



# **EVALUATION OF THE *‘PORT MORESBY: A SAFE CITY FOR WOMEN AND GIRLS PROGRAMME’***



# ACKNOWLEDGEMENTS

This evaluation has engaged and taken into account the experiences, views and opinions of a total of 360 persons from a wide range of stakeholders in Port Moresby, Papua New Guinea (PNG). This included: women market vendors, women bus passengers, youth and community activists in schools and settlements, local government, essential service providers, NGOs, and bilateral and international donors.

We acknowledge the contributions of the evaluation research team from NRI for collecting all the raw data – including: Elizabeth Kopel (Field Coordinator), Mary Fairio (Senior Assistant), Lucy Hamago (Junior Assistant), Chris Banga (Junior Assistant). We also acknowledge the enumerators: Maureen Thomas, Lewis Ewong, Monica Kolkia, Cathy Keimelo, and the photographer Jason Sawera.

Special thanks goes to UN Women's Regional Evaluation Specialist in Bangkok, Sabrina Evangelista, and UN Women's Safe Public Transport Officer, Brenda Andrias, who spent a great deal of effort on helping the international evaluation team and the researchers on the ground to access all the necessary Programme information and stakeholders, to understand the challenging context, and to remain grounded.

The evaluation team further extends its gratitude to Susan Jane Ferguson, UN Women Country Representative for PNG, for her leadership and support throughout, and to the entire UN Women PNG team, and the EAW Section team in UN Women Headquarters New York for their responsiveness to the requests of the evaluation team; as well as the Spanish Agency for International Development Coordination (AECID), and the Government of Australia for financial support of the evaluation.

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The front page picture on page 102, the picture of the finished Gordons market on page 95, and the picture of the *Meri Seif* bus on page 100 were provided by UN Women.

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Report

Evaluation of the ‘Port  
Moresby: A Safe City  
for Women and Girls  
Programme’

A UN Women supported  
collaborative effort to bring about  
transformative change



**UN WOMEN**

Papua New Guinea, June 2019



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# EVALUATION TEAM

The evaluation was designed and implemented by a selected company called **Collaborative Impact**<sup>1</sup>. The company was selected through a competitive process. Its founding partners each bring over 20-30 years of experience in rights-based participatory and collaborative design, research and evaluation. Its approach is essentially: *systemic*: looking at how interventions combine and interact with their environment; *participatory*: building ownership of the problem and alignment around the responses; and *rigorous*: demonstrating quality of thought in research design to produce robust and credible evidence.

The Collaborative Impact team that delivered the evaluation, consisted of:

- **Adinda Van Hemelrijck** (senior evaluation expert and team leader) who designed and managed the evaluation, trained the local team and helped develop and field-test the tools and guidelines, wrote the field manual and kick-started fieldwork, and led on the reporting and communication.
- **Jeremy Holland** (senior thematic and evaluation expert) who helped develop the Participatory Contribution Analysis and Constituent Feedback tools, conduct the final analysis and draft the report.
- **Nicoletta Lumaldo** (young emergent evaluator) who helped collate the data, assessed data quality, and reviewed all reports and deliverables.

The Collaborative Impact team was supported by **Emma Fulu** (VAWG expert advisor) from the **Equality Institute**<sup>2</sup> for developing the research ethics and rights and gender/VAWG sensitivity guidelines and providing technical backstopping for VAWG responsive/sensitive fieldwork.

Fieldwork for the evaluation was conducted by a team from the **PNG National Research Institute (NRI)**, consisting of:<sup>3</sup>

- **Elizabeth Kopel** (field research coordinator) and **Mary Fairio** (senior field research assistant) who helped train the local team and field-test the tools, developed the sampling and field mobilization plan, and coordinated fieldwork.
- **Chris Banga, Lucy Hamago, Maureen Thomas, Monica Kolkia** and **Lewis Lwong** (junior field research assistants) who helped develop the data sheets and field-test the tools, translate key concepts into *Tok Pisin*, and collect and clean all the data.
- **Jason Sawera** (photographer and video recorder) who took pictures and recorded short videos of people and infrastructure during fieldwork.

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1 Cf. <https://collabimpact.org>.

2 Cf. <http://www.equalityinstitute.org>.

3 Cf. <https://pngnri.org>

# ABBREVIATIONS AND *TOK PISIN* TERMS

AECID	Spanish Agency for International Cooperation
ANC	Australian National Committee
<i>Bilum</i>	String bag
<i>Buai</i>	Betel nut
CF	Constituent Feedback
CRAMS	Community Referral and Mentoring Services
DFAT	Australian Government Department of Foreign Affairs and Trade
DoT	Department of Transport
DV	Domestic Violence
FSC	Family Support Centre
FSVAC	NCDC's Family and Sexual Violence Action Committee
FSVU	Family and Sexual Violence Units
GHRB	Gender and Human Rights Based
GHRBA	Gender and Human Rights Based Approach
HRD	Human Rights Defenders
LTA	Land Transport Authority
<i>Meri</i>	'Woman'
<i>Meri Seif</i>	'Safe Woman'
MFAT	New Zealand Ministry of Foreign Affairs and Trade
MMC	Market Management Committee
MVA	Market Vendors Association

NMB	Nationwide Microbank
NCDC	National Capital District Commission
PCA	Participatory Contribution Analysis
PIALA	Participatory Impact Assessment and learning Approach
PMV	Public Motor Vehicle
PNG	Papua New Guinea
PSI	Population Services International
RPNGC	Royal Papua New Guinea Constabulary
<i>Raskols</i>	Criminals or trouble makers
RTA	National Road Traffic Authority
<i>Sanap Wantaim</i>	'Stand Together' (social change campaign)
SH	Sexual Harassment
SV	Sexual Violence
ToC	Theory of Change
UNDAF	United Nations Development Assistance Framework
<i>Wantok</i>	'One Talk' (a community of people who identify with each other either through language, birth place or cultural identity -- tribe, clan )
VAWG	Violence Against Women and Girls

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# EXECUTIVE SUMMARY

## Background

In November 2010, UN Women launched its *'Safe Cities free of Violence against Women and Girls'* Global Programme as part of its *'Safe Cities and Safe Public Spaces with Women and Girls'* Global Flagship Initiative. The Global Programme aims to help participating cities develop context-relevant comprehensive human rights approaches that draw on evidence to effectively prevent and respond to violence against women and girls (VAWG), particularly sexual harassment and other forms of sexual violence (SH/SV) in public spaces.

The capital city of Papua New Guinea (PNG), Port Moresby, applied to participate in this Global Programme with the **'Port Moresby: A Safe City for Women and Girls Programme'**. Port Moresby is the largest and fastest growing city in PNG as rural people migrate in search of employment opportunities. The city is known for its high levels of violence, including VAWG. Government authorities struggle to coordinate an effective response and have a stronger accountability framework. Violent crime threatens the safety and security of all citizens, but mostly of women and girls. In public spaces they often experience opportunistic crime and SH/SV, preventing them from participating freely in social, economic, and political life. VAWG in PNG is normalized, internalized, and widely regarded as inevitable (UN Women, 2016b). The PNG Government is increasingly taking a more proactive role in addressing gender inequality and VAWG. However, similar to other countries, legislation and policies preventing or addressing VAWG require a stronger focus on implementation throughout the country.

Following the findings and recommendations of two scoping studies, Port Moresby's authorities together with UN Women and funding partners developed two major initiatives under the *'Port Moresby: A Safe City for Women and Girls Programme'*: a **Safe Markets Initiative (2011-2019)** and the **Safe Public Transport Initiative (2015-2019)**.

Port Moresby has seen a rapid increase of the informal economy over the years, which is more than 60 per cent occupied by women. Markets are an important space where community members gather, and where women can earn an income for themselves and their households. Women are the most frequent users of public transport in the city; however, in a study

conducted, more than 90 per cent of women participants said they experienced some form of SH/SV when using buses and taxis or walking to/from or waiting at the bus stops, including to/from the markets.

Supported by multisectoral interventions, including an awareness and prevention campaign called *'Sanap Wantaim'*, the two Initiatives aimed to make the markets and the bus connections between settlements and markets and other public spaces in the city safer for women and girls, while also setting in motion longer-term transformative changes towards women and girls' empowerment (social, economic and political) and equal rights.

The Programme had a total budget of around US \$18 million, contributed by a range of donors –including: the Spanish Agency for International Development Cooperation (AECID) that provided seed funds to begin the Safe Markets Initiative and support for an evaluation study (US \$390,000); New Zealand (US \$5,543,703.71) that jointly funded the construction of a new Gordons market together with the National Capital District Commission (US \$ 6,625,000 plus in-kind contributions and staffing); and Australia that funded both initiatives through their Pacific Women initiative (US \$4,500,000).

With the Programme coming to an end in 2019, UN Women's PNG Country Office with support from the Independent Evaluation Services (IES) commissioned an **external and combined progress and impact evaluation** of the two initiatives and the campaign, covering their entire intervention periods (Safe Markets 2011-19; Safe Public Transport 2015-19; *Sanap Wantaim* 2015-19).

The purpose of the evaluation was to produce an independent account of the performance and contributions of *'Port Moresby: A Safe City for Women and Girls*

*Programme*’ to transformative change and impact, as well as its context-relevance and ‘gender and human rights sensitivity.’ Given that this initiative forms part of a global Programme, it was found important to also advance learning with partners internationally, regarding multi-sectoral and evidence-based initiatives for preventing and responding to VAWG and particularly SV in public spaces<sup>1</sup>.

This report presents the key findings of the external evaluation of the *‘Port Moresby: A Safe City for Women and Girls Programme’*. Based on the findings it formulates recommendations for sustaining, strengthening and informing the scaling of its market, public transport, and campaigning models for the prevention of VAWG (including and foremost SH/SV) in PNG and elsewhere.

## Approach and Limitations

The evaluation was conducted over a period of seven months (from October 2018 until April 2019). A desk review and evaluability assessment were conducted in September - October 2018. Fieldwork was conducted in November - December 2018 through the National Research Institute (NRI). The reporting was completed in April 2019, with findings and recommendations presented to the Evaluation Reference Group in June 2019.

Markets and people’s mobility and access to these markets are known to be complex systems of cause and effect. To design and implement a fit-for-purpose evaluation, a mixed-methods realist approach called **PIALA (Participatory Impact Assessment and learning Approach)** was used, which is designed to evaluate system change and impact in complex environments in a participatory and rigorous way at a medium large scale<sup>2</sup>.

The evaluation was conducted in full compliance with UNEG Ethical Guidelines and Code of Conduct for

evaluation in the UN system to assert participants’ rights. Furthermore, the evaluation was also guided by UN Women Evaluation Policy (2012) and UN Women’s global impact evaluation strategy. Ethics and rights are at the center of research on VAWG and require special considerations, more than in any other rights-based and participatory research. The International Research Network on Violence Against Women (IRNVAW) stipulates the prime importance of consent, confidentiality and safety; of responsiveness to people’s need for assistance; and of ensuring that the research does not cause any further harm. This evaluation, therefore, was guided by the World Health Organization’s recommendations for research on VAWG and SV<sup>3</sup>.

A total of 322 participants (>80 percent women) were engaged in the field inquiries in and around the markets of Gerehu, Boroko and Gordons, the *Meri Seif* and *Meri* buses, and the *Sanap Wantaim* campaign areas. In addition, more than 40 key informant interviews (> 50 percent women) were conducted with implementation partners, decision makers, funders, and other key stakeholders. The field inquiries were complemented and supported by secondary research that drew on an extensive desk review of more than 66 Programme-specific or -related documents (listed in Chapter 7).

For the Safe Markets Initiative of the *‘Port Moresby: A Safe City for Women and Girls Programme’*, the evaluation conducted field inquiries in and around the two (of four) markets where Programme interventions had been implemented for a sufficient length of time to have an observable impact – namely: Gerehu (since 2011) and Gordons (since 2012). A number of factors made it impossible to combine the qualitative with a quantitative analysis – most notably: the absence of a valid baseline, counterfactual, or any other reference point that would allow for a quantitative comparison of change; the limited size and representativeness of accessible market populations; the ethical restrictions for research on VAWG which makes it very difficult to conduct inquiries within the markets; and the survey fatigue among the vendors.

For the Safe Public Transport Initiative, assessing contribution to impact was largely premature, given the relatively short period of implementation (since

1 Including: the National Capital District Committee (NCDC); the Road Traffic Authority (RTA); the Royal Papua New Guinea Constabulary (RPNGC); Ginigoada Foundation; Vendor Associations, NGOs and UN Women. Further details on partners and stakeholders can be found in Section 2.3.

2 PIALA draws mostly on ‘realist’ and ‘transformative’ (including gender & rights based) research and evaluation traditions for assessing system change and impact in a participatory way. For further reading on these traditions, see: Mertens (2009) and Pawson (2013) in the References. Cf. <https://collabimpact.org/piala>.

3 WHO (2016). Ethical and safety recommendations for intervention research on violence against women. Building on lessons from the WHO publication ‘Putting women first: ethical and safety recommendations for research on domestic violence against women’.

2015). The evaluation focus, therefore, was on progress towards Programme outcomes, particularly those related to institutional awareness and preparedness, and on contributions made by the *Meri Seif* and *Meri* buses to providing safe, reliable transport and building the business case for changing the public transport sector. Also, the *Sanap Wantaim* campaign had been implemented for only 2-3 years, hence the evaluation looked at progress towards achieving awareness outcomes among the youth in the targeted areas and among the women in the markets and on the *Meri Seif* buses.

## Summary of Findings and Recommendations

The causal flowchart overleaf presents a summary of the evaluation findings alongside the Programme's Theory of Change<sup>4</sup>, walking its presumed path backwards – from downstream impact-level changes in women's/girls' empowerment and safety in public spaces; through outcome-level changes in governance, awareness, infrastructure and public transport; up to the Programme design and implementation.

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4 Cf. Figures 1 and 2 in Section 2.2.

## Women's/girls' empowerment and opportunities due to their access and use of safe markets<sup>5</sup>

Through the collective association into Market Vendor Associations (MVAs), previously marginalized women vendors developed a collective identity. Through the establishment of multi-stakeholder Market Management Committees, for the first time, they also obtained a voice in market management. This contributed to a decline in ethnic violence and VAWG inside the markets, and an increase in women's sense of collective power and ability to exert influence and negotiate their position and interests. The transmission of this significant outcome into sustainable impact; however, was constrained in Gerehu by uncoordinated and unaccounted city government decisions outside the control of the Programme, which caused a sharp decline in customers and negatively impacted women vendors' businesses. A perceived lack of responsiveness of market management to the vendors' problems further inhibited their empowerment process. Also, the MiCash mobile banking system piloted in Gerehu to economically empower the women vendors was affected by the decline in business and did not survive due to vendors' insufficient income and capacity, combined with a few other issues. In Gordons market, the transmission to impact was still imminent, awaiting the re-opening of the market with the new infrastructure and governance model. Plans to replicate the Programme's market governance and vendor association model in the informal sector countrywide will undoubtedly help to enhance women's and girls' empowerment and opportunities – provided that local and national policy and decision makers are able to engage with women leadership and better listen and respond to women's concerns.

### Recommendations:

- Provide additional market management capacity building support to enable market management and security staff to better engage with MVAs, and understand and facilitate their role and participation in market governance, thus enabling women's empowerment. **(UN Women)**
- Facilitate a meeting between all stakeholders in NCDC (Urban Safety, Urban Planning, Infrastructure, Markets Division, City Manager and NCDC Governor, MVA representatives, surrounding shop owners, PMV operators) to resolve the access issues at Gerehu market and enable outcome-to-impact transition. Involve all relevant stakeholders in the design of the solutions –including: NCDC Urban Safety, Urban Planning, Infrastructure, NCD Governor, MVA representatives, surrounding shop owners, PMV operators. **(UN Women)**
- Revamp vendor capacity building and economic empowerment efforts at Gerehu to lift women's position in public spaces, and expand the Programme to other markets both in- and outside Port Moresby. Partners and UN Women key informants suggested prolonged training focused on strengthening women's leadership and self-confidence beyond skills development and financial literacy, for instance, drawing on peer-to-peer coaching and HRD-led buddy training. **(UN Women)**

5 Cf. Findings 5-9 in Section 6.1 and Recommendations 1-5 and 12 in Section 7.3.

- Continue to work flexibly and adaptively with the NCDC to support the replication of the market governance model in the other markets, and strengthen NCDC's capacity to maintain and administer the new model. **(UN Women)**
- Expand UN Women's adaptive Gender & Human Rights Based partnership and implementation model to include capacity strengthening and championing of male policy and decision makers enabling women's voice and leadership. Transfer the model to the new National Policy on Informal Economy. Apply the model to the scaling of the market governance model outside Port Moresby. **(UN Women)**
- Monitor the success of the infrastructure & security model, make timely improvements (where needed) and replicate the model elsewhere across the city. **(NCDC)**

## Women's/girls' safety and comfort/dignity in the markets due to VAWG-preventive and -responsive management, violence intolerance, infrastructure, and bus transport<sup>6</sup>

As a direct consequence of the NCDC structural reform and new governance model, and the new market infrastructure and facilities developed through the Programme, market management and security improved and contributed to the increased safety, hygiene and comfort of the vendors and customers (over 90 percent women and girls) in Gerehu market. According to police statistics, there have been no incidents of sexual violence or major criminal activity in the market since it was renovated. In Gordons, safety for women and girls inside the market had improved until its closure for infrastructure works in 2017<sup>7</sup>, albeit much less than could have been expected had the new market infrastructure been in place. Outside the markets, however, safety remained an issue for women/girls due to the lack of security. Also, inside the markets there were reportedly still occasions of threatening behavior by market controllers and security guards towards women vendors. Although the provision of *Meri Seif* bus services had improved women's/girls' safety of access to and from the markets, it remained unsafe due to the large distances between bus stops and market gates and the poor bus stop locations and infrastructure. Bus stops and access routes, however, were outside the scope of the Programme.

