the resources for this program are modest, much has been learned through *Pacific Women*. This program draws on those lessons and represents an evolution of program outcomes and approach.

The PNG Women Lead risk register has explicitly drawn on the existing risks and treatments identified in the PNG *Pacific Women* risk register. Of note, the novation of several grant partners from *Pacific Women* to PNG Women Lead is leading to a reduction in the high risks around child protection, fraud and PSEAH due to the existing training, systems and protocols that are in place with these partners. Nevertheless, given the inherent risk rating, the MC is required to develop an Environmental and Social Impact Assessment, including considering climate and disaster risks considering the potential impact of climate change, within the first three months of implementation.

Several high-level risks are identified that reflect the context in which the program is operating. The first risk is the impact of the COVID-19 pandemic, which is likely to continue to affect program operations given low rates of vaccination in PNG. The MC will need to implement COVID-19 Safe procedures and encourage partners and stakeholders to engage in COVID safe practices.

A second context risk is the withdrawal of UNFPA funding for the supply of sexual and reproductive health commodities in PNG, leading to an estimated drop in supply of around 70 per cent. This could have a significant impact on the ability of women to exercise freedoms of choice around family planning, and in so doing, reduce opportunities to participate in gender equality and women's empowerment movement and activities. Though the risks around access to SRH commodities is outside of the scope of this program, the MC may need to look at other remediation measures (such as support for childcaring) to maximise participation and engagement.

There is always a risk that program participation and gains for women will be perceived as threatening to men and others. This could lead to undermining of stakeholders and / or the program, or at worst – illicit a backlash against them. The program will embed Do No Harm principles and practices across the program to mitigate any risks.

Controls have been incorporated in the design of this program for DFAT to mitigate high-medium risks, including:

- Complete due diligence and contracting processes with all new partners to ensure they meet the requirements set out in Commonwealth legislation and DFAT's policies and guidelines on financial management, fraud, PSEAH, Child Protection, Environmental and Social Safeguards.
- Monitor effective implementation of mitigation measures and identify emerging risks through risk management, program governance, MEL, and reporting systems.
- Strengthen partner awareness of conflict of interest and branding issues that may arise.
- Continue regular dialogue with program stakeholders and partners and investment in building strong relationships in order to mitigate and monitor risk.
- Strengthen the skills and knowledge of program stakeholders and delivery partners through access to training and resources to equip them to monitor and manage any incidents that may occur.

DFAT has completed an investment level risk register and Risk Factors Screening Tool (in Aidworks) that will be reviewed every 3 months. To manage program risks, the MC will run a risk workshop involving key stakeholders within the first 3 months of inception to identify all risks, including fraud risks. This will be used, alongside the DFAT investment level risk assessment, to develop a program risk assessment that articulates risks and mitigation measures at multiple levels, including implementing partners. This program risk assessment will be submitted every quarter to DFAT to inform DFAT's internal risk management review cycle. The MC will be required to implement controls and treatments DFAT identifies as necessary for the investment. The MC will ensure that the Risk and Safeguards Tool is reviewed regularly to guide implementation, ensuring early identification and management of potential risks. DFAT will discuss emerging and high-very high risks with the MC at regular management meetings and hold substantive discussions every 3 months to agree the revised program risk matrix.

Risk management processes will give DFAT a clear line of sight and decision-making authority over all program interventions. A Risk and Safeguard Assessment has been completed and the Risk Matrix is available at Annex 9.

ANNEX 1: DEVELOPMENT ISSUE, CONTEXT AND EVIDENCE

In 2018 PNG was ranked at 143 out of 185 countries in the Gender Inequality Index (GII) with a value of 0.595. By 2021 the position had dropped with the GII value of 0.725, ranking it 169 out of 170 countries.[76] The GII measures indicators from three dimensions of development and found that in 2021 in PNG no parliamentary seats were held by women; 10.8 per cent of women reached at least a secondary level of education (compared to 15.5 per cent of their male counterparts); 145 women die from pregnancy related causes (for every 100,000 live births); and the adolescent birth rate is 55.3 births per 1,000 women.[77] Female participation in the labour market is 46.3 per cent compared to 48.1 per cent for men.

Policy context

Principles of gender equality and social inclusion are enshrined in the Preamble, Goals and Directive Principles of the Constitution of PNG. Strategic commitments to gender and inclusion are embedded in Vision 2050, the Alotau Accord II, and the Medium-Term Development Plan III (2018-2022). The Government of PNG (GoPNG) is a signatory to a range of international commitments on gender and social inclusion including the Convention on the Elimination of All Forms of Discrimination against Women. PNG has adopted the 2030 Agenda for Sustainable Development, including Sustainable Development Goal (SDG) 5: ending all forms of discrimination against all women and girls everywhere.

Working in the region, PNG has committed to gender equality through the Pacific Leaders Gender Equality Declaration (2012), the Pacific Platform for Action on Advancement of Women and Gender Equality (2018 – 2030), the Pacific Plan, and various Pacific Forum Leader commitments that aim to lift the status of women in the Pacific and empower them to be active participants in economic, political, and social life. Specific commitments have been to increase representation of women in legislatures and decision making, eradicate sexual and gender-based violence, enhance gender-responsive Government programs and policies, and enhance equality and inclusion in economic empowerment, health, and education.

The Family Protection Act (2013) criminalises domestic violence with sentences of up to 2 years imprisonment[78]. In 2014 an amendment to the PNG Criminal Code was introduced to protect women accused of sorcery by criminalising sorcery-related killings and violence. The Sexual Offences and Crimes Against Children Act (2002) introduced a range of offences including marital rape. The Lukautim Pikinini (Child Protection) Act (2009) includes provisions aimed at protecting girls from discrimination.

Framed by international, regional and national commitments and legislation, the National Policy on Gender Equality and Women's Empowerment (2010-2015) aims 'to facilitate the development and implementation of a gender equality and empowerment programme which will be founded on the principles of equality of all persons as enshrined in the Constitution. It promotes equality, participation, and empowerment of women through two key objectives:

1) to create an enabling policy environment for translating government commitment to gender equality into a reality and to establish the policies, programmes, structures, and mechanisms required to do so; and
2) to empower women to transform gender relations in all aspects of work in all levels of government including the wider society.

The Policy is scheduled for revision and DfCDR has undertaken to commence consultations – slated for completion in 2022 - as a basis for developing a revised version of the policy.

[76] UNDP Human Development Report 2020

[77] Reproductive health (maternal mortality ratio and adolescent birth rates); empowerment (proportion of parliamentary seats occupied by females and proportion of adult females with at least some secondary education); and economic status (labour force participation rate of women aged 15 years and older). United Nations Development Programme, *Briefing note for countries on the 2020 Human Development Report Papua New Guinea*, op cit.

[78] The Family Protection Act was amended in PNG National Parliament on 20 January 2022 – the first amendments since it came into force in 2014. However, these changes are yet to be certified and gazetted. The amendments increase the penalties for and introduce new categories of offences (e.g. aggravated domestic violence).

The National Strategy to Prevent and Respond to Gender-Based Violence (2016–2025) prioritises enabling a quality of life without fear of violence for women and girls through achievement of the following outcomes:

- By 2025, GoPNG has a functioning gender-based violence governance and institutional structure supporting the achievement of zero tolerance towards gender-based violence.
- Standardized and institutionalized data collection, and ongoing in-depth research to support evidence-based planning, budgeting, and programming to end gender-based violence.
- Quality, continuous and sustainable coordinated responses, referrals, and service delivery for survivors of gender-based violence.
- Standardized, decentralized, inclusive, quality initiatives and messaging at scale for prevention of gender-based violence at all levels and in all sectors of society.

The National Population Policy (2015-2024) aims to improve equitable access to reproductive and sexual health services, and the right to make informed choices in relation to needs, not only to reduce maternal mortality but to enhance women's economic empowerment, leadership capability, and career advancement in the formal sector.

GoPNG has ratified the UN Convention on the Rights of Persons with Disabilities and have made commitment to the 2030 Agenda for Sustainable Development to "leave no one behind".

PNG is also a member of the Pacific Framework for the Rights of Persons with Disabilities (2016 – 2025), which supports Pacific governments to promote and protect the rights of persons with disabilities. Relevant legislation and policies include the Disability Act 2009 and the National Policy on Disability (2015-2025). Endorsement of the Disability Authority Bill is currently awaited.

The *Lukautim Pikinini* Act (2015) or Child Welfare Act grants children rights according to the Convention on the Rights of the Child and criminalises child abuse, including physical, sexual, and emotional harm in PNG. Child Protection Officers enforce these rights although many stakeholders feel the Act is not being adequately implemented.[79] The National Council for Children and Family Services was launched in 2019 to strengthen implementation of the *Lukautim Pikinini* Act.

Other key gender equality and social inclusion legislation and policies include the National Public Service Gender Equity and Social Inclusion Policy (2013) currently being revised; and the HIV and AIDS Management and Prevention Act (2003).

In addition to mainstream government institutions, three key agencies have played a significant role in supporting the government further its efforts on improving the status of women in PNG. The National Council of Women (NCW) and subnational branches (Provincial Council of Women) were established to articulate women's needs to the government and to monitor government actions towards gender equality and women's empowerment.[80] The Office for Development of Women (ODW) was later set up to:

- Provide policy advice, implementation, and gender mainstreaming.
- Research, monitoring and evaluation, co-ordination, and monitoring of international commitments.
- Build and strengthen partnership with government and non-government organisations (NGO).