6 Cf. Findings 10-12 in Section 6.2 and Recommendations 13-15 in Section 7.3.

7 The infrastructure works were only completed at the time of the evaluation.

### Recommendations:

- Implement and monitor Strategies 2 and 3 of the Market Division Strategic Plan 2018-2020 to ensure effective collaboration with other NCDC divisions and with law and justice, including RPNGC, for preventing and combatting petty crime and VAWG in and around the markets and the bus stops. **(NCDC)**
- Implement and monitor Strategy 5 of the Market Division Strategic Plan 2018-2020 to ensure appropriate selection, contracting and performance management of market management and security staff. Develop and proof-test adequate tools, standard operational procedures and guidelines for market management performance monitoring, and award excellent performance (e.g. with bonuses). Develop a strategy to further upgrade the status of security guards and build their sense of commitment and responsibility for women's safety in and outside the markets –for instance: by continuing to provide security training and upgrading to schooling grades and certificates, developing a champion and peer coaching Programme, and engaging senior security in multi-stakeholder market and market-to-bus security monitoring meetings. **(NCDC with support from UN Women)**
- Continuously monitor “market inclusiveness” and regularly reassess the ‘checks and balances’ in the MMC in all the markets. Carefully document context-specific challenges, responses, and lessons learned from the market cases in Port Moresby, as an important input into the up-scaling of the market governance model country-wide. **(NCDC with support from UN Women)**

### Market management/ governance due to Programme interventions<sup>8</sup>

The Programme has made a major contribution to market governance and consequently was able to achieve a significant improvement in market management and security, despite many constraining factors outside its control. Prior to intervention, market management in Port Moresby was non-existent and markets were chaotic.

The Programme worked with NCDC to bring a structural reform of city government, develop

<sup>8</sup> Cf. Findings 13-16 in Section 6.3 and Recommendations 4, 5, 7 and 16 in Section 7.3.

### Awareness and Intolerance of VAWG due to due to Programme Interventions<sup>9</sup>

The *Sanap Wantaim* campaign contributed to creating cohesion and shared values of equality and mutual respect among targeted youth and even had a “life changing” impact on its youth leaders and mobilizers. However, as the campaign only started in 2016, it was too early to expect a real transformative change in the cultural prescripts of youth behavior across the entire city.

<sup>9</sup> Cf. Findings 17 and 18 in Section 6.4 and Recommendations 6 and 7 in Section 7.3.

operational management mechanisms, guidance and tools, and build staff capacity, resulting in a very promising model for urban VAWG-preventive market governance. Market Management Committees (MMCs) and Market Vendor Associations (MVAs) were formed to manage the markets in an inclusive and empowering way. Market bylaws were created to enforce NCDC regulation. Although market managers' top-down decision-making was perceived at times to be a challenge, many vendors also welcomed the improved communication through the committees and associations.

Furthermore, Programme work on CRAMS (Community Referral and Mentoring Services) succeeded in improving access to essential services for survivors of VAWG (in particular SH/SV) due to the extraordinary efforts and personal commitments of the community volunteers trained as Human Rights Defenders (HRDs).

Governmental service providers such as police still require more capacity for the CRAMS (Community Referral And Mentoring Services) to become effective. This, however, was outside the scope of the Programme.

### Recommendations (in addition to the above):

- Provide capacity and partnership building support for developing an effective and replicable CRAMS delivery model, including additional funding and support to leverage the HRDs through UN Women global Programmementing on essential services. This would significantly contribute to UNDAF 2018-2022 Outcomes 1.2, 1.3, 4.2 and 4.3. (UN Women + UNDAF partners)
- Implement and monitor Strategies 1-9 of the Market Division Strategic Plan 2018-2020 to sustain and replicate the market governance model in all markets. (NCDC with support from UN Women).

Equally, the volunteers trained by UN Women as Human Rights Defenders were found relatively effective in making women and girls in the intervention area aware of their rights and the essential services that can help them to assert their rights in case of VAWG, but their direct and indirect reach remained limited due to their small amount (32) and the limited implementation time and resources.

### Recommendations (in addition to the left):

- Continue *Sanap Wantaim* campaigning as part of the NCD's Active City Programme, with a renewed emphasis on men and boys and creating opportunities for the youth, using mixed strategies (e.g. combining old with new media, community-based with high profile public events, campaign messaging with youth activation and employment initiatives in the settlements). Move *Sanap Wantaim* into the NCDC to ensure close working relationships with Active City. (UN Women + NCDC)

## Market infrastructure due to Programme interventions<sup>10</sup>

The new Gerehu market infrastructure and facilities (incl. for WASH) proved a crucial enabling factor for the market's metamorphosis from 'chaos' and 'no go' zone into orderly managed and secure spaces in which vendors, authorities and other stakeholders together take on the responsibility for maintenance and security. The market infrastructure and WASH facilities were developed through a gender and VAWG-prevention lens, enabling security to prevent VAWG from entering the market while also meeting women vendors' strategic needs and enabling them to take ownership of their space. The difficulty in maintaining security in the old Gordons market confirmed what the experience in Gerehu had already demonstrated; namely, that an appropriate infrastructure is conditional to women's/girls' safety from VAWG in the market, but that hardware infrastructure improvements needs to be combined with improvements in market management and women's voice in order to be transformative and sustainable.

### Recommendation:

- Replicate the highly successful gender responsive and VAWG -preventive market infrastructure development model in other markets in and outside Port Moresby. This would significantly contribute to UNDAF 2018-2022 Outcomes 1.2 and 2.2 (leaving no woman or girl behind). (Donors, UN Women, UNDAF Partners)

<sup>10</sup> Cf. Finding 19 in Section 6.5 and Recommendation 9 in Section 7.3.


## Bus transport due to Programme interventions<sup>11</sup>

The *Meri Seif* and *Meri* bus services supported by the Programme offered a safe and reliable means of public transport for women and girls that undeniably met an important need while also demonstrating a clear business case for making the public transport sector more gender- and VAWG-responsive. Meanwhile, the Programme's collaborative evidence-generation together with key partner institutions such as RTA, NCDC and RPNGC, allied to strategic oversight and regular policy engagements, proved to be essential for building the institutional awareness and preparedness to make the public transport sector more gender- and VAWG-responsive. Since public transport interventions only started in 2015, much work (most notably with the PMV Association and on the scaling of the *Meri Seif/Meri* operations) was yet to be done to achieve impact in this area.

### Recommendations (in addition to the above):

- Further trial a *Meri* bus and one or two regular PMV service networks in parallel to facilitate learning and exchange. Provide capacity-building support to PMVs on VAWG-preventive bus operation through the PMV Association. (Ginigoada + UN Women)
- Implement and monitor Strategies 2 and 3 of the Market Division Strategic Plan 2018-2020 to ensure effective collaboration with other NCDC divisions and with law and justice, including RPNGC, for preventing and combatting petty crime and VAWG in and around the markets and the bus stops. (NCDC)

<sup>11</sup> Cf. Findings 20-22 in Section 6.6 and Recommendations 8, 10 and 13 in Section 7.3.



## Context-Relevant, Gender and Human Rights Based Programme Design & Implementation<sup>12</sup>

The Programme was able to turn the complexity of Port Moresby's urban development context into an opportunity to impact high levels of VAWG under an integrated multidisciplinary response, largely due to its context relevant design and implementation. It was coherently designed to address the gender and rights issue of VAWG in a holistic and transformative way by moving far beyond merely social protection to strategically combine interventions at three fronts: building women's/girls' agency; building relationships (social networks); and building the institutional environment. Furthermore, the Gender and Human Rights Based (GHRB) implementation of the Programme achieved efficiency and effectiveness by moving from a traditional project delivery approach to a more empowering model that works through organizational partner arrangements, geared at building institutional capacity. By anchoring these arrangements in GHRB principles and values, the approach shifted the relationship between donor and partner recipients from a transactional to a transformative partnership. UN Women's progressive decision to integrate M&E responsibilities as far as possible within the government institutions and partners aimed at improving GHRB learning and sustainability, created challenges of eliciting reliable data on the outcome goals. UN Women compensated by commissioning regular reviews that informed the donors, and at the same time, prompted critical reflection and learning among the partners.

### Recommendation:

- Use a similar Gender & Human Rights Based approach (combining the three strategies: building women's/girls' agency; building relationships and social networks; and building the institutional environment) to design and implement context-relevant adaptations of the market governance and women vendors empowerment model (combined with CRAMS and *Sanap Wantaim*) in other cities and districts of PNG.

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<sup>12</sup> Cf. Findings 1-4 in Sections 5.2 to 5.4 and Recommendation 11 in Section 7.3.



# INTRODUCTION

# INTRODUCTION

In November 2010, UN Women launched its *'Safe Cities free of Violence against Women and Girls'* Global Programme as part of its *'Safe Cities and Safe Public Spaces with Women and Girls'* Global Flagship Initiative. Violence Against Women and Girls (VAWG) is nowadays widely recognized as a human rights violation.

However, VAWG and particularly sexual harassment and other forms of sexual violence (SH/SV) in public spaces is still largely tolerated and perceived as a “normal” part of social life in many contexts. SH/SV and other forms of VAWG infringe upon women’s and girls’ dignity, health, mobility, rights, and opportunities, and prevent them from fully accessing and engaging in political and economic life.

UN Women’s *'Safe Cities free of Violence against Women and Girls'* Global Programme aims to help participating cities develop context-relevant and comprehensive human rights approaches that draw on evidence to effectively prevent and respond to VAWG and particularly SH/SV in public spaces. The capital city of Papua New Guinea (PNG), Port Moresby volunteered to participate in this Global Programme with the ***'Port Moresby: A Safe City for Women and Girls Programme'***.<sup>1</sup>

Following the findings and recommendations of two scoping studies, the city authorities, together with UN Women and funding partners, developed two major initiatives under the *'Port Moresby: A Safe City for Women and Girls Programme'*: a **Safe Markets Initiative** and a **Safe Public Transport Initiative**.

The Programme aimed to make the markets and public transport safer for women and girls, while also setting in motion longer-term transformative changes towards women’s and girls’ empowerment (social, economic and political) and equal rights.

Supported by an awareness and prevention campaign called *'Sanap Wantaim'*, the two initiatives adopted a holistic and bottom up approach focused on building institutional capacity of city authorities, strengthening women’s collective agency and individual mobility, and changing societal relationships.

<sup>1</sup> Four other cities participated as founding city Programme in Global Programme: Cairo, Quito, Kigali, and Delhi.

The Programme had a total budget of around US \$18 million, contributed by a range of donors<sup>2</sup>:

- Port Moresby’s National Capital District Commission (NCDC): US \$6,625,000 plus in-kind contributions and staffing;
- Spanish Agency for International Development Cooperation (AECID): US \$ 390,000 (offered as seed funding);
- New Zealand Aid and Development (NZAID): US \$5,543,703.71;
- Australian Department of Foreign Affairs and Trade (DFAT), through the Pacific Women Programme: US \$4,500,000;
- Australian High Commission: US \$50,000;
- Australian National Committee: US \$30,000;
- UN Women Core: US \$370,000; and
- Republic of Korea: US \$11,000 (as part of global policy advocacy).

With the Programme coming to an end in 2019, UN Women’s PNG Country Office, with support from the Independent Evaluation Services (IES), commissioned a **combined progress and impact evaluation** of the two initiatives and the campaign, covering their entire intervention periods (Safe Markets 2011-19; Safe Public Transport 2015-19; *Sanap Wantaim* 2015-19). As required by the Global Programme, the purpose of the evaluation was to produce an independent account of the performance, relevance and contributions to impact of the *'Port Moresby: A Safe City for Women and Girls Programme'* for the purpose of learning with the partners<sup>3</sup> and accountability to the funders and the wider public.

<sup>2</sup> Of these funds, US \$12,625,000 were used to construct Gordons Market and US \$ 1 million (contributed by NCDC and Australia) were used to refurbish Gerehu market. Australia also provided \$2,953,584 for the Safe Transport Initiative through their Pacific Women Programme. The Australian National Committee contributed \$120,000 for two buses and both NCDC and Ventura (a transport business in Australia) also contributed to the Safe Transport Initiative.

<sup>3</sup> Including: the National Capital District Committee (NCDC); the Road Traffic Authority (RTA); the Royal Papua New Guinea Constabulary (RPNGC); Ginigoada Foundation; Vendor Associations, NGOs and UN Women. Further details on partners and stakeholders can be found in Section 2.3.

The main objectives of the evaluation were to:

- Assess contributions of the Safe Markets Initiative for increasing women's and girls' safety and opportunities in the selected intervention markets in Port Moresby, free from VAWG and particularly SH/SV;
- Assess progress made by the Safe Public Transport Initiative towards achieving increased awareness and preparedness among the city authorities and public transport operators to respond to the need for gender-responsive and safe public transportation;
- Assess the relevance, as well as the rights and gender responsiveness, of both initiatives and the *Sanap Wantaim* campaign in the context of PNG, and more specifically of Port Moresby;
- Draw lessons and make recommendations for future Programmes and expanding the Safe Markets and Safe Public Transport Initiatives and the *Sanap Wanteim* campaign to other parts of the city and the country; and
- Communicate key lessons to the wider world – in particular to other cities and countries engaged in the Global Programme and other global and local initiatives aimed at preventing VAWG in public spaces.

This report presents the key findings of the evaluation and formulates recommendations for sustaining, improving, and expanding the Programme's initiatives and campaigning model for making public spaces safe and free from SH/SV and other forms of VAWG in a rights-based and empowering way.

**Chapter 1** provides an overview of the '*Port Moresby: A Safe City for Women and Girls Programme*': its context, interventions, timeline and Theory of Change.

**Chapter 2** briefly describes the evaluation approach, criteria, methodology, and gender/VAWG responsive evaluation ethics.

**Chapter 3** presents a 'flowchart' that provides a summary of the evaluation findings mapped onto the Programme's Theory of Change, with scores indicating the relative strength of the causal relations in the Theory of Change and the Programme's contribution to these, taking into account context-related and other uncontrollable influences.

**Chapters 4 and 5** present the evaluation findings, followed by the conclusions and recommendations in **Chapter 6** and the references in **Chapter 7**.

Details on the evaluation approach and limitations, the contribution and evidence scorings, the samples and the constituents' feedback can be found in the **Annexes**.



1

ABOUT THE  
PROGRAMME

# 1. ABOUT THE PROGRAMME

## Pursuing Transformative Change and Empowerment in a Challenging Urban Context

### 1.1

#### Context

To fully appreciate the findings of this evaluation, it is essential to understand the challenging context in which the *'Port Moresby: A Safe City for Women and Girls Programme'* was implemented, attempting to support complex changes in institutions and social norms.

#### The Papua New Guinea Context

Papua New Guinea (PNG) is one of the largest Pacific islands and one of the most linguistically and culturally diverse countries in the world. It is also one of the most inaccessible areas of the world with thousands of islands and rugged mountain ranges and few transport routes. With a population of nearly 8.6 million, there are more than 800 languages and 1000 tribes.

PNG is ranked 143<sup>rd</sup> out of 188 countries in the world on the Gender Inequality Index (GII). (UNDP, 2016)<sup>1</sup> Studies commissioned by the Government of PNG, the World Bank, Asian Development Bank, UNDP, Australian Aid<sup>2</sup>, the Secretariat of the Pacific Community<sup>3</sup>, the Japan International Cooperation Agency<sup>4</sup>, Oxfam<sup>5</sup>, and UN

Women<sup>6</sup> collectively provide a disturbing image of VAWG as a widespread phenomenon in PNG. This violence has been described as a "humanitarian disaster"<sup>7</sup> as well as a major hindrance to the development of the nation. According to the Government's assessment of gender in 2012;

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**“the high prevalence of such violence in PNG is a cross cutting issue, with very serious implications for public health and social policy, economic development, and justice and law enforcement.”<sup>8</sup>**

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Most recently the Government has taken a more proactive role in addressing VAWG and gender inequality in PNG. A range of legislative and policy documents now address VAWG in the country<sup>9</sup>, but these are often not implemented due to lack of capacity and competing Government priorities. There are no women in Parliament currently (though this is set to change), and this hinders prioritization of women's needs and interests. Law enforcement agencies have poor capacity and the women's movement is weak, reducing the call for accountability for implementation of relevant policies and laws. There are notable exceptions to this; however, with the Governor of the National Capital

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1 Despite women making up almost half of the population in Papua New Guinea, they do not exercise their rights fully as stipulated in the Constitution of the Independent State of Papua New Guinea and reflected in the National Goals and Directive Principles' first goal – Equality and Participation. PNG has signed the International Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) ratified in 1995, and the Pacific Plan, Vision 2050, PNG DSP and the Medium-Term Development Plan have all captured gender and equality. In reality, however, gender inequality remains one of the major challenges to the advancement of women in PNG, and to the development of the country, without any substantial progress made towards achieving the CEDAW goal (Wyeth 2017).

2 PNG Government, 2012.

3 Braun, 2012.

4 JICA, 2010.

5 Thomas, Kauli & Rawstone, 2017.

6 UN Women, 2011a.

7 Chandler, 2014.

8 The World Bank, 2012.

9 These include the Family Protection Act (2013) addressing domestic violence, the National Strategy to Prevent and Respond to Gender Based Violence (2016-2025) covering referral pathways, the GESI Policy providing guidelines for addressing VAWG such as harassment in the public service, the Sorcery National Action Plan (2015) addressing violence against women accused of sorcery or witchcraft and the Criminal Code Act (2012 & 2015) covering all aspects of VAWG (incl. rape, sexual assault, sorcery, and trafficking).

District Commission running a sustained campaign calling for a safe city for women and girls over many years.

There remains a widespread perception in PNG that women do not make effective political leaders. This perception, along with many other constraints, makes it extremely difficult for them to be successful in gaining public office.<sup>10</sup> Since independence in 1975, only seven women have made it into Parliament. In the last election in 2017, no single woman was able to secure a seat despite there being more female candidates running for office than ever before (167 of the total 3,332).

Together with Yemen, Qatar, Micronesia and Vanuatu, PNG is presently one of only five countries worldwide that does not have any female representatives in its national legislatures. However, the Prime Minister has recently announced special measures to include 4 women in Parliament. The Government is currently working out how these measures will be implemented. Globally, women's representation in national legislatures is around 23 percent.

## Violence Against Women and Girls in the Context of Port Moresby

Only 18 percent of the population of PNG live in urban centers. Increasingly, more people are migrating to the cities in search of work and opportunities. Port Moresby is the largest city in PNG, characterized by cultural diversity but also tribal tension, fuelled by growing inequality and lack of opportunities.

Although the Government is working to accommodate this fast growth and manage tensions in the city, the capacity and funding to cope with this growth and provide basic services and jobs for young people remains a challenge. Public authorities struggle to coordinate to address the mounting issues and there are few systems of public accountability.

During the Port Moresby Safe City scoping study, crime statistics and consultations contributed to the city being ranked as one of the five least livable cities in the world due to its high levels of instability and

violence, its lack of infrastructure and its poor access to health care and education.

### BOX 1. DEFINITIONS OF VAWG

Violence Against Women and Girls (VAWG) is defined by the United Nations (1993) as any act of Gender-Based Violence (GBV) that: “results in, or is likely to result in, physical, sexual or psychological harm or suffering to women [and girls], including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life” (UN 1993). Gender-Based Violence (GBV) thereby refers to any harmful act perpetrated against a person's will that is based on socially ascribed differences between males and females (IASC 2015). Violence perpetrated against women and girls are a manifestation of historical and structural inequality in power relations between women and men, linked to underlying gender stereotypes (UN 1994).

VAWG includes the following types of violence and abuse:

- Sexual Violence/Sexual Harassment (SV/SH): any kind of unwelcome sexual act or activity (including rape and marital rape or other sexual assault, exploitation, abuse and harassment) that results, or is likely to result, in physical, psychological or emotional harm.
- Trafficking: the movement of women and girls by means of force, violence, deception, fraud, intimidation or coercion, with the aim of exploiting them commercially, sexually and/or in the form of bonded labor, treating them as a commodity.
- Domestic and family violence and abuse: any kind of violent act or abuse (physical, sexual, financial, emotional or psychological) perpetrated by a family member, a spouse or an intimate partner. Emotional or psychological abuse may include controlling behaviors such as verbal threats, enforced isolation and restrictions on finances (Australian Government 2011).

<sup>10</sup> Political power is traditionally held by the “Big Man” who gains power and position through “persuasion, empathy and an ability to secure resources and distribute them fairly within the tribe or wantok”, and whose position is constantly challenged by other men who try to prove they are more capable and have more resources (Wyeth, 2017).

Violence is widely reported to be a way of life in PNG, exacerbated by alcohol and drug abuse and allied with structurally high levels of unemployment and a lack of opportunities for the youth. VAWG is part of this culture of violence.

Violent crime threatens the safety and security of all citizens. Women and girls are particularly targeted for SH/SV, as well as domestic violence (DV). In public spaces, women and girls present an easy target for opportunistic crime and rape. The constant state of insecurity and fear prevents women and girls from leading the normal lives of free citizens - walking in certain parts of the city, travelling at certain times and participating freely in social, economic, and political life. Endemic levels of VAWG in public spaces such as markets and buses reflect underlying social norms of gender inequality and acceptance of violence. Changing this mind-set forms one of the biggest challenges in the country.

### Wantokism

The convergence of development challenges in Port Moresby manifests itself most significantly in the *wantok*<sup>11</sup> system that helps people to survive in the new urban context. *Wantok* refers to an influential kinship-derived system of loyalty and support that is based on ethnic affiliation through language. The *wantok* system concerns a set of values, rules and roles that help to sustain the collective welfare of these language-affiliated groups and provide a safety net for its members, ensuring that particularly those most vulnerable are looked after. *Wantok* is often identified with traditional tribal lineage, but rather concerns an institution that emerged from the colonial period when people from different tribes working in the plantations found commonality based on language affiliation and developed a support system around their common cause, partly in juxtaposition to the colonial rulers.

*Wantokism* is often considered the cause of corruption, clientelism, and violence in PNG. Critics argue though that this concerns a narrow-Western and thus biased interpretation. *Wantok* turns inward and defensive when members of the group are excluded or marginalized, as is the case for the unemployed youth in new urban contexts. Similarly, they argue, the hierarchy of

modern government facilitates corruption as people are compromised to contribute to the *wantok* in accordance to their status and position.

Whatever the role and influence of *wantok* might be, it is important to understand that it essentially concerns a *networked* form of organization that is not confined to tribal boundaries and can reach a much larger scale than the tribe. Its leadership, moreover, can only be earned (not inherited or claimed by force) by demonstrating loyalty and responding to the needs of the people.

Indeed, *wantokism* appears to have become a widely valued social support institution in PNG that is used for sustaining the wider network of connections developed across the country over many generations of cross-tribal marriage since colonial times:

*“It is through connections that wantokism provides social support and establishes group identities”* (Big, 2009: 156).

Commercial advertising of mobile service providers explicitly using the word “*wantok*” or “one talk” illustrates this.

By supporting the expansion of these connections to form new collective identities around newly defined collective spaces and causes (e.g. the urban public spaces), empowering forms of socio-economic and -political organization could be developed that promote women’s leadership, drawing on *wantokism* as a force for good.

<sup>11</sup> This is a word in PNG’s most widely spoken creole language Tok Pisin, which literally translated to English means “one talk”.

## 1.2

### Theory of Change

#### Programme Vision and Ambition

UN Women's vision of change and the way it believed this change could best be achieved is stated in the 'Port Moresby: A Safe City for Women and Girls Programme' documents as follows:

*Through a holistic approach, a reduction in different forms of VAWG, and an increase in women's and girls' sense of safety can be achieved, leading to more freedom, rights and opportunities (in particular: social and economic).*

*This involves a **transformative change** process of **empowering** women and girls through the use of safe markets and safe transport from/to the markets and other safe public spaces.*

*Significant outcomes towards accomplishing such transformative change can be achieved within a five-year time frame by **partnering** with local government authorities, NGOs, community organizations, and grassroots groups, mobilizing community members for social change, and **investing in** violence-preventive and gender-sensitive market and public transport **infrastructure and management**.*

For the markets this rights-based and empowering approach implied: organizing and enabling the vendors to participate in the market management, while also building the market infrastructure and strengthening the capacity of the municipal government of Port Moresby to make these public spaces safe. For public transport it meant: providing women-only (*Meri Seif*) bus services, while making the authorities and private transport operators aware of the need for making public transport safe for women and girls and creating preparedness for transforming the sector.

Furthermore, making public spaces safer for women and girls also entailed raising awareness and influencing norms and values underpinning the acceptance of VAWG among women and youth, while mobilizing community volunteers to help women and girls subject to VAWG to access basic services and support.

The expected impacts towards achieving equal rights and empowerment in line with the Safe Cities Global Initiative were:

1. A greater sense of safety and increased comfort among women/girls in public spaces;
2. A reduction in different forms of VAWG (in particular sexual violence and harassment) in public spaces, especially in the intervention sites;
3. Increased use of safe markets by women and girls and increased autonomous mobility; and
4. Increased income of vendors (particularly women/girls) using safe markets.

The expected outcomes or contributions towards achieving these impacts were:

1. Reformed and enhanced implementation of government policies, budgets and systems translated into enhanced VAWG prevention and responsiveness;
2. Enhanced capacities of government agencies, service providers and communities to prevent and respond to VAWG in public spaces;
3. Increased awareness and respect among youth for women's and girls' rights to a life free from violence;
4. Gender sensitive and VAWG-preventive market infrastructure and public transport system are put into place to ensure women's/girl's safety and mobility;
5. Media representatives report on VAWG, on referral and service provision for survivors of VAWG and on community engagement around VAWG.

For the markets the evaluation focused on contributions 1-4 towards achieving impacts 1-3, while for public transport it considered outcomes 2-3.<sup>12</sup>

#### Evaluative Theory of Change (ToC)

The evaluation team worked with stakeholders in the Evaluation Reference Group to construct a graphic model for the Theory of Change that would allow the team to test the change hypotheses and assumptions.

Figure 1 presents the evaluative Theory of Change model for the Safe Markets Initiative of the 'Port

<sup>12</sup> This focus was agreed with UN Women and the Evaluation Reference Group at inception. See inception report (Van Hemelrijck, 2018)

*Moresby: A Safe City for Women and Girls Programme*. The model is used for assessing the project's contributions to impact among many other influences by reading it 'backwards': from impact-level changes in women's/girls' access and use of safe markets to seize opportunities and assert their rights (number 1 at the top of the diagram), down to changes in the market infrastructure, management/ governance and public awareness and referral elements (number 3-5), which together should have helped to prevent and respond to VAWG and turn the markets into safe, accessible and empowering spaces for women and girls (number 2 in the middle).

Figure 2 presents the evaluative Theory of Change model for the Programme's Safe Public Transport Initiative, that reads similarly to the Safe Markets Initiative: from impact-level changes in women's/girls' increased autonomous mobility and access to public spaces and opportunities, down to the changes in public transport services and infrastructure, management/governance, and public awareness and referral elements, which together should have helped to make public transport safe and reliable to women and girls. As this Initiative started much later (2015/16), the focus of evaluation was merely on the bottom side of the diagram (number 6) as well as the awareness/relational element (number 4), as further explained Section 3.3.<sup>13</sup>

Both the Safe Markets Initiative and the Safe Public Transport Initiative aimed to achieve reduced VAWG and more safety for women and girls in public spaces, in order to enable them to freely and autonomously access and use these spaces to seize economic, social and political opportunities and assert equal rights. The Safe Markets Initiative focused on the most important economic spaces for women: the markets. The Safe Public Transport Initiative concentrated on the means of transport for the women to get to the markets and elsewhere in the city.

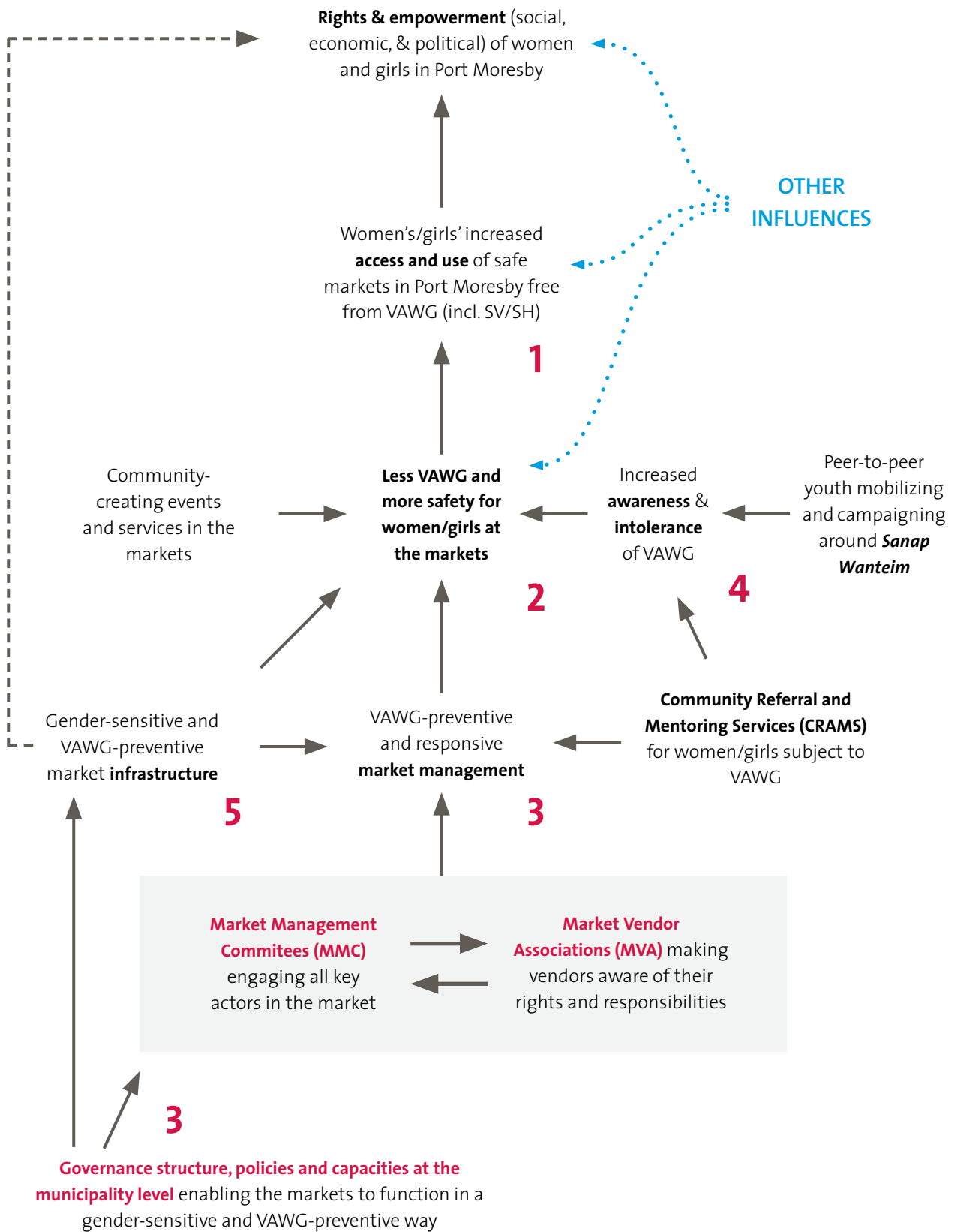
Together, the Safe Markets and Safe Public Transport Initiatives hypothesized that:

1. If markets are safe spaces for women and girls then they will attract more customers and businesses, and thus create more social and economic opportunities, in particular for women and girls.
2. Participatory governance of markets creates ownership and thus responsibility for the management, maintenance, security and accessibility of the markets, making the markets safer and more attractive to buyers, sellers and service providers.
3. Safe public transport is a necessary condition for enabling women and girls to freely and autonomously access public spaces (including the markets) where they can seize their economic, social and political opportunities.
4. Women-only buses are necessary in contexts such as Port Moresby where women/girls are common targets of violence (including sexual violence), in order to promote women's and girls' dignity and autonomous mobility as an essential step towards their empowerment.
5. Well-designed and well-implemented interventions can have an impact on reducing fear and violence in public spaces within a five-year time frame, even in extremely difficult and complex urban migration contexts such as Port Moresby.