Despite the aspirations outlined in various international and national commitments, and national plans, policies and legislation, progress towards gender equality in PNG is slow and significant gender equality and social inclusion issues remain.[81]

[79] ODE, Ending Violence Against Women and Girls: Evaluating a Decade of Australia's Development Assistance

[80] Maisonneuve, G. *The Women's Movement in Papua New Guinea as a vehicle to Enhance Women's Participation in Development, Contemporary PNG Studies*: DWU Research Journal Vol. 4. (2006)

[81] http://hdr.undp.org/sites/all/themes/hdrtheme/country-notes/PNG.pdf

Country context

The number of women in key leadership and decision-making roles remains consistently low with female representation in the National Parliament decreasing from 2.7 per cent to zero in the 2017 elections. Only seven women have ever been elected to the National Parliament. At the sub-national level, out of the 6,190 Ward Development Committee and 319 Local Level Government seats, only 120 (0.18 per cent) are held by women.[82]

The vacuum of women's political representation at both national and sub-national levels of government in PNG severely limits the extent to which women can be actively involved in and influence decision making through their participation in governance processes. The lack of women's political representation is due in part to the low number of women contesting elections. Research on successful women candidates and those who poll strongly indicates that campaign management, financial support, family support, and media skills are critical factors in successful campaigns.[83]

There is persistent under-representation of women in leadership positions in the public service. Women account for one quarter of public servant positions and are significantly under-represented in senior positions such as departmental secretaries or deputy secretaries (at only 12 per cent).[84] At the national level, women hold 18 per cent of senior management appointments and 7 per cent of executive appointments.[85] This is attributed to cultural and systemic obstacles that prevent women from participating in political life and holding public office.[86]

While women's leadership is often framed and measured in terms of representation in elected office and at senior levels of the bureaucracy, many PNG women define women's leadership more broadly to acknowledges the contributions women make within households and communities, and through civic engagement in other sectors and domains (see Box 1).

The formal sector workforce is relatively small in PNG, and the 2011 census found that it was made up of an estimated 360,732 workers **with women accounting for 27.5 per cent of the formal workforce**.[87] In the public sector – a significant part of the formal workforce - **women comprise just over one third (35 per cent) of the workforce**, primarily in the health and education sectors.[88] Women in the formal sector average a net monthly pay less than half that of men.[89] It is estimated that gender parity in formal labour force participation alone could increase the nation's economic output by 14 per cent per annum.[90]

In the private sector, **women are under-represented in board membership and management positions**. In the 14 companies listed in the Port Moresby Stock Exchange in 2014, only 10 of 76 board membership positions were held by women (13 per cent), and only 9 of 66 senior management or executive positions were held by women (14 per cent).[91] A 2014 review of women's participation in small to medium sized enterprises indicated that 67 per cent of small to medium enterprises are solely men-owned, while only 8 per cent are solely women-owned.[92]

[82] https://asiapacific.unwomen.org/en/countries/png/about-un-women-png

[83] Kerryn Baker, Experiences of female candidates in the 2017 Papua New Guinea General Election (Feb 2018)

[84] https://www.dfat.gov.au/sites/default/files/png-gender-and-education-assessment-review-literature-girls-education.pdf

[85] Haley, N. 2016 state of the service: women's participation in the public sector of PNG

[86] ibid

[87] https://png-data.sprep.org/dataset/2011-census-report

[88] Haley and Zubrinich 2009; Haley 2015; McLeod, A. 2015; Spark et. al. 2018, Voigt-Graf Cornford 2018

[89] https://www.dfat.gov.au/sites/default/files/png-gender-and-education-assessment-review-literature-girls-education.pdf

[90] Equity Economics 2020 Gender Equality and Social Inclusion in Papua New Guinea: measuring impact

[91] Voigt Graf C, Cornford R. 2019 The **business case for increasing women's participation in the Papua New Guinea economy**

[92] provides evidence from the Tebbutt baseline survey ibid

Women leaders in PNG

Where women lead in PNG

- Women representatives in LLG Assemblies
- Women representatives on District Development Authority Boards Women leaders in churches
- Professional women in the public service
- Professional women in the private sector
- Women leaders in communities and families
- Women leaders with disability
- Women activists and representatives of people living with HIV
- Women entrepreneurs in the informal and formal economies
- Women leaders in sport

Emerging women leaders in classrooms, in the workforce, and in communities.

Many women and their families in PNG are highly dependent on the informal sector for their livelihoods. Although the informal economy contributes significantly to PNG's economy, informal work is often unprotected and largely invisible to government and the formal private sector. This leaves women at a disadvantage when economic shocks arise or when they want their value to be recognised by formal institutions such as banks and service providers. A review in 2014 found that some women choose to leave secure public sector jobs to pursue informal business activities because of "push factors" away from the public service where they felt marginalised and undervalued, and because they felt that self-employment in the informal economy offered them a sense of control and autonomy.[93]

Interestingly, the informal economy in PNG is increasingly occupied by men.[94] According to the 2019 National Audit of the Informal Economy, 'the biggest change seen since 2001 is that many more men are getting involved. The informal economy used to be heavily dominated by women, for example they accounted for around 85 per cent of vendors in markets in previous years. It seems that men have observed how women have managed to make a living this way and have decided to join in, particularly in the more urbanised localities.

Gender-based violence is prevalent in PNG, where rates are double the global average. According to the Spotlight Initiative, 68 per cent of women in PNG have experienced physical and/or sexual intimate partner violence at some point in their lives.[95] According to the PNG Demographic and Health Survey (2019), 54.3 per cent of ever-partnered women and girls aged 15 plus have been subjected to some form of intimate partner violence in the 12 months leading up to the survey. Less than half (47.7 per cent) of all women made their own informed decisions regarding sexual relations, contraceptive use, and reproductive health care.

Sorcery accusation-related violence appears to be on the rise. Ideas about witchcraft and sorcery are regionally diverse. A study by the Australian National University in 2019 found that while victims of sorcery accusations and related violence can be men or women, children, or elderly, and wealthy or poor, gendered dimensions of accusations formed distinct patterns in different regions. [96] The study found that women are less likely to seek or receive support through the justice system.

Violence against women in the workplace in PNG impacts on their ability to work. A survey by the Overseas Development Institute found that approximately 68 per cent of women in the workplace experienced gender-based violence over the 12 months leading up to the survey, with an average incident rate of nine times a year.[97] Studies show that PNG firms lose an average of 11 days for every staff member every year due to the impact family and sexual violence.[98] This is also true of the public sector, and a recent study from PNG concluded that the

[93] Tebbutt review cited evidence from Sharp et al. (2015) ibid

[94] GoPNG Unwomans 2019. National Audit of the Informal economy

[95] www.spotlightinitiative.org

[96] Forsyth M et al. 2019 ANU Ten preliminary findings concerning sorcery accusation related violence in Papua New Guinea.

[97] https://www.odi.org/publications/9887-gender-violence-papua-new-guinea

[98] UN Women website - PNG

experience of gender-based violence amongst public servants is estimated to be costing the PNG government 2.4 per cent of the PNG government's total public sector salaries each year.[99]

In PNG, in some areas, **women work on average nearly twice as many hours each week as men**. Gendered social roles and responsibilities mean that agriculture and food production, cooking, care for children and other family and community members, and obtaining water for the household are almost exclusively women and girl's responsibilities. A study of time use allocation in the coffee and cocoa sectors in East New Britain, the Autonomous Region of Bougainville, and the Highlands showed that women work on average 2.7 hours more per day than men in the cocoa-growing areas and 1.7 hours more per day in the coffee-growing areas.[100] Women's time was taken up with domestic and unpaid labour while men work longer hours in profitable activities. The **substantial burden of domestic work which women carry leaves them little time to substantively engage in more value-added agricultural activities**. The study concluded that without a parallel effort to reduce the domestic burden, projects that seek to directly engage women in higher value agricultural activities may only result in a greater overall workload for women.

Addressing gender equality is a way of questioning power relations more broadly and therefore makes an important contribution to the deconstruction of all inequality. Discrimination against persons with disabilities and other vulnerable cohorts increases the incidence of poverty, imposes a higher welfare burden on families and governments, and has a negative impact on productivity and economic growth. The World Bank estimates that discrimination against persons with disabilities reduces a countries economic growth by between 3 to 7 per cent of GDP per year.[101] Evidence shows that discrimination against LGBTI is prevalent in health care settings in many countries. Not recognizing the needs and rights of these communities leaves many people vulnerable to poor health, lack of education and social and political discrimination.

Women with disabilities are often subjected to double discrimination due to their gender and disability status, and they continue to be at a disadvantage in most spheres of society and development.[102] Based on global figures, it is estimated that there are 975,500 people with disability in PNG, of whom only 2 per cent have access to adequate services.[103] Stigma and cultural beliefs around disability lead to widespread exclusion of people with disability in PNG, they face higher rates of multidimensional poverty compared with persons without disabilities.[104] Furthermore, physical access to education and health services for people with disability, particularly those in remote communities, remains a huge challenge.

Studies show that **women and girls with disabilities experience much higher rates of violence** than women without disabilities: they are two to three times more likely to be victims of physical and sexual abuse, and they face up to 10 times more gender-based violence than those without disabilities.[105] Women with intellectual disabilities and psychosocial impairment are particularly vulnerable to physical and sexual violence. Children with a disability are also up to four times more vulnerable to physical and sexual violence.[106]

Employment rates for women with disabilities are significantly lower than those for men with disabilities in most countries in Asia and the Pacific.[107] **Employment rates for women with disabilities are significantly lower** than those for men with disabilities, and two times lower than men without disabilities.[108] Among those employed, women with disabilities are two times less likely to work as legislators, senior officials, or managers.

[99] Equity Economics 2020 Gender Equality and Social Inclusion in Papua New Guinea: measuring impact

[100] World Bank. 2018. Household Allocation and Efficiency of Time in Papua New Guinea. Washington, DC: World Bank.

[101] World Bank Disability Inclusion and Accountability Framework 2018

[102] Building Disability-Inclusive Societies in Asia and the Pacific, UNESCAP 2018, p.ii. Also see https://www.un.org/development/desa/disabilities/issues/women-and-girls-with-disabilities.html

[103] Disability in PNG' (2015) National Disability Resource & Advocacy Centre, Port Moresby PNG

[104] Mitra, Posarac, and Vick 2013

[105] https://www.un.org/development/desa/disabilities/issues/women-and-girls-with-disabilities.html

[106] https://www.un.org/development/desa/disabilities/issues/women-and-girls-with-disabilities.html. United Nations Population Fund (2018). Five things you didn't know about disability and sexual violence.