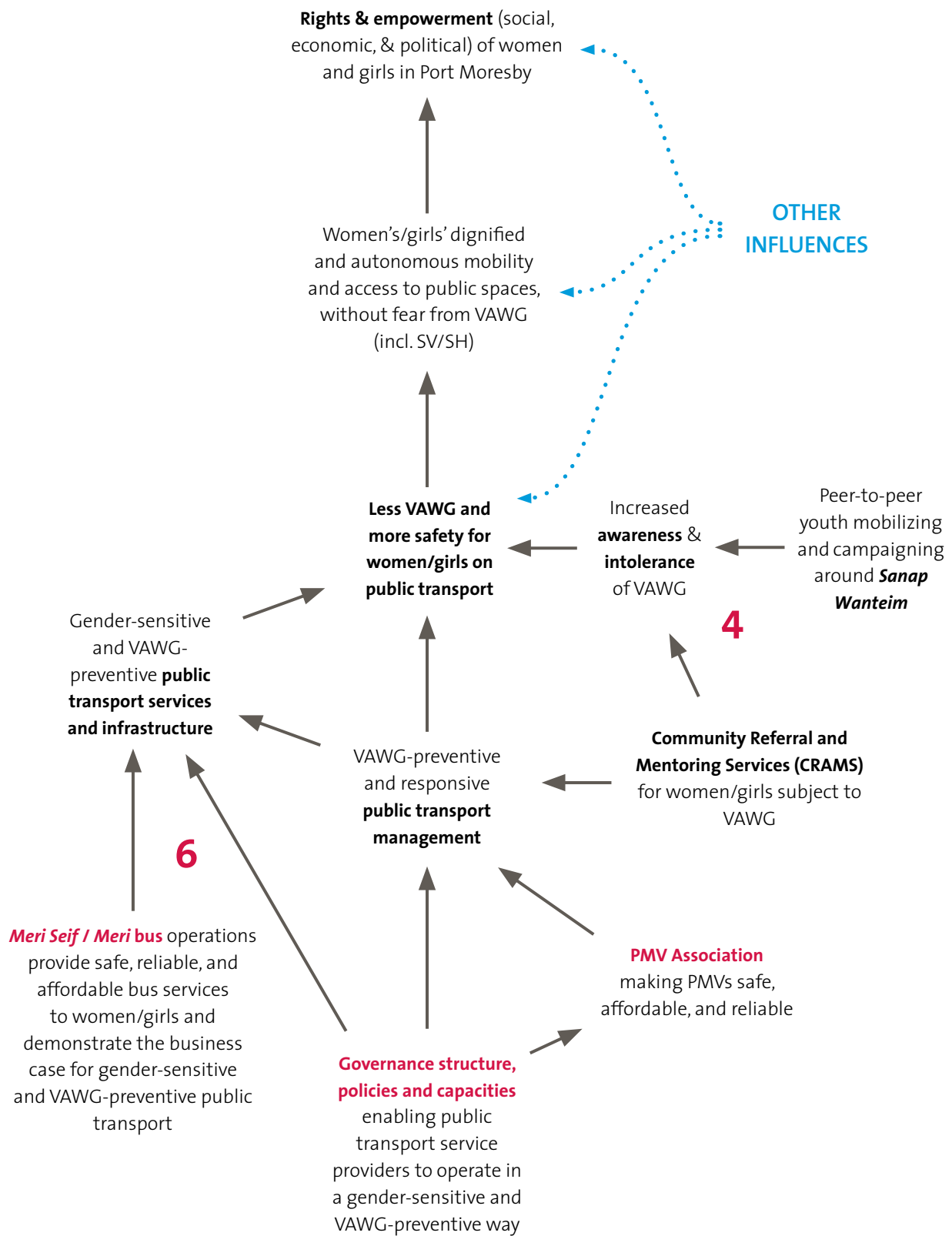
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<sup>13</sup> This focus was agreed with UN Women and the Evaluation Reference Group at inception. See inception report (Van Hemelrijck, 2018)

**FIGURE 1**  
**Safe Markets Theory of Change**



**FIGURE 2**  
**Safe Public Transport Theory of Change**



## 1.3

### Programme Description

#### Safe Markets Initiative

The Safe Markets Initiative focused on the markets as a key strategic entry point for working on women's and girls' safety and opportunities in public spaces. Port Moresby has seen a rapid increase of the informal economy over the years, which is more than 60 percent occupied by women (Informal Economy Audit 2019). Markets are the spaces where women can earn an income for their households. The scoping study commissioned by UN Women in 2012 found that market areas, as well as bus stops and parking lots giving access to the markets, were Port Moresby's hot spots for tribal tensions and violence, and VAWG (including SV/SH).

Launched in 2011, the Safe Markets Initiative aimed to support Port Moresby's government, the National Capital District Commission (NCDC), and its citizens to make the city safe, in particular for women and girls. More specifically, the Initiative attempted to demonstrate how women's and girls' safety and opportunities could be promoted in the urban markets – the most heavily populated of city public spaces used by women working to earn a living, buy affordable food, and network. The Initiative chose to work in the markets that at the time were the most challenging, chaotic and violent in Port Moresby, with the highest levels of VAWG and in particular SV/SH, namely: Gerehu, Gordons, and Hohola, which was later burned down so replaced by Koki in 2014/15. Activities were also started in the last year before the evaluation in Boroko market as Gordons market vendors were accommodated there while Gordons market was rebuilt. Below follows a brief description of the targeted markets.

**Gerehu market** is a small fresh produce market located in the Northwest of Port Moresby, managed and regulated by the NCDC. The total amount of vendors selling at the market in the early years was estimated by UN Women staff at the beginning of the Programme as 220<sup>14</sup>, while the footfall of daily customers was estimated at 50-80. Vendors get their produce mostly from the retail markets at Gordons (when it was opened) and Boroko. The markets scoping study reported heavy gambling, sales and consumption of

drugs, betel nut and alcohol, and prostitution and transactional sex inside the marketplace at the time before intervention. Security officers were found to be incapable and corrupt, with many involved in the illegal activities happening in the market. There was also a lack of benches and shelters, toilets and water taps, and solid waste removal. The alley towards the market from the shopping area was occupied by young men who engaged in illicit trading and harassment of by-passers (particularly women) (Craig and Doug, 2017).

Gerehu received interventions since 2011, including: the establishment and capacity building of a Market Management Committee (MMC) and a Market Vendor Association (MVA), the organization of monthly community events for information sharing on basic health, and infrastructural improvements (since 2014). Around 2013, sales were restricted by NCDC to fresh produce, with betel nut, cigarettes and alcohol banned.

Gerehu was the first pilot that intended to generate a transferable model for market governance. The model would subsequently be implemented and refined at Hohola, but this market was burned down in protest against the betel nut ban, which was put in force by the NCDC after 2014. NCDC has allowed some betel nut markets to operate in designated areas.

**Gordons** is the biggest, oldest and busiest market in Port Moresby and the Pacific, located in the central part of town at a big crossroads in close vicinity to major roads and public transport. It is a wholesale and retail market where products are sold in bulk to the vendors from the smaller markets in the city's different settlement areas. The market is regulated and managed by the National Capital District Commission (NCDC). The total amount of vendors selling at Gordons in 2017 before its closure was estimated by UN Women staff at 1700. The estimated amount of daily customers was more than 700. The markets scoping study commissioned by UN Women in 2011 (UN Women, 2011a) identified sexual assault happening everywhere in the market. Gambling, drug sale and transactional sex were common practices. Policing and security services were insufficient. Water, sanitation and hygiene (WASH) services were absent. Regular flooding of the facilities (including the toilets) and the poultry section outside worsened the conditions.

<sup>14</sup> At the time of the evaluation, this amount had decreased, which is explained in Section 6.3.

Gordons received interventions since 2012 similar to Gerehu. Infrastructural upgrades, however, had been delayed and started only in November 2017, due in part to NCDC's difficulty with obtaining the land titles. At the time of the evaluation in November 2018, the construction works were nearly finalized and the market was about to reopen after over a year of construction works.

**Koki market** is located in the South of Port Moresby with an estimated amount of 600 vendors and over 300 daily customers. From 2016 onwards, the Moresby South Market Boards established by the local MP, reproduced parts of the Safe Markets model in Koki Market. The Member for Moresby South also started refurbishing the market infrastructure with support from the Australian government but without input of UN Women.

The Markets Initiative '*Port Moresby: A Safe City for Women and Girls Programme*' identified early on the need for a transit center to house rural women when bringing their food in to sell at Koki. The Australian government later built the transit center directly, with UN Women's input in the design, mobilizing women vendors ideas about the design of the transit center. After the transit center was constructed, UN Women also built the capacity of the transit center manager to manage the center, developing a management manual as part of this. Additionally, interventions included the establishment and capacity building of Market Vendor Associations (MVAs) and a web-based market fee collection system accompanied by financial literacy training and other training for the women, which was also introduced at Gerehu and Boroko markets.

Although some improvements were made regarding the fencing and security, no agreement was reached on police and security patrolling (Gosper, 2017), partly because the member for Moresby South has his own management arrangement for the market. Koki is generally considered relatively safe inside, but violent and dangerous (in particular for women and girls) just outside and around the market and at the nearby bus stop, where groups of youths prey on the vendors and customers going in and out of the market.

**Boroko market** is a bigger retail market located in the Southeast of Port Moresby (east of Koki) with over 1000 vendors and 600 customers a day. Although it suffered similar problems as the other markets (in

terms of over-crowding, poor lighting, poor management and security, and poor infrastructure and facilities), it was known to be a relatively safe market inside (not outside). Some of the Gordons vendors have been temporarily relocated to Boroko during the closure of Gordons for its rebuilding, and Programme activities had been implemented there in the last year before the evaluation, such as the introduction of an innovative fee collection system. Vendor association membership IDs have been introduced as part of the preparations for relocation back to for Gordons when it reopens.

The Safe Markets Initiative has introduced a range of capacity building inputs for women across the markets, including financial literacy, business development, adult literacy, cooked food preparation, HIV testing and awareness, typhoid testing and awareness, along with capacity building of vendors associations.

### Safe Public Transport Initiative

Public transport is a vital service in urban settings to enable people to access economic opportunities and social services. Port Moresby's public transport system includes taxis and buses called Public Motor Vehicles (PMVs). These are privately owned and operated by men, with very low levels of engagement and accountability to the public or city residents using them, in particular women and girls. The buses are mid-sized containing 15-25 seats (UN Women, 2014), with their fares and routes regulated by the Road Traffic Authority (RTA). Informal transportation services and illegal overcharging are common practice. PMV drivers compete against each other, speeding and entering the bus stops aggressively. They often do not respect the outlined routes and do not arrive at their final destinations, leaving women and girls particularly vulnerable to VAWG as they're forced to walk longer distances.

A public transport scoping study commissioned by UN Women as part of the '*Port Moresby: A Safe City for Women and Girls Programme*' in 2014 found that women take more trips than men, travel more days of the week, and in more than 90 percent of cases, experience some form of SV/SH when using buses and taxis, or walking to/from or waiting at the bus stops:

*“Women vendors felt most at risk of violence in the late afternoon and after dark, when carrying cash following a day of vending, and when the PMVs stop running and their transport options diminish” (Davison, 2014: 9).*

The violence women face depends on the segment of their trip. On the PMVs, verbal and SH were identified as most common. Taxis were considered to be a safer option, although the perceived risk of abduction discouraged their use by some women. Both consensual and non-consensual sexual services in exchange for transport have been reported. These experiences of SV/SH in public transport inhibit women and girls to move around freely in the city and seek employment, and economic, social and cultural opportunities.

The scoping study recommended the trialing of a women-only *Meri Seif*<sup>15</sup> bus schedule, while working with NCDC and the Road Traffic Authority (RTA) to improve the safety and reliability of regular PMVs and bus stops, and support community interventions that address the root causes of SV/SH in and around public transport. Responding to these recommendations, the Safe Public Transport Initiative was started in 2015, aligned closely to the larger-in-scope Safe Markets Initiative, with the initial motivation to address safety issues in and around the buses and taxis to and from the markets.

The *Meri Seif* bus services were designed as a temporary measure – in line with the Programme’s support to long-term and sustainable government solutions – to enable women and girls to move freely around the city in the short-term absence of a well-regulated and VAWG-responsive/preventive public transport system in Port Moresby.

## Youth and Community Activism

To address the underlying norms and values that normalize violence and VAWG in Port Moresby, the markets scoping study for the *Port Moresby: A Safe City for Women and Girls Programme* mentioned that *“long-term behavioral change and awareness raising Programmes (...) are needed to make the markets of Port Moresby safe and healthy public spaces.”* (Jimenez et al, 2011, 8).

Starting in 2016, UN Women developed a multi-pronged and evidence-based campaign strategy,

<sup>15</sup> “*Meri Seif*” literally translated means “Women Safe”.

known as “*Sanap Wantaim*” or “*Stand Together*” (see Text Box 2). The strategy aimed at awareness raising and prevention of VAWG in public spaces and targeted students, settlement and church communities, bus commuters, market vendors, authorities, service providers and the general public by using a wide range of different tactics and tools (including peer-to-peer youth mobilization, with a youth committee consisting of 50% young women).

Following a series of trainings of service providers such as the city police and safe houses, a CRAMS network (Community Referral and Mentoring Services) was established. The CRAMS network consisted of 32 trained volunteers called Human Rights Defenders (HRDs) who worked in partnership with police, courts, health and other governmental and non-governmental service providers to ensure women and girls subjected to VAWG were able to access essential services. The HRDs’ role as community activists was to make women and girls in the markets, as well as on the buses and in the settlements, aware of their rights as per the CEDAW<sup>16</sup>, and help them find their way through the system to assert these rights.

## Partners and Stakeholders

At the policy and **institutional level**, the *Port Moresby: A Safe City for Women and Girls Programme* worked mainly with the National Capital District Commission (NCDC), the national Road Traffic Authority (RTA), and the Royal PNG Police Constabulary’s (RPNGC). Descriptions of the engagements with these institutions can be found in the timeline in Table 1.

The NCDC is the municipal government of Port Moresby, politically headed by the NCD Governor of the National Capital District (Hon Powes Parkop), and administratively led by the NCDC City Manager. It is divided into four Departments - Engineering, Community & Social Services, Regulatory Services and Corporate Services – with each department consisting of a number of divisions. The Programme worked mainly with the Community & Social Services

<sup>16</sup> The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979 by the UN General Assembly, defines what constitutes discrimination against women and presents a framework for action. See: <http://www.un.org/womenwatch/daw/cedaw/cedaw.htm>

**BOX 2.**  
**SANAP WANTAIM MESSAGES**

Through public awareness events and school- and community-based activities, the *Sanap Wantaim* campaign sensitized students, commuters, vendors and the general public on ways to identify and respond to SH in public spaces.

Throughout the campaign, the partners consistently branded and communicated the following five key messages:

- **Equality:** Men and Women are equal. This is our constitutional right; this is a human right.
- **Consent:** Consent means a woman's right over her body. When she says "no" it means "no" every time.
- **Harassment is wrong:** Unwelcome attention makes women and girls feel unsafe.
- **Stand Together:** Men and Women, Boys and Girls must stand together to make a safe city.
- **A Safe City is a Great City:** When Port Moresby is safe for women and girls, it is great for everyone.

Department<sup>17</sup> for developing the market governance model under a newly established Market Division (established through the Programme), and with the Engineering Department<sup>18</sup> for the infrastructure developments.

The RTA was established by the National Parliament under the Road Traffic Act 2014 to administer the regulation, safety and use of land transport throughout PNG, including the licensing and routes of public transport services. For Port Moresby, the RTA envisions developing a corporatized public transport system running regular schedules and operating under a

citywide ticketing system. The Programme sought to sensitize the RTA and support its institutional preparedness for a more gender sensitive and VAWG-preventive public transport system in Port Moresby.

The Royal PNG Police Constabulary's (RPNGC) is PNG's national police force, which is part of the National Government's Law and Justice Sector and has its historical roots in colonial administration before independence. The RPNGC is responsible for maintaining law and order in the country. The Programme tried to work with the RPNGC through its engagement in the Market Management Committees and through targeted capacity building.

A crucial partner in the Programme's Safe Public Transport Initiative was the **Ginigoada Foundation**. Ginigoada is a not-for-profit community initiative that provides basic numeracy and literacy, financial literacy, vocational pre-employment, and life and business skills training, as well as short-term and permanent work placements for economically disadvantaged youth and women in Port Moresby. Ginigoada established the *Meri Seif Line* – a women's safety hotline, monitored by a private security company – and the *Meri Seif Ples* Programme – temporary women's refuges if women need a safe place to go to immediately escape a situation. To enable the women to safely get these trainings and services, it had created the first *Meri Seif* bus service with support from the NCD Governor.

An important stakeholder in the Safe Public Transport Initiative was also the **Public Motor Vehicle (PMV) Association**, an initiative taken by the drivers in 2003 to organize the PMV owners and drivers and enable them to work together and defend their interests. Members have to pay a membership fee of K200 annually. The association had not been able to provide a representative voice, as there was not enough incentive for the operators to join. UN Women worked with the PMV Association to help them develop a formal structure, revive its purpose, and mobilize the PMVs for a safer and more reliable public transport service network for women and girls.

<sup>17</sup> The Community & Social Services Department is concerned with public health, education, community participation and wellbeing, legal support, and community service delivery through the ward system. It consists of eight Divisions: Markets, Urban Safety, Social Services, Health, WASH, Education, Local Level Governments, and Parks & Gardens.

<sup>18</sup> The Engineering Department is responsible for infrastructure developments and maintenance in the City (incl. roads and bridges, drains, street and traffic lights, bust stops, markets).

Furthermore, the Programme worked with **Non-Governmental Organizations** such as Yoga for Life and Active City, Population Services International (PSI), The Voice Inc, Young Women's Christian Association, Equal Playing Field (EPF) and other youth organizations to facilitate PNG civil society participation in the *Sanap Wantaim* campaign.

The Yoga for Life and Active City Programme is an initiative of the NCDC that engages with UN Women through the *Sanap Wantaim* campaign to promote and advocate for safe public spaces, and also to promote positive use of public spaces through health and fitness activities.

PSI is a public health NGO that does behavioral change work and community training, family planning and sensitization on using condoms, gender-based violence prevention and referral, and counseling with high risk behavior groups (e.g. truck drivers).

The Voice Inc. works with young people to foster leadership and positive peer-to-peer mentoring and support. Young people engage in their Programmes to run mentoring sessions and behavior change activities in schools and communities. The Voice is an active member of the *Sanap Wantaim* campaign.

UN Women has also worked with the YWCA to implement research initiatives as well as support capacity building initiatives of the *Sanap Wantaim* Youth. A number of the *Sanap Wantaim* Youth volunteers joined the campaign after undergoing training from YWCA.

Equal Playing Field is a volunteering organization that provides peer-to-peer youth training around equality-based attitudes and behavior using the concept of a playing field (with boundaries and roles to play). Through the EPF's Change Makers Academy, eight weeks of training followed by two months of coaching is provided twice a year to young people between 18 and 25 years old, seeking to build their self-confidence and sense of citizenship or ownership and responsibility for their city. The Change Makers Academy joined the *Sanap Wantaim* campaign as a pilot initiative. Furthermore, EPF also developed a school support network through teachers who were points of contact in the campaign.

**Key donors** that financially supported the Programme interventions were the National Capital District Commission (NCDC), Australian Government

Department of Foreign Affairs and Trade (DFAT), the New Zealand Ministry of Foreign Affairs and Trade (MFAT/NZAID), the Australian National Committee (ANC), UN Women.

## Programme Implementation Timeline

Table 1 presents a timeline and description of some of the key interventions of the '*Port Moresby: A Safe City for Women and Girls Programme*', showing how the Programme adaptively navigated the difficult conditions that at times were hindering effective implementation and achievement of results.

It is impossible to document all the Programme activities. The ones included in Table 1 are those that significantly influenced the observed final outcomes and impacts over the years.

**TABLE 1**  
**Programme Implementation Timeline**



## Safe Markets Initiative (2011-2018)

Start of interventions in Gordons Market.

Training of police and establishment of a police post inside Gordons and allocation of a gender-trained officer.

Additional contribution from New Zealand to build the new Gordons market: USD 6.1 million.

Ban by NCDC on the sale of betel nut from 2014. The ban still exists, although there are now allocated betel nut markets across the city.

2014

## Safe Markets Initiative (2011-2018)

Launch of the Safe Public Transport Initiative.

Design work completed including numerous consultations held with key government, non-government agencies and beneficiaries to discuss key elements of the Initiative and identify areas for collaboration.

First *Meri Seif* bus service launched by Ginigoada Foundation with support from NCD Governor, running from Gerehu to downtown Port Moresby Business District (not under the Safe Public Transport Initiative).

Safe public transport scoping study commissioned by UN Women.

2015

Major Programme amendment: Planned market site had to be shifted from Hohola to Koki as Hohola had entirely burned down in protest clashes around the betel nut ban.

Mobile Vendor Payment & Banking System (MiCash Wallet), introduced in Gerehu in June 2013, was becoming unworkable by the fall of 2015, due to misuse of deposited funds by MVA leaders, vendors' insufficient income and savings, and the safety, financial and numeracy issues they faced with using mobiles.

Ending of NBC broadcasting on the Programme activities when radio presenter left the radio station.

Second *Meri Seif* bus service launched mid-2015 under the Safe Public Transport Initiative, running between 9Mile and Boroko

Formal partnership with Ginigoada.

2016

Establishment of a Family Sexual Violence Section Committee at NCDC (co-funded by NCDC) to operate CRAMS and the Human Rights Defenders (HRD) Programme.

Launch of the Safe Markets Initiative in Koki.

Gender sensitization and training of market security guards at all three treated markets (Gerehu, Gordons and Koki).

Launch of *Sanap Wantaim* campaign in consultation with the NCDC and youth organizations (Fall 2016).

City-wide behavior change campaign reached an audience exceeding 100,000 in Port Moresby and equipping the public with tools to address street harassment.

Active partnership with Equal Playing Field, The Voice Inc, Yoga Unites and YWCA in the behavior change campaign.

Partnership with RTA and the Secretary of Transport established.

Capacity building and training of RTA staff on VAWG.

First *Meri Seif* bus bought through a funding initiative of the UN Women National Australian committee.

Timetable developed for the *Meri Seif* bus to reduce women's and girls' exposure to SH/SV and VAWG while waiting for the bus commuters

## Safe Markets Initiative (2011-2018)

As part of the 'Port Moresby: A Safe City for Women and Girls Programme', the Market Division developed its first Strategic Plan 2018-2020 aiming to make "all markets in the National Capital District (...) safe, clean, and user-friendly for all market users", and to this end, better engage lower NCD government levels, improve collaboration with other NCDC divisions, regain control over market contractor appointments and market revenues, and improve contractor performance management, communications and reporting.

Support the National Technical Working Group on the Informal Economy to finalize the draft on the National Strategy for the Informal Economy (nationwide consultations scheduled for 2018).

Training of 500 vendors on financial literacy and over 100 vendors and 15 NCDC market clerks on safe food handling by the NCDC Health Division (Progress Report, 2017).

Drawback: Although market vendors had expressed interest in basic financial literacy training, it was difficult at times for them to attend.

Start of interventions in Boroko and Koki Markets.

Establishment of MMC and MVA in Koki Market.

Registration of all regular Koki market vendors (493, of 389 women and 104 men).

Development of the Referral Pathway for survivors of VAWG in the city.

Training of Human Rights Defenders (HRDs) and CRAMS service providers on the Referral Pathway.

Over 4,700 women and girls exposed to gender equality, human rights and VAWG awareness raising, as well as the Referral Pathway on the *Meri Seif* Buses.

Two-day training workshop with Journalism and Public Relations students at the University of PNG on VAWG.

*Sanap Wantaim* campaign Programmes with 200 youths in 2 schools (De La Salle school and Kila Kila secondary school) (Behavior change campaign survey report, 2017).

October 2017: Closure of Gordons Market and subsequent relocation to Boroko Market.

New user-centered fee collection and space allocation system designed and piloted at Boroko with 200 vendors.

2017

## Safe Markets Initiative (2011-2018)

8 buses donated to Ginigoda by NCDC and private companies (Hertz Car Rental Company, Ventura Bus Company from Victoria, Australia)

Third *Meri Seif* bus service launched under the Safe Public Transport Initiative, running a loop route that interconnects a number of inner suburbs to shopping centers, a hospital and transportation crossings.

100 PMV and taxi operators trained and affiliated to taxi companies and participating in the *Sanap Wantaim* Campaign to end harassment in public spaces.

*Safety Audit of Port Moresby* commissioned by UN Women (fieldwork in 2018) to develop a 'safety map' of the city designed to inform the NCDC's 15-year Urban Development Plan and complement the RPNGC's crime data and mapping initiative.

User-centered fee collection assessed and designed for public transport. This work also informed the fee collection system developed for the markets.

*Gender and Transport Study* commissioned by UN Women to inform the city's transport plan on women safety and accessibility.

### Safe Markets Initiative (2011-2018)

March: Opening of safe transit house in Koki Market.

*Sanap Wantaim* reached over 150,000 people across the city in their campaigns.

38 unemployed male youths (identified as *raskols* – troublemakers) in the market areas engaged through training on the five campaign messages and the Referral Pathway.

Imminent completion of the brand-new Gordons market at a cost of K30 million, (split equally between the Government of New Zealand and the NCDC). Market expected to reopen end of 2018.

2018

### Safe Markets Initiative (2011-2018)

*Meri Seif* bus services: 4 new routes (with time schedules).

Trial of *Meri* buses (with a reduced but not free fare).

Start of female bus driver training course.

*Gender and Transport Study* finalized.

Graduation of training of 150 PMV operators, drivers and crew.





OTHER INFLUENCES

# AGENDA

- VISIONING
- OPENING THEORY OF CHANGE
- WHO TO RESEARCH
- ETHICS & SAMPLING
- TIMELINE & LOGISTICS

# OUTCOMES

- Shared vision of success
- Theory of Change tools validated
- Agreed sampling decisions
- Ensuring rigour & consistency

opportunities for women/girls in Port Moresby

Women's/Girls' autonomous mobility and safe access to public spaces in Port Moresby

Less VAWG and more safety for women/girls in public transport

VAWG preventive responsive transport

Market Management Committees (MMC) engaging all key actors in the market

# 2

## ABOUT THE EVALUATION

# 2. ABOUT THE EVALUATION

## Assessing Transformative Change and Impact on VAWG in a Challenging Urban Context

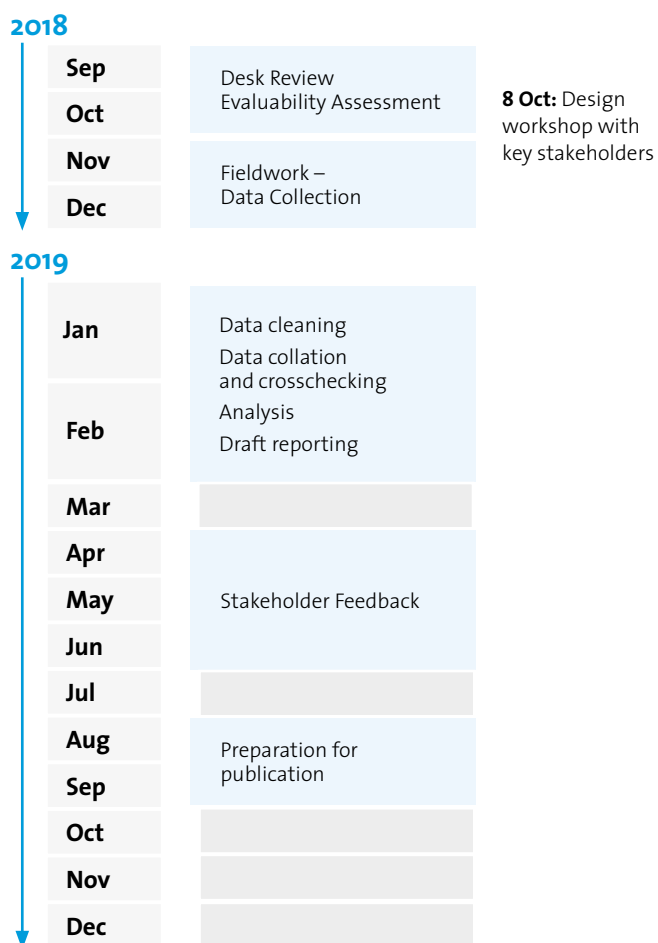
### 2.1 Time Frame

The evaluation was conducted over a period of seven months (from October 2018 until April 2019). A desk review and assessment of the ‘evaluability’ of the ‘Port Moresby: A Safe City for Women and Girls Programme’ was conducted in September - October 2018. A design workshop was organized with the key stakeholders and members of the Evaluation Reference Group<sup>1</sup> on the 8th of October 2018.

Evaluation methods and tools were field-tested on the basis of which adjustments were made to the original design in the course of October. Fieldwork was conducted in November - December 2018, with delays caused by the preparations for and hosting of the Asian Pacific Economic Cooperation gathering in Port Moresby on 12-13 November.

Analysis and reporting took place in January - February 2019. The reporting was completed in April 2019. Findings and recommendations were presented to and discussed with the Evaluation Reference Group in June 2019.

**FIGURE 3**  
Visual Timeline



<sup>1</sup> The Evaluation Reference Group was made up of key partners, including: implementing partner Ginigooda Foundation; the two main donors, the Australian Government Department of Foreign Affairs and Trade (DFAT) and the New Zealand Ministry of Foreign Affairs and Trade (MFAT); UN Women; Government partners; National Capital District Commission; and the Road Traffic Authority. At the time of the evaluation, the RPNGC (the police force) was not an active Programme partner.

## 2.2

### Standards and Criteria

The evaluation was conducted in full compliance with UNEG Ethical Guidelines and Code of Conduct for evaluation in the UN system to assert participants' rights. Furthermore, the evaluation was also guided by UN Women Evaluation Policy (2012) and UN Women's global impact evaluation strategy.

Per Terms of Reference and in accordance with the agreed scope, as described in the approved inception report, the evaluation criteria looked at were:

- **'Impact', 'Effectiveness'** (or achievement of outcomes) and **'Sustainability'** of the Programme's Safe Markets Initiative;
- **'Performance'** (or progress towards outcomes) of the Programme's Safe Public Transport Initiative; and
- **'Relevance'** and **'Gender and Human Rights Sensitivity'** in Programme design and implementation of both Programme Initiatives.

The evaluation questions that guided the inquiries relative to these criteria and alongside the evaluative Theory of Change<sup>2</sup> are listed in Annex I (2<sup>nd</sup> Section).

## 2.3

### Approach and Methodology

Markets and people's mobility and access to these markets are known to be complex systems of cause and effect that continuously change in interaction with their environment, rendering their behaviors largely unpredictable. This is particularly the case in an urban development context. Interventions that attempt to organize and regulate markets and mobility cannot be looked at in isolation, without taking into account the interactions with the environment, and the underlying values, norms and beliefs that drive people's behavior in and around these systems. The best way to assess impact, progress and contribution to transforming these systems, therefore, is to construct a 360 degree picture of as many viewpoints as possible of observed changes and the mechanisms that triggered these changes, and to trace these back

2 Cf. Figures 1 and 2 in Section 2.2.

to the processes and interventions that have contributed to developing these mechanisms.

To design and implement a fit-for-purpose evaluation, we used **PIALA (Participatory Impact Assessment and learning Approach)**, a mixed-methods approach for evaluating system change and impact in a participatory way. PIALA is in line with the WHO guidance for research on VAWG<sup>3</sup>. More detail on the approach can be found in Annex I.<sup>4</sup>

A total of 322 participants (>80 percent women) were engaged in the field inquiries in and around the markets of Gerehu, Boroko and Gordons, the *Meri Seif* and *Meri* buses, and the *Sanap Wantaim* campaign areas. In addition, more than 40 key informant interviews (> 50 percent women) were conducted with implementation partners, decision makers, funders, and other key stakeholders. The field inquiries were complemented and supported by a secondary research that drew on an extensive desk review of more than 66 Programme-specific or -related documents (listed in Chapter 7).

For the primary field inquiries, the evaluation combined a set of participatory tools that are normally used in participatory statistics<sup>5</sup>, a set of constituent feedback tools<sup>6</sup>, and standard semi-structured interviews with key informants for the primary data collection.

The specific samples, methods and design limitations are summarized per area of inquiry (Safe Markets Initiative; Safe Public Transport Initiative; Youth and Community Activism; Programme Design & Implementation) in the three sub-Sections below. Greater detail on the methods and tools is provided in Annex I (3<sup>rd</sup> section).

3 Cf. Ellsberg, M. & Heise, L. (2005). *Researching Violence Against Women. A Practical Guide for Researchers and Activists*. WHO. Pages 54-55.