[107] UNESCAP 2015. Disability at a Glance https://www.unescap.org/sites/default/files/publications/SDDDisabilityGlance2015Final0.pdf p.8

[108] World Bank 2018 disability and inclusion accountability framework

Women and girls who identify as lesbian, gay, bisexual, trans, and/or intersex (LGBTI) often experience stigma, discrimination, and violence. A recent Human Rights Report on PNG noted that there were (unconfirmed) reports of societal violence and discrimination against LGBTI persons, and that societal stigmatisation may lead to underreporting of issues.[109] In general, programs addressing the needs of LGBTI communities tend to focus on improved access to sexual and reproductive health and HIV services rather than focusing on their human rights.

Providing equal access to opportunities for young women is critical for future social stability, political success, and economic prosperity.[110] PNG's population is young with a median age of 23 years.[111] Seventy-six per cent of the population are under 35 years of age, and 40 per cent are under the age of 15. There is a rapid increase in the proportion of young people in PNG for whom formal jobs are not available and education and training opportunities are limited. Most school leavers enter the informal economy in the agriculture sector and face underemployment, and there is a significant gender divide with women facing considerable exclusion from economic opportunities.[112] In spite of this, there is evidence that the gender divide in employment is smaller among younger women, with a stocktake in the transport sector showing that within the 20 to 29-year-old age bracket, women make up 43.7 per cent of the workforce, with the proportion of women declining gradually with age.[113]

Underage and young marriage is common, and according to the Demographic and Health Survey (2019), 8 per cent of girls married before the age of 15 and 27.3 per cent married before the age of 18.[114] There is a concerningly high unmet need for contraception, which among married women or those in a union is around 26 per cent with a modern contraceptive prevalence rate of 31 per cent.[115] However, the Demographic and Health Survey (2016) indicates that the unmet need for contraception was **65 per cent among sexually active unmarried women** highlighting a need for more youth-friendly gender responsive reproductive health services.

Women and girls are disproportionately impacted by crises such as COVID-19, with existing inequalities exacerbated. According to the World Health Organisation, by the end of October 2021 PNG had recorded almost 30,000 confirmed cases of COVID-19 with 370 deaths although this is likely to be severely underreported given the limited testing and autopsy capacity in the country.[116] By 1 November 2021, only 1.2% of the population was fully vaccinated, suggesting that the pandemic will continue to exact a high toll in PNG unless vaccination rates are significantly increased.

According to Care Australia, most health workers in PNG are women therefore women are at significantly more risk of exposure to COVID-19.[117] Further, the rise in demand for water, sanitation and hygiene facilities has led to an increased workload for women and girls who collect water. Women also provide most of the unpaid care, and sexual and reproductive health services have been disrupted. Global evidence suggests that women and girls face even higher rates of violence, sexual abuse and control from their husbands, partners, and families as a result of the pandemic and they are more vulnerable to economic hardship.[118]

The **COVID-19 pandemic has dealt a significant blow to the PNG economy**, with the annual GDP growth rate moving into negative territory (-3.9 per cent) in 2021, down from 5.9 per cent growth in 2019.[119] This is five per centage points below projections made prior to COVID-19.[120] There is a significant correlation between falling GDP and increased poverty and increasing vulnerability of female-headed households and their dependents.[121]

[109] US State Department Human Rights Report on PNG

[110] https://www.lowyinstitute.org/publications/demanding-future-navigating-pacific-youth-bulge

[111] https://www.pg.undp.org/content/papuanewguinea/en/home/countryinfo.html

[112] ibid

[113] . Voigt Graf C, Cornford R. The Business Case for Increasing Women's Participation in the Papua New Guinea economy (2019)

[114]

[115] https://png.unfpa.org/en/publications/take-action-zero-unmet-need-family-planning

[116] https://covid19.who.int/region/wpro/country/pg

[117] https://www.care.org.au/media/media-releases/covid-19-png-timor-leste-four-times-more-at-risk-than-aust/

[118] https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2020/policy-brief-the-impact-of-covid-19-on-women-en.pdf?la=en&vs=1406

[119] https://data.worldbank.org/country/PG

[120] https://devpolicy.org/poverty-and-teh-pandemic-in-the-pacific-20200615-2/

[121] (Abbott 2010). (Asian Development Bank 2006). Slater 2010).

The experience for women and girls during the COVID-19 pandemic highlights how v**ulnerable women and girls are in any crises, including climate-change related disasters**. PNG faces unique climate change challenges as it is exposed to extreme weather events like cyclones and the progressive impacts of droughts, sea level rise and coastal inundation. Research shows that women and girls experience more severe impacts during disasters, their livelihoods are often highly dependent on natural resources that are sensitive to climate change, they lack the resources needed to withstand climate impacts (e.g., better houses, drought resistant crops, irrigation, etc.), they tend to live in more marginal areas, and they have limited access to decision making to influence change for the better.[122]

Australia (over AUD106 million 2012-2021 through *Pacific Women*) and the European Union (USD15.68 million 2020-2021 through the Spotlight Initiative to End Violence Against Women and Girls (Spotlight)) are the most significant donors for gender equality programs in PNG, with other donors (New Zealand, the United States) providing more discrete support to select programs, though there is the possibility of increased investment from the United States as part of the Global Fragility Act implementation. Spotlight Phase 1 has been extended to June 2022, and approval for Phase 2 (a further 6-month investment to December 2022) is currently pending the outcome of a mid-term review. The European Union has indicated they will not continue the same significant investment in addressing GBV following the completion of Spotlight.

Political Economy

Key **drivers of gender inequality and social exclusion in PNG are multiple, diverse, and often overlapping**. PNG represents a myriad cultures, languages, and ethnic groupings and is diverse in terms of geography, natural resources, social systems, and experiences transitioning to contemporary political and economic systems. What is common is the **prevalence of male dominated systems of decision-making** that creates gender inequality and disadvantage across the country, although it may be manifested in diverse ways.[123]

Most communities in PNG are governed by **patriarchal norms where men are the decision makers**, women move into their husband's households, there is strict division of labour between females and males in the household and community (with women primarily responsible for unpaid work such as domestic chores, caring and subsistence activities), and inheritance largely passes through male lineages.[124]

A continuing lack **of accountability mechanisms for gender equality and social inclusion policies in PNG means that failure to meet commitments has few consequences** for decision-makers.[125] There is no integrated database or monitoring and evaluation system in place that enables the government to collect comprehensive gender disaggregated data for analysis and planning, and to meet international reporting obligations on the SDGs, Human Development Index, and the Gender Inequality Index. While GoPNG has conducted Demographic and Health Surveys with a Domestic Violence module, as of December 2020, just over one in five of the indicators needed to monitor the SDGs from a gender perspective were available.[126] Key gaps include data in the areas of violence against women, unpaid care and domestic work, and key labour market indicators such as the unemployment rate and gender pay gaps.[127] In addition, many performance measures on gender equality and social inclusion lack comparable methodologies for regular monitoring.[128]

In the public services, women face many barriers to participation and advancement in the public service. These include limited opportunities for higher education, scholarships, and professional development; discriminatory practices in recruitment, employment and remuneration; sexual harassment and bullying in the workplace including inadequate policies and guidelines for reporting and response; gender-based

[122] Perkins PE (2018) Climate Justice, Gender and Intersectionality. Chapter 26 Handbook of Climate Justice Routledge. Also see Situational analysis – Pacific and climate change - Bowman

123 Pacific Beijing +25 Report Summary, 2021, South Pacific Community.

124 AusAID, Social Protection and Gender – a life-cycle approach, AusAID Pacific Social Protection series (2012)

125 Pacific Beijing + 25 Report Summary, SPC, 2019 – unpublished.

[126] United Nations Population Fund (2019). Violence against Women – Regional Snapshot (2019) – kNOwVAWdata.

[127] https://data.unwomen.org/country/papua-new-guinea

[128] https://data.unwomen.org/country/papua-new-guinea

violence in the home and community; safety and security concerns in public spaces including transportation to and from work; high unpaid labour and carer responsibilities to balance with formal employment; and jealousy and suspicion from both male partners and the wives and girlfriends of male colleagues.[129] Studies of the successes of individual women leaders in both the private and public sector provide insights into the social and cultural factors that enable and support women's leadership, including the importance of family and partner support, access to higher education scholarship opportunities, positive workplace environments, and religious faith.[130]

Women **seeking protection from violence through the formal justice system** in PNG have mixed success.[131] A 2018 study on the effectiveness of Interim Protection Orders showed that of the 412 clients who wanted an Interim Protection Order, 67 per cent received an Interim Protection Order within 16 days on average. Thirty-nine per cent had their interim order converted into a Protection Order, a process that took anywhere between five weeks to seven months. Some women reported giving up due to lengthy delays while other cited changes in the husband's behaviour or attitudes, safety concerns, or returning to their home village. Also related to violence against women, while the Sorcery Act was amended in 2013 to mandated that all killings related to sorcery accusations would be treated as murder, only a few perpetrators of alleged sorcery-related killings have been convicted of murder.[132]

Coalitions are emerging as effective strategies to realise gender equality especially in response to the issue of gender-based violence.[133] A review of progress towards the Sorcery Accusation Related Violence action plan reveals that while the affiliation of actors driving the movement are not strictly a formal coalition, their common interests and broad-based constituency has enabled them to employ 'soft advocacy' by harnessing existing networks, for example the Human Rights Defenders Network and 'shadow networks' that have been developed to support state departments and bureaucrats in performing their roles.[134] The fact that the movement is PNG owned and not donor led is also cited as critical to its success.

Evidence and Lessons

Significant international evidence demonstrates that strategies that seek to transform harmful gender norms and behaviours can be effective in achieving positive outcomes in gender equality and women's empowerment.[135] Supporting gender equality requires an understanding of how norms and behaviours are influenced and shaped by the broader social and structural context, and how power relations enable or inhibit gender equity and women's empowerment. Insight into these relational dynamics requires the active involvement of men and their individual and collective commitment to strategies that can effect change.[136]

A recent review on strategies to address women's agency by the Poverty Lab[137] draws from 160 papers across six Regions. This review found that responses which combined approaches to address power relationships at different levels, household, community, local government and upwards was critical for equitable outcomes. Furthermore, **incorporating intentional gender awareness programming that directly challenges restrictive gender norms** through discussion groups and training seemed promising, including to reduce Intimate Partner Violence, and to expand adolescent girls' and women's agency in economic decisions and participation in public life.

Evidence shows that countries with women's active participation and leadership in politics and civil society tend to be more inclusive, responsive, egalitarian and democratic.[138] An analysis of 39 countries has found

[129] (Haley and Zubrinich 2009; Haley 2015; McLeod, A. 2015; Spark et. al. 2018). (Voigt-Graf Cornford 2018).

[130] Ibid

[131] Department of Pacific Affairs and Development Policy Centre, Australian National University (ANU). *Femili PNG Protection Order Data 2016–2017*. ANU. 2018

[132] 'Jail sorcery killers for life' – The National, Eight sentenced to death, 88 get life in prison over PNG sorcery murders - ABC News, Almost 100 convicted over 2014 'sorcery-related' killing of young PNG boys (9news.com.au), 'Sorcery' killer jailed for 30 years in PNG (smh.com.au)

[133] Available at SSRN: https://ssrn.com/abstract=3360817 or http://dx.doi.org/10.2139/ssrn.3360817

[134] Forsyth et al. 2020.https://www.researchgate.net/publication/332749668TenPreliminaryFindingsConcerningSorceryAccusation-RelatedViolenceinPapuaNewGuinea

[135] https://www.igwg.org/training/programmatic-guidance/

[136]https://www.ids.ac.uk/projects/engendering-men-evidence-on-routes-to-change-for-gender-equality-emerge/

[137] Wei Chang et al, *What works to enhance women's agency: Cross-cutting lessons from experimental and quasi-experimental studies* J-PAL *Working Paper* July 2020

[138] ibid

that a higher female presence in legislatures is connected to more positive perceptions of government legitimacy among men and women while another cross-country study indicates that when at least one quarter of members of parliament are women, laws that discriminate against women, such as those that restrict women from being head of household, are more likely to be repealed.

The participation of women in political processes is also integral to building strong communities and shaping policymaking in ways that better reflect the needs of their families and communities (Jones 2005; Schwindt-Bayer 2006). Female parliamentarians are more likely to prioritize issues such as education, health, childcare, parental leave, access to employment and pensions which are key to strengthening human capital and improving living standards. They are also more likely to be concerned about gender-based violence and safety; and broader development matters such as poverty reduction and service delivery.[139] An analysis of public expenditures in 27 OECD countries between 1980 and 2011 shows that women's political representation correlates with higher expenditures on family benefits.[140]

Evidence is building around the effectiveness of gender transformative approaches. (see Figure 1 below)

Figure 1: The Gender Equity Continuum

Gender transformative approaches tackle the root causes of inequality and work with men and women jointly and at all levels can shift harmful gender norms (see Figure 1). These approaches promote gender equality by:

1. Fostering critical examination of inequalities and gender roles, norms, and dynamics.
2. Recognizing and strengthening positive norms that support equality and an enabling environment.
3. Promoting the relative position of women, girls, and marginalized groups.
4. Transforming the underlying social structures, policies and broadly held social norms that perpetuate gender inequalities.

Key lesson from several decade's experience in gender transformative programming[141] include:

- Well-designed and implemented programs and policies can both **shift gender norms and improve development outcomes**.
- Programs addressing gender inequality at **multiple levels** (e.g., individual, community and institutional governance, policies, and laws) and through multiple sectors (e.g., health plus education, economic empowerment) at the same time are more effective.
- Diversified strategies (e.g., combining activities such as group education + mass-media campaign + advocacy on policy level were a key factor in success in gender transformative programming
- Targeting individual and interpersonal gender attitudes and dynamics can **improve development outcomes** but does not necessarily lead to **systemic change in gender norms**.
- Programs that **empower women to take actions to address development issues** and those that **empower families to change community norms** were shown to be effective.
- Gender transformative programming can produce **multiple development benefits**.

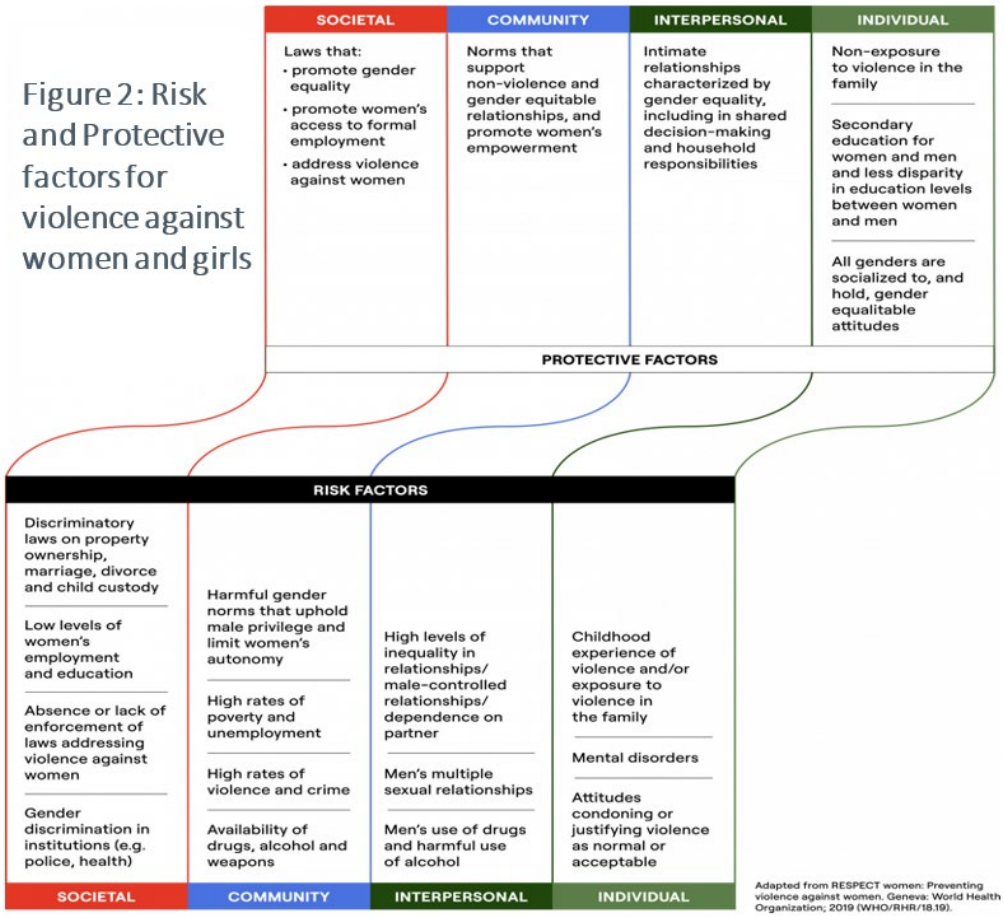
[139] Markham, S 2013 Women as Agents of change: having voice in society and influencing policy. Women's voice, agency and participation research series no 5. Washington DC World Bank

[140] Ennser-Jedenastik, L. 2017. "How Women's Political Representation affects Spending on Family Benefits." *Journal of Social Policy* 46(3): 563–581.

[141] https://www.igwg.org/wp-content/uploads/2021/11/2021-IGWG-Plenary-presentationOctober28master-slidedeck.pdf

A recent ODI study identified the following four key focus areas critical to shifting gender norms, defined as the implicit informal rules about appropriate behaviour for people of different genders that most people accept and follow:[142]

- *Education* is the foundation for personal transformation and has huge potential to drive change, but it can also reinforce discriminatory gender norms.
- *Sexual and reproductive health* and rights enable women to make their own choices around childbearing, and can spur on women's progress in other areas, such as work.
- *Fair paid and unpaid work* can boost women's autonomy in many areas and shift norms within families and communities about power and control.
- *Women's political voice and representation* are critical for women to vocalise their need for transformative change, and to support action to achieve that change.



Ending violence against women and girls requires intersecting approaches in primary prevention, early intervention, and response (see Figure 2).[143] Primary prevention aims to stop violence before it starts and requires long-term, coordinated investments in multiple initiatives, at different levels to mitigate the risk factors while amplifying the protective factors. It aims to transform harmful gender attitudes, beliefs, and norms that uphold male privilege and female subordination, justify violence against women and girls and stigmatise survivors. Response approaches work to support survivors and hold perpetrators to account while also helping to prevent violence happening again. Early intervention aims to change the trajectory for individuals at higher-than-average risk of perpetrating or experiencing violence.