4 See also: <https://collabimpact.org/piala>

5 Cf. <https://collabimpact.org/parti-stats>

6 Cf. <https://collabimpact.org/constituent-voice>

## EVALUATION APPROACH & METHODOLOGY

To design and implement a fit-for-purpose evaluation, PIALA (Participatory Impact Assessment and learning Approach) was used: a mixed-methods approach for evaluating system change and impact in a participatory way.

### PARTICIPATORY FIELD RESEARCH

#### Participatory Contribution Analysis

Market Vendors from Gerehu and Gordons



109 Women 14 Men

#### Constituent Feedback (CI)

MVA Members - MMC Members



28 Women 21 Men

Meri/Meri Seif Bus Users - Meri/Meri Seif Bus Crew



94 Women 9 Men

Human Rights Defenders (HRDs)



10 Women 0 Men

Youth Mobilizers/Leaders - Targeted Youth



18 Women 12 Men

### INTERVIEWS WITH PARTNERS & KEY INFORMANTS

#### Semi-Structured Interviews (SSIs)

24 Partners & Service Providers

16 Programme Design & Implementation



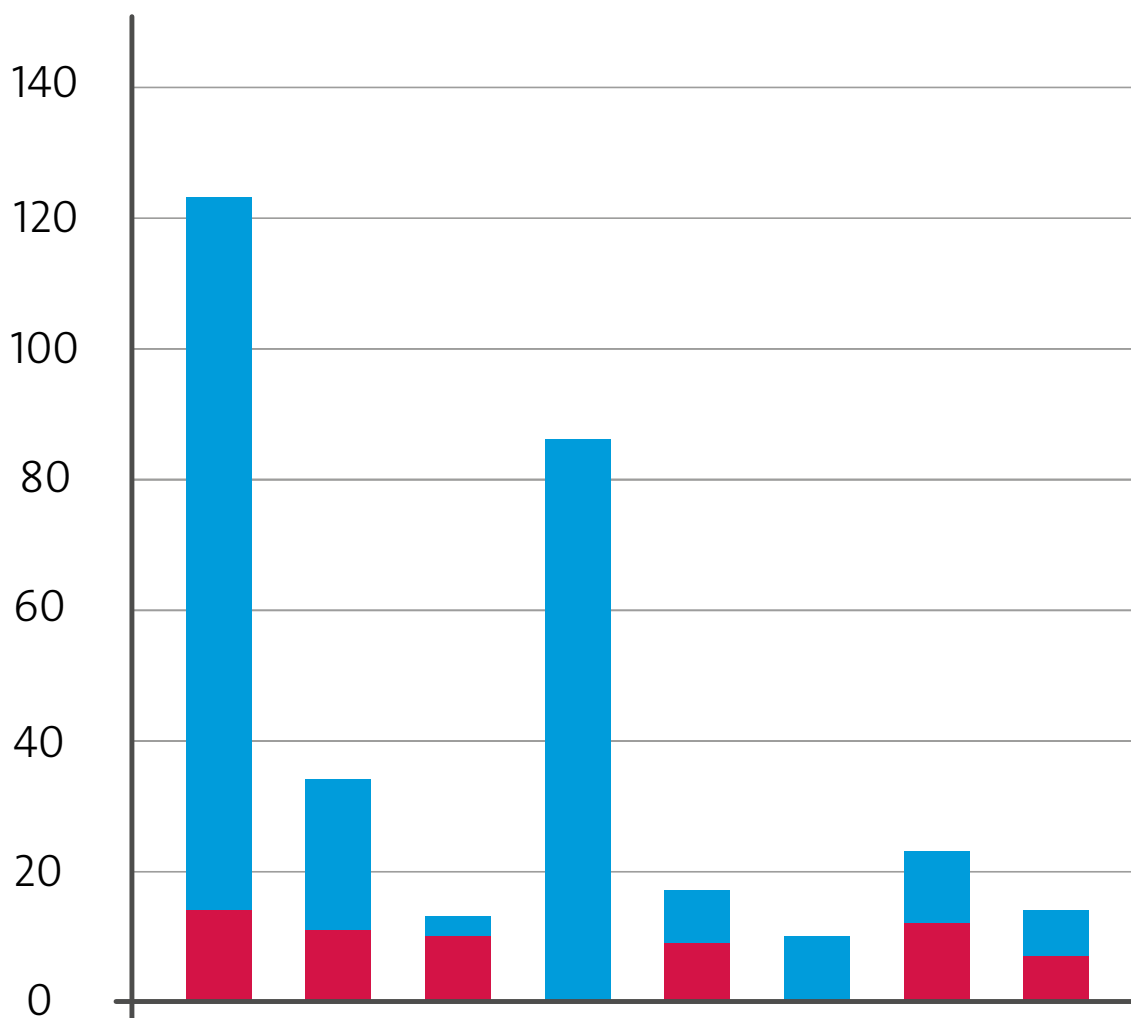
25 Women 15 Men



#### Document Review

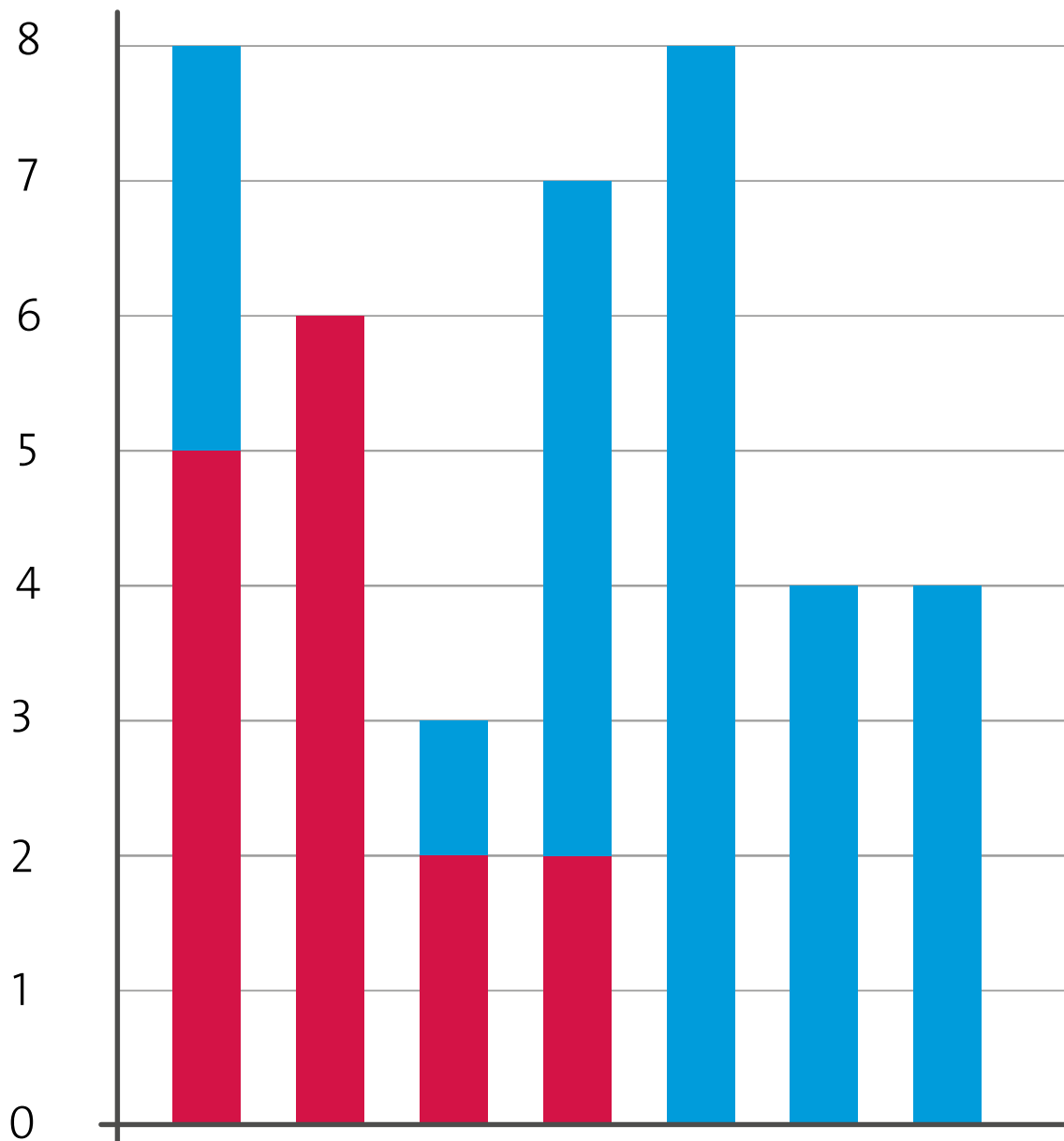
66 Programme-specific or -related documents

**FIGURE 4**  
Field Research Participants



<b>Men</b>	14	11	10	0	9	0	12	7	63
<b>Women</b>	109	23	5	86	8	10	11	7	259
	Market Vendors	Members of Market Vendor Association (MVA)	Members of Market Management Committee (MMC)	Meri/Meri Seif Bus Users	Meri/Meri Seif Bus Crew	Human Rights Defenders (HRDs)	Sanap Wantem Youth Mobilizers & Leaders	Targeted youth in schools and communities	<b>N= 322</b>

**FIGURE 5**  
Implementing Partners and other Key Informants



<b>Men</b>	5	6	2	2	0	0	0	15
<b>Women</b>	3	0	1	5	8	4	4	25
	NCDC (Markets, Gender & Youth; GBV Secretariat; Planning & Infrastructure; Urban Safety; Governor Office)	Public Transport Partners (RTA; ICCC; PMVA)	Other Gov & Public Sector Partners (RPNGC; Min of CD; Family Support)	NGOs	UN Women	Other UN Agencies	Bilateral Funders	<b>N= 40</b>

## 2.4.

### Samples and Limitations

#### Safe Markets Initiative

For the Programme's Safe Markets Initiative, the evaluation conducted field inquiries in and around the two (of four) markets where interventions had taken place for a sufficient length of time to have an observable impact<sup>7</sup>: Gerehu (2012+) and Gordons (2014+). Although Gordons market itself was closed for rebuilding during the time of the evaluation, the evaluation team engaged with vendors from Gordons who were accommodated in Boroko Market. The evaluation investigated changes in the past 3-5 years+ in women's and girls' sense of safety and experience of VAWG and particularly SV/SH in the markets, and the contributions made by the Programme (among other influences) through its investments in institutional structure and capacity, market infrastructure and governance, referral to social and legal services, and youth awareness raising. It further investigated how the observed changes affected women's and girls' rights and opportunities (social, economic and political) by enabling them to safely and freely access and use the markets.

Some factors made it impossible to combine the qualitative with a quantitative analysis. First, the '*Port Moresby: A Safe City for Women and Girls Programme*' lacked a valid 'baseline'<sup>8</sup> or 'counterfactual'<sup>9</sup> needed for a quantitative comparison of change. In Gerehu, this was further compounded by a number of factors, most notably: the small size of the market and its

small population of vendors<sup>10</sup>; the strict WHO guidelines for ensuring women's and girls' rights, safety and confidentiality in research on VAWG; and an apparent survey fatigue among the vendors. For Gordons, the limited availability of the vendors formed a real challenge. Since the market was closed in 2017 for the infrastructure works, vendors had relocated to other markets, and only those relocated by UN Women to Boroko (about 8 percent of the estimated total amount of Gordons vendors)<sup>11</sup> were available for the field inquiries. More details on these limitations can be found in Annex I.

Extensive cross-checking of multiple methods used with different groups and multiple (primary and secondary) sources of evidence was applied and mapped onto the ToC to assess contribution to impact, involving<sup>12</sup>:

- Discussions and interviews with **88 participants from Gerehu**, with 84 market vendors (of which 78 percent were women) and 4 market management committee members. This involved almost the entire population that was found in the market at the time of the evaluation. The researchers counted less than 100 vendors and 20 customers a day.
- Discussions and interviews with **84 participants from Gordons**, with 73 market vendors (of which 81 percent were women) and 11 market management

7 Programme interventions in Koki market only started in 2016 and were limited in scope as management was not in the hands of the NCDC (the Programme partner). See also Box 1.

8 i.e. a situation assessment before the Programme started, which would have enabled us to make a stronger 'before and after' comparison. The Programme baseline assessment had been disqualified due to ethical and validity issues in the baseline survey.

9 i.e. a comparable context not exposed to, or indirectly influenced by, the Programme, which would have allowed us to make a 'with and without' comparison.

10 The total amount of vendors selling at the market was estimated by Programme UN Women staff at 220, while the number of daily customers was estimated at 50-80. According to a registration list composed by UN Women in 2016, about 160 vendors were members of the Market Vendor Association (MVA). The daily vendor amounts counted by the research team during the evaluation, however, was never more than 100 vendors and 20 customers. Gerehu had experienced a sharp fall in customers and consequently in vendors in the past few years, which is further explained through this report.

11 The total amount of vendors selling at Gordons in 2017 before its closure, was estimated by UN Women staff at 1700, of which around 1530 were registered as members of 12 MVAs. The estimated amount of daily customers was more than 700. The list with vendors that had been temporarily relocated by UN Women from the old Gordons market to Boroko (all MVA members) amounted to only 130 vendors, which is less than 8 percent of the total amount of estimated Gordons vendors (and less than 9 percent of the total amount Gordons MVA members).

12 An overview of the methods used can be found in Annex I (in the Section on Data Collection Methods and Tools). An overview of all the samples in relation to the methods can be found in Annex III.

committee members. This concerned 47 percent of the vendor population from Gordons relocated at Boroko.

- Discussions and interviews with **6 key informants from implementing partners** (incl. the NCDC Market Division, Gender and Youth Desks and Engineering/Infrastructure unit, and the NCD Governor Office).

## Safe Public Transport Initiative

For the Programme's Safe Public Transport Initiative, assessing impact was largely premature, but outcomes were evaluated. The Initiative had been implemented only for three years (since 2015, after conducting the scoping study in 2014) and worked mainly on creating the initial conditions for changing the public transport sector by building awareness and preparedness among the public transport authorities and operators. Significant amounts of time and effort were invested in building the relations with the stakeholders and creating commitment to work on safety in public transportation. While working on creating the institutional preparedness, the Safe Public Transport Initiative also supported Ginigoada's effort to set up and run a safe women-only bus service around the city, called *Meri Seif* and *Meri* buses<sup>13</sup>.

Due to the enormous challenges of the sector and the lack of coordination among the authorities to address these, not much change was expected yet in the public transport regulations and operations.

The evaluation of the Safe Public Transport Initiative, therefore, focused on achievements related to institutional awareness and preparedness and the contributions made by the *Meri Seif* and *Meri* buses in providing safe and reliable transport and building the business case for changing the sector. For this, it conducted discussions and interviews with: **60 Meri Seif bus users** and **26 Meri bus users** (all women/girls), plus **21 bus crew and management** (mixed women and men). Furthermore, interviews were conducted with **7 institutional key informants** from the Road Traffic Authority (RTA), the Independent Consumer and Competition Commission (ICCC), the Public Motorized Vehicle (PMV) Association, and the NCDC Urban Safety Division.

<sup>13</sup> The *Meri Seif* buses are free of charge, while the *Meri* buses charge a small fee. The *Meri* buses were only started in the year of the evaluation.

## Youth and Community Activism

The *Sanap Wantaim* campaign had been implemented for only two years when the evaluation was conducted. Also, the Community Referral and Mentoring Scheme (CRAMS) had been operational for less than two years.

As it was unlikely that deep-rooted norms and values and internalized gender and power dynamics underpinning the acceptance of VAWG would have changed in this short time, the evaluation focused on awareness outcomes among the youth in the targeted areas, among the women in the markets and on the *Meri Seif* buses. For this, it conducted discussions and interviews with:

- A total of **37 campaign participants**, including: 12 (out of 16) youth leaders and members of the campaign youth advisory committee; 11 youth mobilizers (total population unknown); and 14 targeted youth in schools and communities.
- A total of **10 community volunteers** (out of the 32) who had been trained to become Human Rights Defenders (HRDs).
- A total of **7 institutional key informants** from the RPNGC, NCDC GBV Secretariat/FSVU, Media, NGOs and the Ministry of Community Development.

## Programme Design and Implementation

Last, to learn how the '*Port Moresby: A Safe City for Women and Girls Programme*' was designed and implemented and partnerships were built, interviews were conducted with 8 colleagues from UN Women (4 ex and 4 current), 4 representatives from DFAT, and 4 members of the UN Gender Theme Group.

The main method used for this was Key Informant Interviews using a semi-structured interview format.

## 2.5

### Evaluation Ethics, Rights and Gender/VAWG Responsiveness

Violence Against Women and Girls (VAWG), and particularly Sexual Violence (SV), is often considered too sensitive a topic to be explored through research: women and girls are unlikely to disclose their experiences due to feelings of shame, self-blame, or fear of further violence.