[142] ODI (DEC 2020) Gender Power and Progress: how norms change

[143] www.evaw.org and www.preventvawg.org

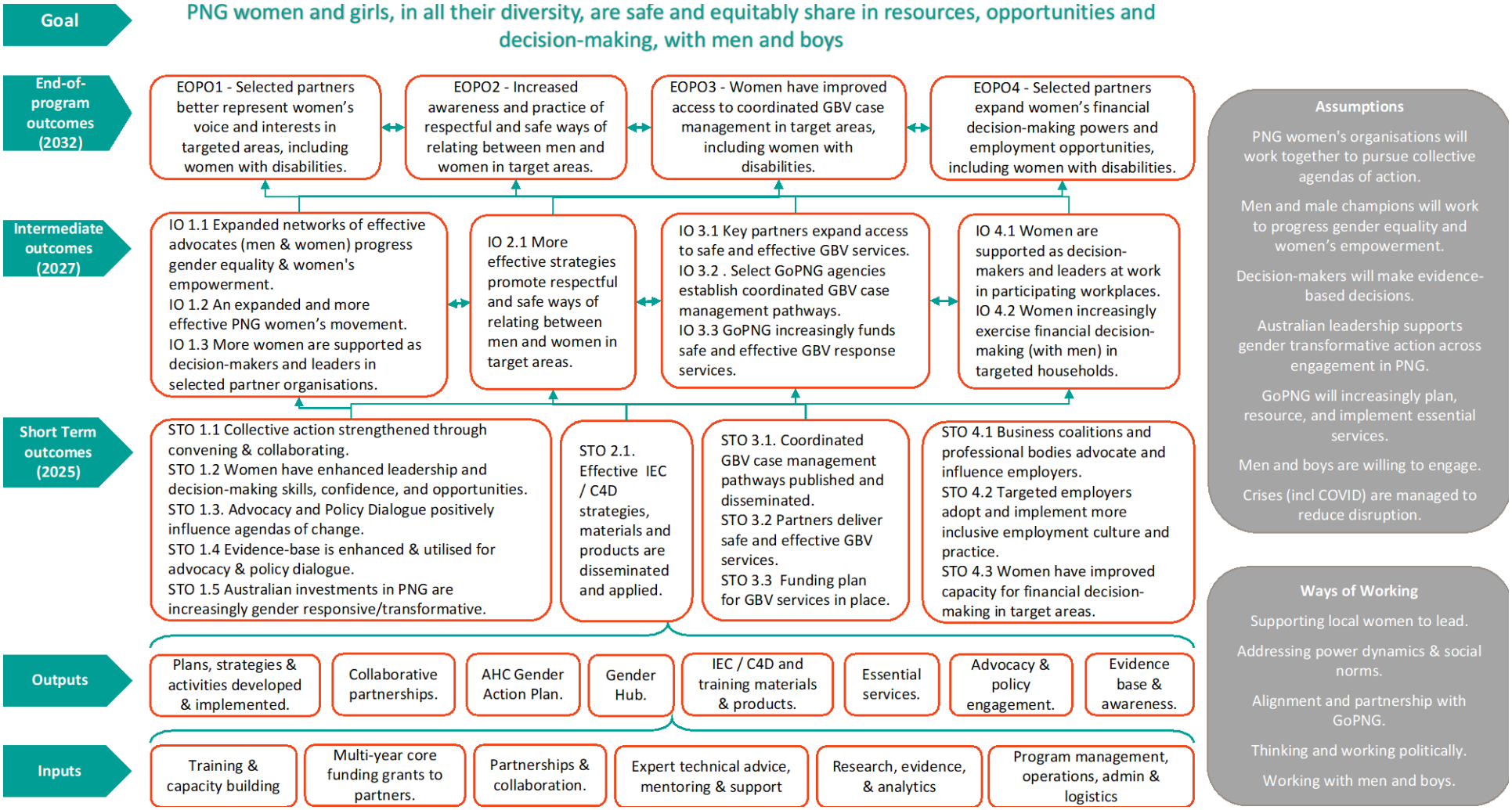
Global evidence shows that working through multiple entry points to change social norms and challenge unequal gender power relations is effective in preventing violence against women. Engaging men and women in prevention initiatives is a way to examine gender power dynamics and promote discussion of social and cultural norms. Adopting, reviewing, and effectively implementing laws and comprehensive measures that criminalise violence against women and girls are crucial, as support for efforts to strengthen the evidence base on violence against women.[144]

Emerging international evidence on women's economic empowerment identifies seven key drivers of transformation (see figure 3 right).[145] Challenging and transforming the negative and harmful norms that limit women's access to work and often devalue their work are core to achieving women's economic empowerment, as is ensuring legal protection and reforming discriminatory laws and regulations. Closing the gender gap in unpaid work and investing in quality care services and decent care jobs, eliminating disparities in access to key assets (e.g., digital, financial and property assets), and changing business culture and practice are equally important. Finally, improving public sector practices in employment and procurement, and strengthening visibility, collective voice and representation of women allows working women to voice their needs and demands more effectively, enhance their bargaining power, advocate for legal and policy reforms, and increase access to markets on fair and efficient terms.

[144] International Center for Research on Women (2012), p.7. Violence Against Women in Melanesia and Timor-Leste: Progress made since the 2008 Office of Development Effectiveness report. Pacific Community (SPC) (2013) Elimination of Violence Against Women in the Pacific Island – recommendations from the 12th Triennial Conference of Pacific Women and the Fifth Pacific Women's Ministerial Meeting (Rarotonga, Cook Island 20-25 October,2013

[145] https://hlp-wee.unwomen.org/en

ANNEX 2: PROGRAM LOGIC



ANNEX 3: POLICY DIALOGUE MATRIX

For Internal Use Only

ANNEX 4: GENDER HUB INDICATIVE SCOPE OF SERVICES

The Gender Hub will be an agile and in part virtual resource that will support the program team and partners, the AHC and GoPNG on a range of tasks including:

- Providing strategic, in quality technical advice in line with local, regional, and international good practice.
- Carry out gender analyses, audits, and gender assessments, and applying a gender lens to political economy and other program context analysis.
- Supporting the development, implementation, and integration of relevant strategies, activity designs, workplans and policies.
- Support the development of the AHC GAP and provide responsive and accessible technical support to AHC programs. This will include the development of AHC wide Policy Dialogue Matrix on Gender equality and women's empowerment that identifies, builds, and maintains links between relevant programs tackling similar issues, and ensuring that they do so in a joined up and coherent way. This may include support in the preparation and development of the Internal Monitoring Reports and working through the QTAG.
- Supporting program MEL processes including the collection and analysis of sex-disaggregated program data, tracking, and improving impacts, and the design and undertaking of relevant research and knowledge harvesting.
- Supporting improvements to training and behaviour change communications methods, approaches, tools, and materials.
- Review relevant documents on the requirements for gender mainstreaming.

The focus of the GAP will be on:

- Continue to support mainstream gender equality outcomes across the bilateral portfolio.
- Enhance links and information flows between programs and implementing partners.
- Increase visibility of disability inclusion in gender equality work
- Harvest, develop and share effective approaches, ways of working, resources, and tools.
- Support enhanced gender training and advocacy capacity for the AHC team.
- Monitor progress against international commitments and the 50% target for principal and significant programming on gender under the COVID-19 Development Response Plan.

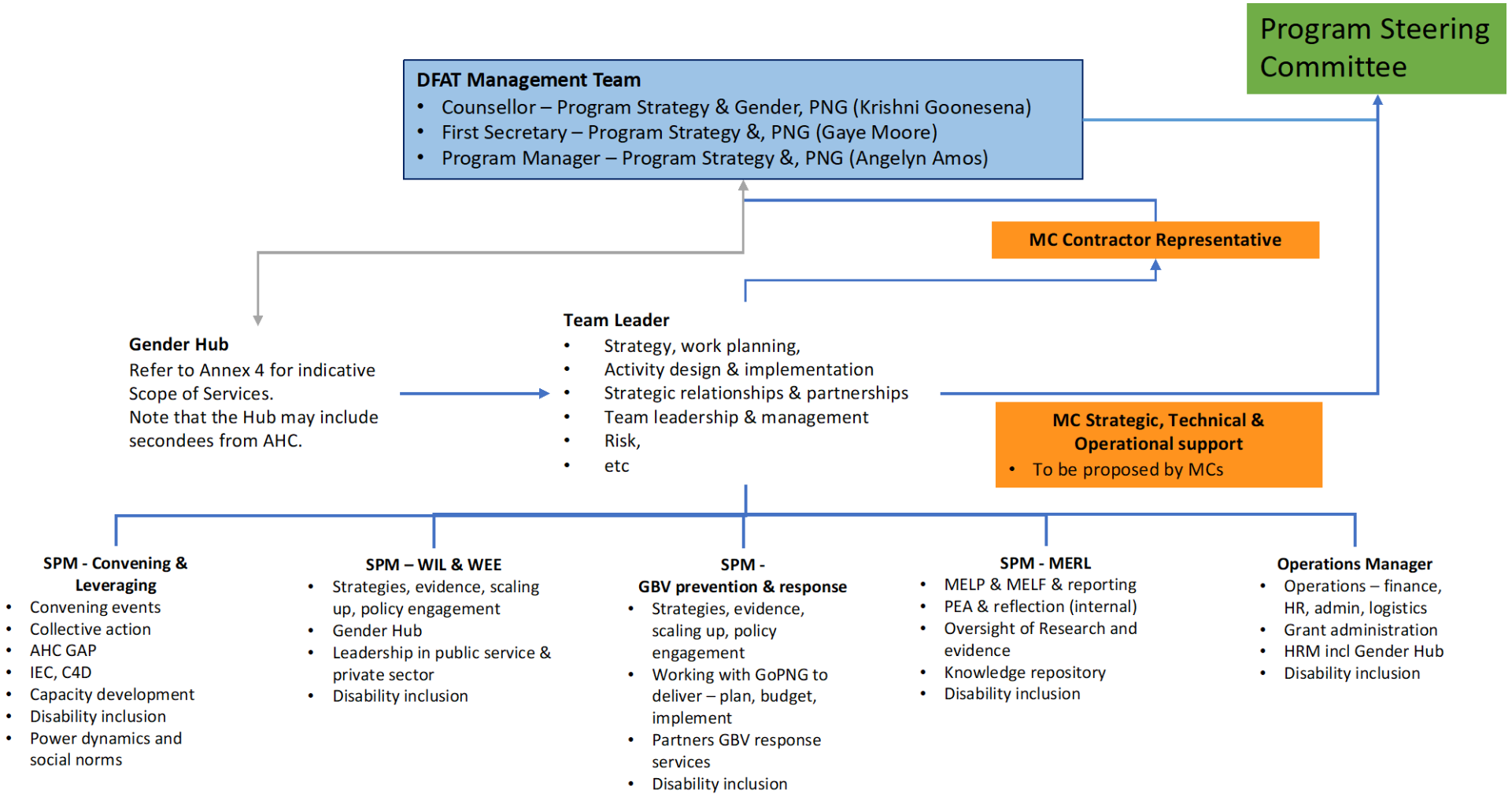
To ensure that the Gender Hub has legitimacy and leverage across Australian government engagement in PNG and can identify and be responsive to requests for assistance, AHC may choose to second staff into the Gender Hub. This may include from the Program Quality and Gender section and / or Gender focal points.

The MC will manage the Hub. However, accountability for the performance of the Hub will be shared between the AHC and the MC with a particular emphasis on high level leadership through the AHC. Activities under the hub will complement the next iteration of the QTAG working at a strategic level to influence the whole Australian portfolio.

The Hub would engage up to two part time/full time staff (possibly a seconded locally engaged Gender Focal Point) and the ability to engage additional STA/LTA as required to promote and measure mainstreaming across Post and to provide resources for other teams and programs to draw on. The Hub could provide technical inputs to the PSC as needed.