However, community-based research on VAWG conducted worldwide shows that if conducted in a non-judgmental way and in an appropriate setting, fully respectful of ethical and safety considerations, many women and girls (as well men and boys and trans-genders) appear quite open to discuss their experiences of violence and even tend to find it beneficial.

Nonetheless, participants may recall frightening, humiliating, or extremely painful experiences, which may cause retraumatization and harmful reactions. Researchers need to be aware of the effects that their questions may have on the research participants or respondents, and be capable of adequately handling the situation, and if necessary, terminate the conversation if becoming harmful.

Ethics and rights are at the center of research on VAWG and require special considerations, more than in any other rights-based and participatory research.

The International Research Network on Violence Against Women (IRNVAW) stipulates the prime importance of consent, confidentiality and safety; of responsiveness to people's need for assistance; and of ensuring that the research does not cause any further harm. This evaluation therefore was guided by the World Health Organization's recommendations for research on VAWG and SV.<sup>14</sup>

#### Key Principles for Ethical and VAWG Responsive Research

The evaluation adhered to the following key principles for ethical and VAWG responsive research:

<sup>14</sup> WHO (2016). *Ethical and safety recommendations for intervention research on violence against women. Building on lessons from the WHO publication 'Putting women first: ethical and safety recommendations for research on domestic violence against women'*.

- *Ensure safety* – Interviews and focus group discussions around VAWG and SV were conducted in privacy where others could not overhear the conversation. For the markets, private locations were identified (church compound behind Gerehu market, and guesthouse in front of Boroko market) for the interviews or group discussions with the vendors in case of insufficient privacy at their stalls. Where there was insufficient privacy, and vendors refused to leave their stalls, the researchers did not proceed. At any point in time when the participants felt threatened or unsafe, researchers interrupted their inquiries.<sup>15</sup>
- *Ensure rights* – The researchers received clear instructions about how to ensure the research participants are fully aware of their right to prior and informed consent to participate in the evaluation. All participation was entirely voluntary, therefore, non-incentivized (thus also non-paid). The researchers tried to mobilize participants by explaining the subject and learning purpose of the research, and by making it fun and interesting for them, without exerting any pressure or incentivizing anyone. They explained at the start of each session that the discussions and information shared would remain anonymous and confidential, and that the participants at any point during the session would be free to withdraw or could refuse to respond to any questions. The participants were given the opportunity to ask questions about the research, in order to make an informed decision whether to participate or not. Given the often-low levels of literacy and discomfort that the signing of documents cause, the researchers requested only verbal consent.
- *Ensure confidentiality* – All researchers received clear instructions about the importance of maintaining strict confidentiality regarding the research participants' identity, as well as the nature of the research and its commissioners. The research was generally introduced as a study of women's and girls' public safety and freedom to move around in the city without fear or shame. No names were written down on the note taking forms. Participants were identified using nicknames, without revealing their real identity. Pictures and video

<sup>15</sup> The Informal Economy and Gender Team of the PNG National Research Institute (NRI) that will conduct the field work, has extensive experience in research in these markets and know the marketplaces and their vicinities very well.

recordings were taken with the explicit consent of the participants.

- *Avoid interference* – No adolescent or individual (older than six years) other than those invited were permitted in the sessions. The researchers were trained on handling unwanted interruptions and knew how to divert the intruder or terminate the session in a way that did not create any risk for the participants.
- *Be responsive* – At the start of each interview or focus group discussion, the participants were informed about the topic and questions. The researchers were trained on applying the research tools in a gender sensitive and VAWG/SV responsive manner. The researchers were in contact with the Human Rights Defenders in case referral assistance would be needed for the participants who had experienced VAWG. At the end of each session, a resource list was handed out with the contact details of professional counselors and social and legal service providers to all participants, irrespective of whether they had disclosed experience of VAWG.
- *Avoid gender bias* – Particular attention was paid during data collection and processing on avoiding researcher bias due to a gender-blind or gender-insensitive way of formulating the questions or facilitating the discussions. Common terms in local language (Tok Pisin) were identified to ensure a common approach. The researchers regularly convened to reflect on the processes and assess quality. A standard reflection tool was provided to help identify and address weaknesses in data collection.

## Responsiveness to Researchers' Needs

The high prevalence of violence against women in PNG means that, almost without exception, most research staff had experienced violence and particularly VAWG themselves.

This certainly added to their empathy, but also awakened awareness and personal feelings making fieldwork more stressful. Stories of violence and abuse were ubiquitous, which at times was draining and overwhelming. During training, therefore, it was frequently discussed how to best support and protect each other in the team, both practically and emotionally, and how to make sure everybody on the team was safe at all times.

During the research, the team convened on a daily basis to reflect on the research processes and the researchers' conditions, and support the morale and quality of the research. The researchers were given the space to (temporarily) withdraw when becoming too stressed. In two instances, this caused delay in the field-testing and field inquiries.



# 3

## CONTRIBUTION FLOWCHART

# 3. CONTRIBUTION

## FLOWCHART

### Presenting the Causal Flow of Findings of Transformative Change

In this Chapter we provide a 'causal flowchart' of findings that serves as a structure and guide for reading the next two Chapters, presenting the findings in greater detail with supporting evidence and explanations. The 'flowchart' offers a summary of the evaluation findings mapped onto the Programme's Theory of Change.<sup>1</sup> It does this by walking its presumed path *backwards* –from downstream impact-level changes in women's/girls' empowerment and safety in public spaces; through outcome-level changes in governance, awareness, infrastructure and public transport; up to the Programme design and implementation.

Walking the path backwards, we have scored the relative strength of the contributions to the observed changes in each results area made by further upstream changes and interventions, as well as other influences outside the control of the Programme. The scoring provides an indication of the relative strength of the causal relations in the Theory of Change and the Programme's contribution to these, taking into account the context and complexity of many other unpredictable or uncontrollable influences.

A simple scale of four scores was used for this, namely:<sup>2</sup>

- **Absolutely necessary and sufficient:** ★★★★★  
The contributions were absolutely necessary and sufficient to generate the desired changes, and these changes were highly satisfactory given the context and conditions.
- **Absolutely necessary but insufficient:** ★★★  
The contributions were absolutely necessary but insufficient to generate the desired changes. Better performance or other contributing causes were needed to help generate satisfactory outcomes.

- **Relevant but insufficient:** ★★  
The contributions were of medium importance and insufficient to generate the desired changes. Better performance, as well as other mechanisms, were needed to generate the desired results.
- **Marginal and insufficient:** ★  
The contributions were weak and largely insufficient to generate meaningful outcomes.

Each contribution score is accompanied by a score of confidence in the supporting findings, depending on the relative strength of the evidence. Again, we used a simple scale of four scores, namely:

- **Very High Confidence:** ★★★★★  
Confidence in the findings and the related contribution score is high, due to strong evidence based on sufficient and reliable data.
- **High Confidence:** ★★★  
Confidence in the findings and the related contribution score is relatively high, due to relatively strong evidence based on reliable data that is almost sufficient.
- **Weak Confidence:** ★★  
Confidence in the findings and the related contribution score is rather weak, due to relatively weak evidence based on data that is not entirely reliable although (almost) sufficient.
- **Very weak Confidence:** ★  
Confidence in the findings and the related contribution score is weak, due to weak evidence based on data that is insufficient and unreliable.

The table below presents the flowchart with the summary of findings and the related contribution and evidence scores.

<sup>1</sup> See Figures 1 and 2 in Section 2.2.

<sup>2</sup> Note that this is different from the conventional performance scoring of interventions against Logframe targets.

**TABLE 2**  
**Contribution Flowchart**

## Women's/girls' empowerment and opportunities due to their access and use of safe markets<sup>3</sup>

**Contribution Score** ★ ★ ★

**Evidence Score** ★ ★ ★

Through the collective association into Market Vendor Associations (MVAs), previously marginalized women vendors developed a collective identity. Through the establishment of multi-stakeholder Market Management Committees, for the first time, they also obtained a voice in market management. This contributed to a decline in ethnic violence and VAWG inside the markets, and an increase in women's sense of collective power and ability to exert influence and negotiate their position and interests.

The transmission of this significant outcome into sustainable impact, however, was constrained in Gerehu by uncoordinated and unaccounted city government decisions outside the control of the Programme, which caused a sharp decline in customers and negatively impacted women vendors' businesses.

A perceived lack of responsiveness of market management to the vendors' problems further inhibited their empowerment process. Also, the MiCash mobile banking system piloted in Gerehu to economically empower the women vendors was then affected by a decline in business and did not survive due to vendors' insufficient income and capacity combined with a few other issues.

In Gordons market, the transmission to impact was still imminent, awaiting the re-opening of the market with the new infrastructure and governance model. Plans to replicate the Programme's market governance and vendor association model in the informal sector country-wide will undoubtedly help to enhance women's and girls' empowerment and opportunities, provided that local and national policy and decision makers are able to engage with women leadership and better listen and respond to women's concerns.

<sup>3</sup> Cf. Findings 5-9 in Section 6.1.



## Women's/girls' safety and comfort/dignity in the markets due to VAWG-preventive and -responsive management, violence intolerance, infrastructure, and bus transport<sup>4</sup>

**Contribution Score** ★ ★ ★

**Evidence Score** ★ ★ ★


As a direct consequence of the NCDC structural reform and new governance model, and the new market infrastructure and facilities developed through the Programme, market management and security improved and contributed to the increased safety, hygiene and comfort of the vendors and customers (over 90 percent women and girls) in Gerehu market. According to police statistics, there have been no incidents of sexual violence or major criminal activity in the market since it was renovated. Also in Gordons, safety for women and girls inside the market had improved until its closure for infrastructure works in 2017<sup>5</sup>, albeit much less than could have been expected had the new market infrastructure been in place.

Outside the markets, however, safety remained an issue for women/girls due to the lack of security. Also, inside the markets reportedly there were still occasions of threatening behavior by market controllers and security guards towards women vendors. Although the provision of *Meri Seif* bus services had improved women's/girls' safety of access to and from the markets, it remained unsafe due to the large distances between bus stops and market gates and the poor bus stop locations and infrastructure. Bus stops and access routes, however, were outside the scope of the Programme.

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4 Cf. Findings 10-12 in Section 6.2.

5 The infrastructure works were only completed at the time of the evaluation.



## Market management/ governance due to Programme interventions<sup>6</sup>


**Contribution Score**   ★ ★ ★  
**Evidence Score**       ★ ★ ★ ★

The Programme has made a major contribution to market governance and consequently was able to achieve a significant improvement in market management and security, despite many constraining factors outside its control. Prior to intervention, market management in Port Moresby was non-existent and markets were chaotic. The Programme worked with NCDC to bring a structural reform of city government, develop operational management mechanisms, guidance and tools, and build staff capacity, resulting in a very promising model for urban VAWG-preventive market governance. Market Management Committees (MMCs) and Market Vendor Associations (MVAs) were formed to manage the markets in an inclusive and empowering way.

Market bylaws were created to enforce NCDC regulation. Although market managers' top-down decision-making was perceived at times to be a challenge, many vendors also welcomed the improved communication through the committees and associations. Furthermore, Programme work on CRAMS (Community Referral and Mentoring Services) succeeded in improving access to essential services for survivors of VAWG (in particular SH/SV), due to the extraordinary efforts and personal commitments of the community volunteers trained as Human Rights Defenders (HRDs). Governmental service providers such as police still require more capacity for the CRAMS (Community Referral And Mentoring Services) to become effective. This, however, was outside the scope of the Programme.

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6 Cf. Findings 13-16 in Section 6.3.



## Awareness and Intolerance of VAWG due to due to Programme Interventions<sup>7</sup>

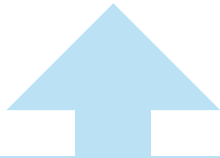
**Contribution Score**   ★ ★  
**Evidence Score**       ★ ★ ★

The *Sanap Wantaim* campaign contributed to creating cohesion and shared values of equality and mutual respect amongst targeted youth, and even had a “life changing” impact on its youth leaders and mobilizers. However, since the campaign only started in 2016, it was too early to expect a real transformative change in the cultural prescripts of youth behavior across the entire city.

Equally, the volunteers trained by UN Women as Human Rights Defenders were found relatively effective in making women and girls in the intervention area aware of their rights and the essential services that can help them to assert their rights in case of VAWG, but their direct and indirect reach remained limited due to their small amount (32) and the limited implementation time and resources.

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7 Cf. Findings 17 and 18 in Section 6.4.



## Market infrastructure due to Programme interventions<sup>8</sup>

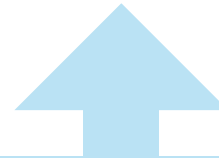
**Contribution Score** ★ ★ ★ ★  
**Evidence Score** ★ ★ ★ ★

The new Gerehu market infrastructure and facilities (incl. for WASH) proved a crucial enabling factor for the market’s metamorphosis from ‘chaos’ and ‘no go’ zone into orderly managed and secure spaces in which vendors, authorities and other stakeholders together take on the responsibility for maintenance and security.

The market infrastructure and WASH facilities were developed through a gender and VAWG-prevention lens, enabling security to prevent VAWG from entering the market while also meeting women vendors’ strategic needs and enabling them to take ownership of their space.

The difficulty in maintaining security in the old Gordons market confirmed what the experience in Gerehu already demonstrated, namely that an appropriate infrastructure is conditional to women’s/girls’ safety from VAWG in the market, but that hardware infrastructure improvements needs to be combined with improvements in market management and women’s voice in order to be transformative and sustainable.

8 Cf. Finding 19 in Section 6.5.




## Bus transport due to Programme interventions<sup>9</sup>

**Contribution Score** ★ ★ ★ ★  
**Evidence Score** ★ ★ ★ ★

The *Meri Seif* and *Meri* bus services supported by the Programme offered a safe and reliable public transport means for women and girls that undeniably met an important need, while also demonstrating a clear business case for making the public transport sector more gender- and VAWG-responsive.

Meanwhile, the Programme’s collaborative evidence-generation together with key partner institutions such as RTA, NCDC and RPNGC, allied to strategic oversight and regular policy engagements, proved to be essential for building the institutional awareness and preparedness to make the public transport sector more gender- and VAWG-responsive. Since public transport interventions only started in 2015, much work (most notably with the PMV Association and on the scaling of the *Meri Seif/ Meri* operations) was yet to be done for achieving impact in this area.

9 Cf. Findings 20-22 in Section 6.6.



## Context-Relevant, Gender and Human Rights Based Programme Design & Implementation<sup>10</sup>

**Contribution Score** ★ ★ ★

**Evidence Score** ★ ★ ★ ★

The Programme was able to turn the complexity of Port Moresby's urban development context into an opportunity to impact high levels of VAWG under an integrated multidisciplinary response, largely due to its context relevant design and implementation. It was coherently designed to address the gender and rights issue of VAWG in a holistic and transformative way, by moving far beyond merely social protection to strategically combine interventions at three fronts: building women's/girls' agency; building relationships (social networks); and building the institutional environment.

Furthermore, the Gender and Human Rights Based (GHRB) implementation of the Programme achieved efficiency and effectiveness by moving from a traditional project delivery approach to a more empowering model that works through organizational partner arrangements, geared at building institutional capacity. By anchoring these arrangements in GHRB principles and values, the approach shifted the relationship between donor and partner recipients from a transactional to a transformative partnership.

UN Women's progressive decision to integrate M&E responsibilities as far as possible within the government institutions and partners, aimed at improving GHRB learning and sustainability, created challenges of eliciting reliable data on the outcome goals. UN Women compensated this by commissioning regular reviews that informed the donors, and at the same time, prompted critical reflection and learning among the partners.

<sup>10</sup> Cf. Findings 1-4 in Sections 5.2 to 5.4.



# 4

## FINDINGS ON PROGRAMME DESIGN & IMPLEMENTATION

# 4. FINDINGS ON PROGRAMME DESIGN & IMPLEMENTATION

## Gender & Human Rights Sensitivity and Relevance

### 4.1 Framework

A Gender & Human Rights-Based (GHRB) approach to development considers poverty and gender injustice as human rights issues that are convoluted by the multi-level nature of rights violations. Backed by international law, conventions and agreements, people can make claims on their rights and development status, and hold to account duty-bearers such as state governments, private sector, civil society and other development actors (including international donors) for enhancing their rights.

The issues experienced by rights holders are often the consequence of complex socio-political relationships, power structures and market mechanisms that sustain and (re)generate inequality and injustice.