The design and Terms of Reference for the Gender Hub will be finalised in the first six months of the program.

ANNEX 5: INDICATIVE TEAM STRUCTURE



ANNEX 6: ACTIVITY TRANSITION

For Internal Use Only

ANNEX 7: MONITORING, EVALUATION AND LEARNING FRAMEWORK

Broader goal

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
PNG women and girls, in all their diversity, are safe and equitably share in resources, opportunities and decision-making, with men and boys.	GE Index Annual Human Development Reports Annual budgets CEDAW reports	National statistical office DIRD - provincial and district data.	Demographic Health Survey Census	Poor quality data. Delayed or lack of regular CEDAW reports	DFAT internal strategy & policy. GoPNG planning & strategy development. DfCDR for CEDAW reporting. Program review and adjustments	tbd

DFAT Tier 2 PfR indicator

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Use	Baseline & target
More women have access to services	# additional services provided/women reached	Program Partners	Partner reports	DFAT PfR PAF	tbd

EOPO1

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
Selected partners better represent women's voice and	Increasing # of women in leadership positions.	Program to support DfCDR	Programme annual and six-monthly reports	Limited interest of women to engage in leadership.	DFAT internal strategy and policy; GoPNG planning and strategy development; DFCDR	tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
interests in targeted areas, including women with disabilities.	Perceived changes in the way decisions are made at national and subnational levels in target areas. Ratio of men to women in local decision-making bodies. Extent of female participation in community-level decision making in targeted areas. Changes in sex ratios on resource management committees in target areas. Levels of men and women's inputs into community resource issues in targeted areas. Evidence of decision-making spaces consulting with women and	Relevant GoPNG depts. Program partners MC	Program Mid-Term Review (MTR) Public announcements GoPNG data Program Monitoring and annual reports Significant Policy Change Stories of Significant Change / Case studies	Lack of traction with health and education departments. Limited engagement of CSO networks. Limited number of women with disability prepared to be involved. Low level of traction with GoPNG. Low level engagement of women with disability.	for CEDAW reporting; PNGWL review and adjustments	

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
	responding to their needs and priorities in target areas. Levels of men and women's inputs into community resource issues in targeted areas. Evidence of decision-making spaces to consult with women and respond to women's needs and priorities. making spaces in target areas. Increased community support for women's and children's human and legal rights. Increased number of women with disability in leadership fora. Existence and application of local policies on gender equality, including					

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
	commitments to equal representation and participation. Changes in political participation by women at local and national level. Changes in public and private sector leadership. Evidence of decision-making spaces consulting with women and responding to women's needs and priorities.					

Intermediate Outcomes: (by 2027)

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
IO 1.1 - Expanded networks of effective advocates (men & women) progress gender	# networks advocating for gender equality and women's empowerment.	MC Program partners	Partner reports Significant Policy Change GoPNG data	Women engaged in empowerment work exposed to violence or discrimination.	DFAT internal strategy and policy; GoPNG/DfCDR planning and strategy development	tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
equality & women's empowerment.	# women-led organisations advocating for gender equality and women's empowerment. #meetings convened with key gender networks. # joint govt. meetings promoting GBV/SARV prevention.					
IO 1.2 - An expanded and more effective PNG women's movement.	Extent to which governmental institutions / structures afford diverse members of PNG women's movement greater recognition.	MC	Six monthly program reports Program MTR GoPNG data	Members of women's movement experience violence or discrimination.	DFAT internal strategy and policy GoPNG planning and strategy development	tbd
IO 1.3 - More women are supported as decision-makers and leaders in selected	# and % women in leadership roles in partner organisations	MC Program partners	Regular reports Research pieces Program MTR GoPNG data	Women in leadership and decision-making positions exposed to violence.	DFAT internal strategy and policy; GoPNG/ Department of Personnel Management and DfCDR planning and strategy development	tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
partner organisations.	# and % women in leadership roles in private sector. \# and % women in leadership roles in public sector (national & subnational). Evidence of diverse women's participation and increased agency. Increase in women's self-esteem and self-confidence to influence social processes.		Stories of Significant Change / Case studies			

Short Term Outcomes (by 2025)

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
STO 1.1 - Collective action strengthened through convening & collaborating.	Mapping of key stakeholders undertaken	MC	Program six monthly reports Stories of Significant Change / Case studies	Key stakeholders unable or unwilling to participate.	DFAT internal strategy and policy	tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
	# stakeholder meetings held per outcome area \# issues raised in PWL stakeholder meetings included in relevant policy reviews/dialogue Annual learning workshops held					
STO 1.2 - Women have enhanced leadership and decision-making skills, confidence, and opportunities.	Perceptions of women beneficiaries' self confidence Increased opportunities for women in partner organisations Higher proportion of women on provincial and district resource and development Committees in targeted areas # women take a leadership role in managing crises events	MC Program partners	Program six monthly reports Significant Policy Change Stories of Significant Change / Case studies	Women in positions of leadership / decision making exposed to violence / discrimination.		tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
STO 1.3 - Advocacy and Policy Dialogue positively influence agendas of change	#of collaborative events addressing priority program priorities #policy reforms addressing Gender equality/promoting women's rights	DFAT/MC/partners	Six monthly and annual reports Significant Policy Change	Low level of interest within govt.	DFAT and govt. Strategy and policy	tbd
STO 1.4 - Evidence-base is enhanced and utilised for advocacy and policy dialogue	# research pieces highlighting successes and challenges for the two outcome areas	MC DFAT	Program six monthly reports Significant Policy Change	GoPNG fails to apply evidence for advocacy and policy.	DFAT internal strategy and policy DFAT and GoPNG high level meetings	tbd
STO 1.5 - Australian investments in PNG are increasingly gender transformative	# GESI focal point meetings held both within DFAT and with MC GESI advisors # programs responding to key outcome area priorities Increased percentage of budget spend on	DFAT gender team with MC support	Annual GAP report	Lack of high-level commitment to GAP within AHC.	DFAT internal strategy and policy	tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
	gender equality across programs # shared GESI learning events across investments Evidence of resource sharing Annual GAP reports produced Gender Hub established and operational					

EOPO2

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
Increased awareness and practice of respectful and safe ways of relating between women and men in target areas.	Changes in social norms pertaining to women's agency Reduced tolerance of violence against women and girls. Proportion of women and girls subjected to violence in the	MC and grantees Program support to DfCDR MC Program partners Service providers	Six monthly program reports Program MTR Regular program reports GoPNG data Surveys	Time frame too short to achieve normative change Inconsistency of data. Data unavailable and non-comparable.	DFAT internal policy, GoPNG / DFCDR / Department of Health / DoE	tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
	previous 12 months, by form of violence. % improvement in services for survivors, including women with disabilities. # reported incidents of GBV following disasters/crises		Stories of Significant Change			

Intermediate Outcomes (by 2027)

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
IO 2.1 - More effective strategies promote respectful and safe ways of relating between men and women in target areas.	Extent to which women are empowered to make informed choices to protect their health and rights. Increased understanding by men and boys of women's and girls' needs and rights. Evidence of increased action for	MC and grantees	Six monthly program reports program MTR surveys SPAR Stories of Significant Change	Time frame too short to achieve normative change	DFAT internal strategy and policy; GoPNG / DfCDR / Department of Health /DoE planning and strategy development	tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
	respectful relationships in target communities.					

Short Term Outcomes (by 2025)

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
STO 2.1 Effective IEC/C4D and training materials and products disseminated and applied	# IEC/C4D products developed and applied # evaluations pre and post application showing attitude change	MC Program partners	Six monthly reports SPAR Annual reports Evaluations and surveys			tbd

EOPO3

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
Women have improved access to coordinated GBV case management in target areas, including women with disabilities.	Increasing # of women accessing GBV services disaggregated by age and disability Increasing # of women and men	MC Program partners	Regular reports GoPNG data Stories of Significant Change			tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
	aware of available GBV services in target areas disaggregated by disability and age					

Intermediate Outcomes: (by 2027)

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
IO 3.1 - Key Partners expand access to safe and effective GBV services.	# women accessing services disaggregated by disability and age # perceptions of service.	MC Program partners	Regular reports GoPNG data Anonymous client surveys	Clients unwilling to participate in survey		tbd
IO 3.2 - Select GoPNG agencies establish coordinated GBV case management pathways.	GBV coordination protocols for case management formally established. Number of services complying with GoPNG FSV service protocols.	MC support to DfCDR/GBV secretariat MC Program partners	Support to DFCDR/GBV secretariat Significant Policy Change GoPNG data	GBV secretariat not established/ functional		tbd
IO 3.3 - GoPNG increasingly funds safe and effective	Increasing proportion of funds for GBV services	MC support to DfCDR/GBV secretariat	Support to DFCDR/GBV secretariat.	Data not available		tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
GBV response services.	available through non donor funds	MC Program partners	GoPNG data Significant Policy Change			

Short Term Outcomes: (by 2025)

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
STO 3.1 - Coordinated GBV case management pathways published and disseminated.	# media products advertising available GBV services	MC Program partners	Regular MC/partner reports Significant Policy Change			tbd
STO 3.2 - Partners deliver safe and effective GBV services.	# partners trained in effective and safe GBV service provision	MC Program partners/FSVAC	Regular MC / partner reports			tbd
STO 3.3 - Funding plan for GBV services in place.	Evidence of GBV funding plan in place #GBV budgetary meetings	MC support to DfCDR/GBV secretariat	Regular MC / partner reports Significant Policy Change			tbd

EOPO 4

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
Selected partners expand women's financial decision-making powers and employment opportunities, including women with disabilities.	# women accessing financial literacy and management training disaggregated by disability and age # women entering employment disaggregated by disability and age # women promoted disaggregated by disability and age	MC program partners	Regular reports Significant Policy Change Stories of Significant Change			tbd

Intermediate Outcomes: (by 2027)

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
IO 4.1 - Women are supported as decision-makers and leaders at work in participating workplaces.	Increasing number of women in leadership positions among program partners. Increasing levels of confidence reported among women employees	MC program partners	Regular reports, staff surveys			tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
	disaggregated by disability and age					
IO 4.2 - Women increasingly exercise financial decision-making (with men) in targeted households.	Increase in program beneficiaries exercising financial decision making. Increase in private sector uptake of women's economic empowerment products.	MC Program partners	Six monthly program reports; program MTR	Women making financial decisions exposed to violence.	DFAT internal strategy and policy; GoPNG planning and strategy development.	tbd

Short Term Outcomes: (by 2025)

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
STO 4.1 Business coalitions and professional bodies advocate and influence employers.	# workplace gender sensitive policies # safeguarding policies # disability and employment policies	Participating professional bodies public and private MC	Significant Policy Change			tbd
STO 4.2 - Targeted employers adopt and implement more inclusive	# employers with inclusive HR policies e.g. recruitment, promotion, retention, workplace	MC Program partners	Significant Policy Change			tbd

Desired result	Indicator	Who will collect & analyse data	Data collection method & frequency	Risks	Use	Baseline & target
employment culture and practice.	harassment, workplace safety, etc \# employers					
STO 4.3 - Women have improved capacity for financial decision-making in target areas.	# program beneficiaries reporting enhanced economic decision making disaggregated by disability and age.	MC Program partners	Regular report Anonymised surveys			tbd

Key Evaluation Questions

Relevance

- To what extent has the program supported the GoPNG gender equality priorities?
- To what extent was the program aligned with regional and international policy on gender equality and disability?
- To what extent have key interventions met the needs of intended beneficiaries?
- To what extent were the assumptions underpinning the Program Logic shown to be valid?

Efficiency

- To what extent has the program delivered value for money for DFAT, the GoPNG and for women, their families, and communities?
- To what extent has the program contributed to improved coordination of gender equality initiatives in PNG? If so, how?
- To what extent did the program leverage funds from other sources?

Effectiveness

- To what extent, and in what ways, has the program achieved progress towards its outcomes?
- To what extent and how has the program identified and included the needs of women with disability?
- To what extent and how has the program influenced national policy and law reform?
- To what extent has the program influenced the agenda for increased action in policy and financial terms for gender equality?
- To what extent and how did change in one outcome contribute to or work against change in another outcome?
- To what extent has the program engaged women with disability?
- To what extent did the program influence other AHC investments to be more gender transformative?
- Has the program got the balance right between scope and coverage of work, and are the investment levels in outcome areas, right?
- To what extent are the program delivery approaches and ways of working – especially effective partnerships and improved coordination – supporting the achievement of outcomes?

Impact

- What results, expected and unexpected, direct, and indirect, were produced by the program?
- How has the program convening role influenced progress towards gender equality and women's empowerment?

Sustainability

- To what extent has the program created sustainable benefits, including progress on localisation?
    - What factors contributed to or prevented the achievement of ongoing benefits?
- To what extent has the program influenced the sustainability of relevant GoPNG initiatives?
- To what extent has the program leveraged resources and attention to its key outcome areas?

ANNEX 8: INDICATIVE BUDGET

For Internal Use Only

ANNEX 9: RISK AND SAFEGUARDS MATRIX

For Internal Use Only

ANNEX 10: LITERATURE & REFERENCES

Government of Australia policies, evaluations, reviews, standards, and guidance

- Foreign Policy White Paper (2017)
- *Papua New Guinea-Australia Comprehensive Strategic and Economic Partnership*, overview available at: https://www.dfat.gov.au/geo/papua-new-guinea/papua-new-guinea-australia-comprehensive-strategic-and-economic-partnership
- *Partnerships for Recovery: Australia's COVID-19 Development Response* (2020)
- COVID Response Plan – PNG (October 2020) and Annex (May 2021)
- *Pacific Step-up: Stepping up Australia's engagement with our Pacific family*, overview available at: https://www.dfat.gov.au/countries/pacific-step
- Policy Note: Climate Change and the Pacific Women Refresh (2020)
- Gender, Social Inclusion and Climate Change in the Pacific: A Situational Analysis
- Australian engagement in PNG: priority regions and economic corridors - Strategy paper (undated)
- Engaging with PNG's Institutions: A Strategic Framework (undated)
- Office of Development Effectiveness, *Ending Violence Against Women and Girls: Evaluating a decade of Australia's Development Assistance* (October 2019)
- Office of Development Effectiveness, Policy Influence: Lessons from a Synthesis of 2017 Evaluations. (2019)
- Investment Design Document – PNG Australia Transition to Health (2019)
- Building Community Engagement in PNG Design Summary (2021)
- PNG Australia Governance Partnership: guidance procedures: Disability Inclusion in PNG Programs (March 2021)
- Aid Program Guide
- Monitoring and Evaluation Standards (2021)
- Gender Equality and Women's Empowerment Strategy (2016)
- Development for All: Strategy for strengthening disability-inclusive development in Australia's aid program 2015-20
- Disability Action Strategy 2017-2020
- AusAID, *Social protection and gender— a life-cycle approach*, (2012)
- Investment Design Document – Australia-Indonesia Partnership Towards an Inclusive Society
- Investment Design Document – Australia-Cambodia Cooperation for Equitable Sustainable Services
- Investment Design Document – Pacific Women Lead (2021)

GoPNG Policies and plans

- *2011 Census Report*, Available at: https://png-data.sprep.org/dataset/2011-census-report
- National Statistical Office, *Papua New Guinea Demographic and Health Survey 2016-18*, Available at: https://dhsprogram.com/pubs/pdf/FR364/FR364.pdf
- *Now is the Time: Leading the Change - NCD Strategy to End Gender Based Violence 2020-2022* (2020)
- Medium-Term Development Plan III (2018-2022)
- Pacific Leaders Gender Equality Declaration (2012)
- Pacific Platform for Action on Advancement of Women and Gender Equality (2018 – 2030)
- Pacific Plan

- South Pacific Community, *Pacific Beijing + 25 Report Summary*, (2019 – unpublished)
- Special Parliamentary Committee on Gender-Based Violence, Facebook page: https://www.facebook.com/PNGParlCommGBV
- National Strategy to Prevent and Respond to Gender Based Violence (2016-2025)
- National Public Service Gender Equity and Social Inclusion Policy
- Development Cooperation Policy (2018-2022)
- National Policy on Gender Equality and Women's Empowerment (2010-2015)

Pacific Women shaping Pacific Development documents

- Pacific Women shaping Pacific Development Design / Delivery Strategy: 2012-2022 (2014)
- What Works for Gender Transformative Approaches in Papua New Guinea (2021)
- Small Grant, Big Results
- Promoting Gender Equality in PNG - Highlights 2012-2021
- Pacific Women Performance report 2012-2021
- PNG Third Country Plan 2019-2022
- Policy Note – Economic Empowerment (January 2020)
- Policy Note – Ending Violence Against Women (January 2020)
- Policy Note – Enhancing Agency (January 2020)
- Policy Note – Leadership and Decision-making (January 2020)
- Thematic Brief - Women and Climate Change in the Pacific
- Six-Year Evaluation Report & Management Response (Feb 2020) https://www.dfat.gov.au/publications/development/pacific-women-shaping-pacific-development-six-year-evaluation-report-and-management-response
- Papua New Guinea Country Plan Summary, September 2020
- Evaluation of Support Unit and DFAT Management Response (November 2017)
- Pacific Women Support Unit, *Disability Inclusion Practice Note* (December 2020)
- PNG Monitoring, Evaluation and Learning Framework (August 2018)
- Pacific Women Shaping Pacific Development,
- Three Year evaluation – final report, and Management Response (April 2017)
- DFAT, Management response to *Pacific Women* Three Year evaluation (undated)
- Snapshot of Highlights, PNG, (August 2020)
- Adolescent Unplanned Pregnancy in the Pacific (February 2022)
- Papua New Guinea Performance Report 2019–2020 (June 2020)
- Oxfam Gender and Justice Program Mid Term Review (2018)
- Young Women's Leadership Project Evaluation
- Evaluation of the Port Moresby: safe cities for women and girls programme. 2019 https://collabimpact.org/unwomen
- The Nazareth Centre for Rehabilitation and IWDA – From Gender Based Violence to Gender Justice and Healing

Political economy, gender and development in PNG

- The World Bank, *World Development Indicators, Country Profile - Papua New Guinea*, Available at: https://databank.worldbank.org/views/reports/reportwidget.aspx?ReportName=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=PNG

- Bourke, M., Allen, B., *What is the Population of Papua New Guinea?* (2021) Available at: www.devpolicy.org.
- United Nations Population Fund, *Country Profile, Papua New Guinea – What We Do – Youth*, https://png.unfpa.org/en/topics/young-people-8#:~:text=Young%20people%20under%2025%20make,will%20continue%20to%20grow%20rapidly
- United Nations Development Programme, *Briefing note for countries on the 2020 Human Development Report Papua New Guinea*, Available at: http://hdr.undp.org/sites/all/themes/hdrtheme/country-notes/PNG.pdf (2020)
- United Nations Development Programme, *About Papua New Guinea*, Available At: https://www.pg.undp.org/content/papuanewguinea/en/home/countryinfo.html
- Multidimensional poverty identifies multiple overlapping deprivations in health, education, and standard of living. UNDP, *Briefing note for countries on the 2020 Human Development Report - Papua New Guinea,* Available at: http://hdr.undp.org/sites/default/files/Country-Profiles/PNG.pdf
- United Nations Development Programme, *Human Development Reports, Gender Inequality Index*, http://hdr.undp.org/en/composite/GII
- World Health Organisation, *Coronavirus (COVID-19) Dashboard: Papua New Guinea.* Available at: https://covid19.who.int/region/wpro/country/pg
- United Nations Development Programme, Socio-Economic Impact Assessment of COVID-19 on Papua New Guinea (Mar 2020)
- The World Bank, Country Profile Data – PNG, https://data.worldbank.org/country/PG
- Maisonneuve, G. *The Women's Movement in Papua New Guinea as a vehicle to Enhance Women's Participation in Development, Contemporary PNG Studies*: DWU Research Journal Vol. 4. (2006)
- United Nations Development Programme, *About Papua New Guinea*, Available At: https://www.pg.undp.org/content/papuanewguinea/en/home/countryinfo.html
- UN Women, *About UN Women Papua New Guinea*, https://asiapacific.unwomen.org/en/countries/png/about-un-women-png
- Expensive English: an accessible language approach for PNG agriculture development. University of Canberra
- Lowy Institute, *Demanding the Future: Navigating the Pacific's Youth Bulge* (2020). Available at: https://www.lowyinstitute.org/publications/demanding-future-navigating-pacific-youth-bulge
- Robinson, R. *Inclusive Governance in Papua New Guinea* (2018). Available at: https://www.care.org.au/wp-content/uploads/2018/10/PNG-GovernanceReport.pdf
- Howes, S., Mambon, K., *PNG's Plummeting Vaccination Rates: Now the Lowest in The World*? (2021) Available at: https://devpolicy.org/pngs-plummeting-vaccination-rates-now-lowest-in-world-20210830/
- Parenting for Child Development: The development and preliminary pilot of a parenting intervention to reduce violence against children in Papua New Guinea (UNICEF and Menzies)
- Gender challenges to Financial Inclusion in Papua New Guinea (ANU and CARE CISP) https://pacificwomen.org/wp-content/uploads/2017/12/Eves-Titus-Gender-Challenges-to-Financial-Inclusion-2017-1.pdf
- Experiences of female candidates in PNG National General Elections (ANU) https://bellschool.anu.edu.au/sites/default/files/publications/attachments/2017-12/ib-2017-38_baker.pdf
- Edwards, J., *Gender and Education Assessment, Papua New Guinea: A review of the Literature on Girls and Education* (2015). Haley, N. *State of the Service: Women's Participation in The Public Sector of PNG* (2016)
- Toksave Pacific Gender Resource now live | Department of Pacific Affairs (anu.edu.au)

- Equity Economics, *Gender Equity & Social Inclusion in Papua New Guinea's Public Sector: Measuring Impact*. Aug 2021
- Voigt Graf C, Cornford R., *The business case for increasing women's participation in the Papua New Guinea economy* (2019).
- United Nations Population Fund (UNFPA), *Spotlight Initiative to Eliminate Violence Against Women and Girls*, Available at: www.spotlightinitiative.org
- Forsyth M et al. *Ten Preliminary Findings Concerning Sorcery Accusation Related Violence in Papua New Guinea*. (2019). Available at: https://ssrn.com/abstract=3360817
- Darko, E., et al, *Gender Violence in Papua New Guinea* (2015). Available at: https://www.odi.org/publications/9887-gender-violence-papua-new-guinea
- Olliver, C., Citizen Participation Strategic Framework, PNG-Australia Governance Partnership (2018)
- UNDP, Human Development Report 2020, Briefing note for countries on the 2020 Human Development Report Papua New Guinea
- Haley, N., Zubrinich, K., *Women's political and administrative leadership in the Pacific* Institution: State Society & Governance in Melanesia Project, Australia National University November 1, 2016. www.pacwip.org.
- UN Women, *About UN Women Papua New Guinea*, https://asiapacific.unwomen.org/en/countries/png/about-un-women-png.
- The World Bank Group, *Household Allocation and Efficiency of Time in Papua New Guinea* (2018)
- DFAT and UNFPA, KnowVAWdata - https://knowvawdata.com
- Benchmarking Women's Business Leadership in the Pacific - Leadership Matters: Benchmarking Women's Business Leadership in the Pacific » Pacific Private Sector Development Initiative (adbpsdi.org)

Thematic - Gender Transformative work

- Change, W., et al., *What works to enhance women's agency: Cross-cutting lessons from experimental and quasi-experimental studies,* J-PAL Working Paper July 2020
- Interagency Gender Working Group, *Programmatic Guidance,* Available at: https://www.igwg.org/training/programmatic-guidance/
- Alexander-Scott, M., Bell, E., Holden, J. *Department for International Development Guidance Note: Shifting Social Norms to Tackle Violence against Women and Girls* (2016)
- Institute of Development Studies, *Engendering Men: Evidence on Routes to Change for Gender Equality,* Available at: https://www.ids.ac.uk/projects/engendering-men-evidence-on-routes-to-change-for-gender-equality-emerge/
- FHI 360, *Gender Integration Framework: How to Integrate Gender in Every Aspect of Our Work*. Available at: https://www.fhi360.org/resource/gender-integration-framework-how-integrate-gender-every-aspect-our-work
- World Bank, *World Development Report 2012: Gender Equality and Development* (2011) Available at: https://openknowledge.worldbank.org/handle/10986/4391

Thematic - Gender Based Violence

- Ruane-McAteer, E., et al, *Interventions Addressing Men, Masculinities and Gender Equality in Sexual and Reproductive Health and Rights* (2019)
- UNFPA, *Violence against Women – Regional Snapshot* (2019). Also see UN Women, *Women Count: Papua New Guinea* Available at: https://data.unwomen.org/country/papua-new-guinea

- Australian National University, *Femili PNG Protection Order Data 2016–2017*. (2018)
- Sepoe, O., *Temporary Special Measures in PNG: Part One – The Story up to 2019* Available at https://devpolicy.org/temporary-special-measures-in-png-part-one-the-story-up-to-2019-20210810/
- International Center for Research on Women, *Violence Against Women in Melanesia and Timor-Leste: Progress made since the 2008 Office of Development Effectiveness Report* (2012).
- Pacific Community, *Elimination of Violence Against Women in the Pacific Islands: Recommendations from the 12th Triennial Conference of Pacific Women and the Fifth Pacific Women's Ministerial Meeting* (2013). Also refer to literature at www.evaw.org and www.preventvawg.org
- Forsyth et al. (2020) https://www.researchgate.net/publication/332749668TenPreliminaryFindingsConcerningSorceryAccusation-RelatedViolenceinPapuaNewGuinea
- Locket, K., Bishop, K., *A Practical Guide on Community Programming on Violence against Women and Girls* A DFID Guidance Note https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/264401/VAWG-guidance-chase.pdf (2012)
- Gibbs, A., Dunkle, K., & Jewkes, R. (2020). *The prevalence, patterning and associations with depressive symptoms and self-rated health of emotional and economic intimate partner violence: a three-country population-based study*. Journal of global health, 10(1), 010415. https://doi.org/10.7189/jogh.10.010415
- Dunkle, K., et al. (2018) *Disability and Violence against Women and Girls: Emerging Evidence from the What Works to Prevent Violence against Women and Girls Global Programme*, https://www.whatworks.co.za/resources/evidence-reviews/item/444-disability-and-violence-against-women-and-girls
- Heise, L., McGrory, E., *Violence against women and girls and HIV: Report on a high-level consultation on the evidence and its implications*, (2015). Greentree Estate. STRIVE Research
- Consortium, London School of Hygiene and Tropical Medicine, 2016.
- Spotlight Annual Global Report 2020
- https://www.spotlightinitiative.org/publications/universal-rights-global-action-2019-2020-impact-report
- End VAW now website: https://www.endvawnow.org/

Thematic - Women's Economic Empowerment

- United Nations Secretary General, *High-Level Panel on Women's Economic Empowerment*, https://hlp-wee.unwomen.org/en
- Organisation for Economic Cooperation and Development, Investing in Women and Girls, https://www.oecd.org/dac/gender-development/investinginwomenandgirls.html and https://www.oecd.org/development/womens-economic-empowerment.htm
- McKinsey Group, *The Power of Parity, How advancing women's equality can add $12 trillion to global growth*, (2015).
- IMF. "Women, Work, and the Economy: Macroeconomic Gains from Gender Equity." (2013). https://www.imf.org/external/pubs/ft/sdn/2013/ sdn1310.pdf

Thematic - Women in Leadership

- Development Dimensions International, Inc. Ready-now leaders: *Cultivating women in leadership to meet tomorrow's business challenges, Global Leadership Forecast* 2014/15. Accessible at: https://www.ddiworld.com/DDI/media/trend-research/global-leadership-forecast-2014-gender-subreporttrddi.pdf?ext=.pdf

- Women Deliver website: https://womendeliver.org/womensleadership/
- OECD. "Women, Government and Policy Making in OECD Countries: Fostering Diversity for Inclusive
- Growth." 2014. Web. https://read.oecd-ilibrary.org/ governance/women-government-and-policy-making-in-oecd-countries9789264210745-en#page27
- Howard, E. 2019. Discussion Paper Effective Support for Women's Leadership in the Pacific: Lessons from the Evidence.
- McKinsey & Company. "Delivering through Diversity." 2018.
- Inter-Parliamentary Union (IPU). "Women in National Parliament in 2017: The year in review." 2018.
- Inter-Parliamentary Union (IPU). "Women in National Parliaments." 2018. www.ipu.org
- UN Women & IPU. "Women in Politics: 2017." www.ipu.org
- Deloitte. "Women in the boardroom: a global perspective." Global Center for Corporate Governance. 2017

Miscellaneous

- Bridging the Gap: Mapping Gender Data Availability in Asia and the Pacific (April 2021) https://data2x.org/resource-center/bridging-the-gap-mapping-gender-data-availability-in-asia-and-the-pacific/
- UNESCAP, *Building Disability-Inclusive Societies in Asia and the Pacific* (2018) Also see https://www.un.org/development/desa/disabilities/issues/women-and-girls-with-disabilities.html
- Mitra, S., Posarac, A., Vick, B., *Disability and Poverty in Developing Countries: A Multidimensional Study, World Development*, 2013, vol. 41, issue C.
- United Nations Population Fund (UNFPA), *Take Action: Zero Unmet Need for Family Planning*, Available at: https://png.unfpa.org/en/publications/take-action-zero-unmet-need-family-planning
- UN Women, *How Covid-19 Impacts Women and Girls*, Available at: https://www.unwomen.org/en/digital-library/publications/2020/04/policy-brief-the-impact-of-covid-19-on-women
- Equal measures 2030: bending the curve towards gender equality. https://www.equalmeasures2030.org/2020-bending-the-curve-report/
- UN Women 2020 Issues Brief. Making women and girls visible: gender data gaps and why they matter.
- https://www.unwomen.org/en/digital-library/publications/2018/12/issue-brief-making-women-and-girls-visible
- https://www.who.int/news-room/fact-sheets/detail/violence-against-children