Addressing the root causes requires fundamental systemic change, grounded in a profound understanding of context, and designed around the three following key dimensions of rights and empowerment:

- **Building agency:** Identity, self-esteem, knowledge/awareness, motivation, skills and resources that enable people to analyze and solve complex problems. This implies making people aware of their rights, enabling them to learn from experiences and understand the wider picture of institutions and relationships.
- **Building the institutional environment:** The structures, values and rules that determine who can access resources and opportunities, and who is excluded. This implies working with institutional partners to make these structures, values and rules or regulations more just and enable disadvantaged groups to access the resources and opportunities.

- **Building relationships:** The social networks through which people can exert influence, negotiate their position and their needs, and find and seize opportunities. This also involves building **support coalitions** with civil society actors (including citizens, rights activists, public leaders, media, and non-governmental organizations) within and outside their societies, and with international rights institutions to demand accountability and justice.

This rights and empowerment framework is presented in Figure 4 with an emphasis on women.<sup>1</sup> The framework was used by this evaluation to look at the design and implementation of the *'Port Moresby: A Safe City for Women and Girls Programme'*.

The subsequent Sections discuss first, the context relevance of the Programme, next, the three dimensions in their design, and last, the partnership and learning approach that enabled a GHRB implementation.

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<sup>1</sup> This framework which draws on Care International's framework for measuring women's empowerment as well as Oxfam America's Rights-Oriented Programming for Effectiveness framework for assessing the impacts of rights-based development Programmes. See: Van Hemelrijck, A. (2013). *Powerful Beyond Measure? Measuring complex systemic change in collaborative settings*. In: Sustainable Participation and Culture in Communication: Theory and Praxis. Intellect Ltd.1.

## 4.2

### Context Relevance

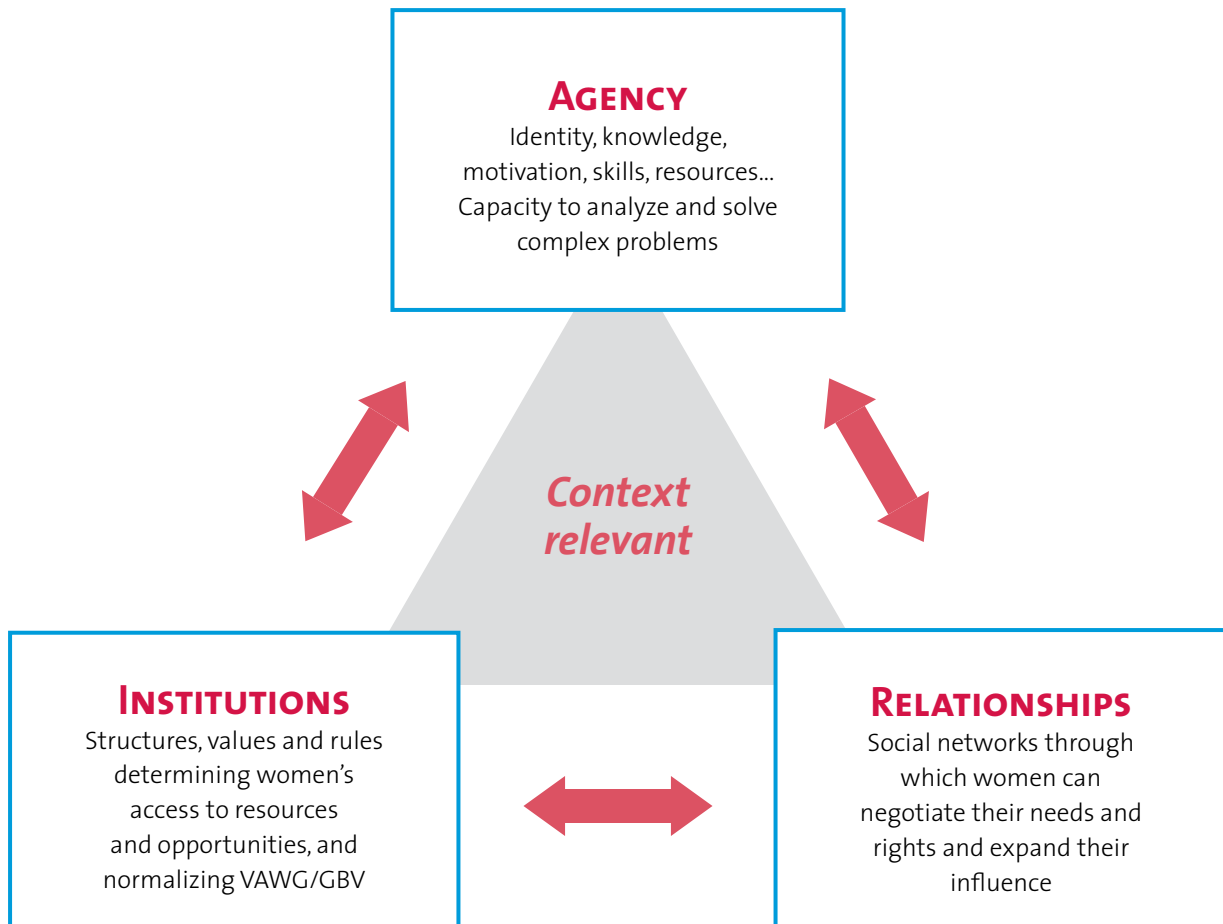
**FINDING 1** – This evaluation found that the ‘Port Moresby: A Safe City for Women and Girls Programme’ has taken careful and considered account of the context in its design and implementation – recognizing the overwhelming prevalence of VAWG, a patriarchal culture that did not prioritize this issue, and a weak civil society advocacy base unable to hold decision makers to account. As a result, the Programme was able to turn the complexity of Port Moresby’s urban development context into an opportunity to impact high levels of VAWG under an integrated multi-disciplinary response that was in the interests of decision makers, community members and the wider public alike.

Although no up-to-date data on VAWG prevalence was available prior to the intervention, UN Women was well aware that PNG had the highest rates of VAWG in the Pacific and amongst the highest in the world. UN Women key informants reflected on the “culture of violence” and particularly VAWG they had encountered in Port Moresby at the start of the Programme, and how this was evidently closely linked

to constraints on women’s and girls’ movement and economic empowerment.

Although a National Strategy to Prevent and Respond to Gender Based Violence (2016-2025) had been passed by the Government, and a Criminal Code Act (2012 & 2015) was in force covering all aspects of VAWG (incl. rape, sexual assault, sorcery, and

**FIGURE 6**  
Women’s Rights & Empowerment



trafficking), ownership of the problem is persistently low in PNG, due to cultural practices and structures in wider society.

VAWG was not generally in the consciousness of an almost exclusively male policy-making constituency, with the exception of some notable people such as the Governor of NCDC who has sustained a long-term behavior change over his term in office. A shared concept of 'public space' was non-existent, and VAWG was part of daily life and largely normalized. This impression was confirmed by the Programme's baseline scoping studies that provided a convincing analysis of the context and the window of opportunity to involve Port Moresby in UN Women's Global Programme.

The *'Port Moresby: A Safe City for Women and Girls Programme'* was designed at the time when the markets and surrounding new urban settlements of Port Moresby were in desperate need of a range of services and facilities to solve the emerging public health crises, such as a cholera outbreak linked to garbage and sewage problems and endemically high levels of poverty. UN Women staff reflected in the interviews for this evaluation on how they had succeeded in introducing and integrating the mission to prevent and respond to VAWG through the lens of well-functioning (water, sanitation, cleanliness) and safe public spaces.

In order to tackle the challenges of "high levels of poverty, low levels of hygiene, high exposure to violence and sexual harassment", however, the Programme needed to identify and work with the priorities of government and citizens alike:

*"We had to see how to use the priorities for government and people on how to make a difference on VAWG; how people use public space and how they behave in it; we had to turn this challenging space into an entry point."* (UN Women Key Informant)

The Programme was particularly successful in engaging tactically with key male decision makers at the level of city policymaking, integrating VAWG into a package of policy reform issues focused on improving urban infrastructure and service provision. UN Women key informants explained how they responded to the presence of a "champion of change" in the person of the Port Moresby Governor Powes Parkop and saw this as an opportunity to design and embed the Programme in NCDC's institutional structure.

The Programme was also able to engage with a public that was suspicious of politicians, and at first, prioritized infrastructure and toilets over (directly) tackling VAWG. UN Women staff worked hard prior to and during the scoping phase to bring a skeptical and even hostile public on board with the aims of designing interventions that would be transformative and broadly owned by the stakeholders. UN Women staff engaged with the communities and listened in a way that brought them on board with the Programme goals.

*"We had a first draft of the Programme ready. The local councilors went to the markets to announce this (before the scoping study) and there were rocks launched at us. It was clear that there was no ownership by the community (and that) they felt it was a political endeavor. But during the scoping study we engaged some of the youth and we engaged the community."* (UN Women Key Informant)

Furthermore, the *'Port Moresby: A Safe City for Women and Girls Programme'* also recognized and responded to the contextual challenge of weak civil society advocacy on women's rights in general, and VAWG in particular. Understanding this context and contrasting the absence of a PNG civil society watchdog organization, helped to design civil society participation in a context-relevant way, which became most apparent in its citizen-led prevention, referral and social campaign messaging of *Sanap Wantaim* and CRAMS.

## 4.3

### Gender & Human Rights Based Design

**FINDING 2** – VAWG, in particular, SV/SH infringe upon women’s and girls’ mobility, rights and opportunities, and prevent them from fully accessing development opportunities and engaging in social, political and economic life. The Programme was designed to directly and coherently address this gender and rights issue in a holistic and empowering way that moved far beyond merely social protection, to strategically combine interventions at three fronts: building women’s/girls’ agency; building relationships (social networks); and building the institutional environment.

The Programme clearly integrated the right of women and girls to economic participation with the right to a life free of violence in its goal objective. At impact level, three inter-related rights are closely mapped onto the Logframe as follows:

- **The right to economic participation and employment:** The Logframe Impact 1 statement links economic participation to safety in public spaces by specifying; *“Women and girls enjoy a greater sense of safety, reduced fear and increased comfort in public spaces.”* Setting up accountability frameworks with government should be part of this to ensure sustainability.
- **The right to freedom of movement and access to public life:** The Logframe Impact 2 statement specifies *“Increased use of public spaces and increased autonomous mobility of women and girls in the city.”*
- **The right to a life free from violence (and associated state party obligations):** The Logframe Impact 3 statement specifies *“A reduction in different forms of sexual violence in public spaces, especially in the intervention sites.”*

Furthermore, a strong women’s rights and empowerment lens was omnipresent in the way Programme interventions were designed and implemented around the three dimensions. Women’s Rights & Empowerment framework (presented in Section 5.1). A brief overview is as follows.

#### Building Women’s/Girls’ Agency

The Programme was designed and implemented with elements that raised women’s rights awareness, supported their access to entitlements to social and legal assistance in the event of sexual or gender-based violence and harassment, and enhanced their capacity to aspire to different ways of being and doing.

This was achieved principally through the one-to-one work of the Human Rights Defenders (HRDs) and *Sanap Wantaim* campaigners that reached out directly to women and girls, and crucially to boys and youth, to challenge individual reflection on the value, voice and agency of women and girls in PNG society, with a focus on challenging the acceptance of VAWG. Additionally, numerous trainings (e.g. basic literacy, numeracy, organization) were provided to the vendors who registered as members of the MVAs.

#### Building Relationships (Social Networks)

The *‘Port Moresby: A Safe City for Women and Girls Programme’* included specific design consideration to build women’s social network connections foremost through establishing the Market Vendor Associations (MVAs), encouraging their leadership, and engaging them in the Market Management Committee (MMC) meetings and decisions.

Furthermore, the Programme also included design consideration to build network support for women and girls subject to SV/SH by establishing Community Referral And Mentoring Service teams and developing community volunteers’ capacity as Human Rights Defenders (HRDs). The Programme design further acknowledged, through its Safe Public Transport Initiative, the crucial importance of enabling women’s and girls’ autonomous mobility by supporting the development of *Meri Seif/Meri* bus services.

Crucially, the Programme included design consideration to challenge and transform the social norms that underpin VAWG attitudes and behavior, manifested in the public spaces and communities of Port Moresby. These considerations included making civil society, media, schools and youth aware of the rights violations that these norms create, mobilizing them

to stand together (*'Sanap Wantaim'*) against these rights violations, and organizing public events and activities that help to create a new collective story and a sense of proud ownership of the city as the basis for developing a shared notion of 'public space' that is entrenched in equality, mutual respect and rights.

Notably, the training and engagement of the youth in leading the rights and VAWG prevention campaign *Sanap Wantaim* and mobilizing peers around values and principles of equality, dignity and emancipation, in which human rights are anchored, formed a distinctive design feature demonstrating the relational aspect of the gender sensitive rights and empowerment approach.

### Building the Institutional Environment

The Programme was designed and implemented with elements that expanded women's entitlements and increased their access to a range of physical, economic and social assets. This included, notably:

- Increasing women's strategic access to gender sensitive and VAWG-preventive market environments, recognizing that the informal sector is more than 60 percent occupied by women with up to 80% women vendors in markets.<sup>2</sup>
- Increasing women's strategic access to a cashless vendor payment and saving system and accompanying financial literacy training.

The Programme included design and implementation considerations to improve the gender responsiveness of urban governance to:

- a. Support safe social and economic participation for women and girls in Port Moresby; and
- b. Develop the physical infrastructure, notably of markets, that creates the space for safe participation.

To this end, the Programme worked deliberately through support for Port Moresby's government, the National Capital District Commission (NCDC), notably by:

- Sensitizing and building the capacity of NCDC and partner agencies to implement a gender responsive approach to increasing market access and safety;
- Establishing and building the institutional structure, capacity and gender responsiveness under a newly-created NCDC market division, with coordinating responsibility for market governance;
- Promoting participatory governance of markets – through MMCs and MVAs – in which women vendors have a stronger collective voice and enhanced rights and responsibilities;
- Building the capacity of the NCDC Gender Equity and Youth Desks – under a Family and Sexual Violence Action Committee (FSVAC) Secretariat – to take on the responsibility for the overall coordination of CRAMS and the training of HRDs;
- Facilitating a strategic response to the challenge of developing a gender sensitive and VAWG-preventive public transportation system in Port Moresby through operational research feeding evidence into policy engagement with the RTA, NCDC, PMV Association, and other policy stakeholders, backed up by capacity building.

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2 The *'Port Moresby: A Safe City for Women and Girls Programme'* was **gender neutral** in not challenging existing labour market segmentation through skill/technology transfers and/or through progressive measures to expand women's employment in non-traditional segments of the labour market. Understandably strategic challenge to gendered labour market segmentation was considered beyond the Programme's scope.

## 4.4

### Partnership and Learning

**FINDING 3** – The Gender and Human Rights Based (GHRB) implementation of the Programme achieved efficiency and effectiveness by moving from a traditional project delivery approach to a more empowering model that works through organizational partner arrangements, geared at building institutional capacity. By anchoring these arrangements in GHRB principles and values, the approach shifted the relationship between donor and partner recipients from a transactional to a transformative partnership.

During discussions with NCDC partners and scoping visits to markets, it became clear for UN Women that institutional strengthening would form a critical first step towards violence-free markets and women’s empowerment, and that this would be best achieved through a flexible accompaniment and hands-on support to institutional management and collaboration. To facilitate and support a GHRB implementation of the ‘Port Moresby: A Safe City for Women and Girls Programme’ in a way that would make the best use of resources, UN Women established a set of organizational partner arrangements.

A Safe Market Management Steering Committee (SMMSC) was established inside the NCDC to provide the oversight and address the challenges as they arose. Basic management structures were needed, with clear lines of responsibility and accountability and clear job descriptions. UN Women staff worked closely alongside the NCDC Market Division through twice-a-week meetings of the Steering Committee “to check on each element and deal with day-to-day issues”. A UN Women engineer was ‘embedded’ in the NCDC to address the technical issues. UN Women key informants reflected on the institutional transformation that took place over the years within the NCDC:

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**“Accountability started changing – the Governor and City Manager were paying more attention to what was going on regarding corruption. And they started to invest in their people.”**

(UN Women Key Informant)

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The Programme went further outside the NCDC in engaging the Commissioner as a key partner in the Safe Market Management Steering Committee. It backed up the partnership by capacity building support to the

policy force (RPNGC) and inviting the Commissioner to global forums to build a feeling of recognition and pride.

In a similar vein, the Programme adapted to incorporate the CRAMS into this broader coalition, as it became evident during implementation that women in the markets were experiencing SV/SH in various degrees. A Family and Sexual Violence Action Committee (FSVAC) was established at NCDC in 2016, with political ownership and funding from the NCD Governor, which enabled the NCDC Gender Equity Desk to take the responsibility for the CRAMS.

Key informants reported on a change in culture amongst municipal agency partners through their exposure to the Programme’s partnership approach:

*“I can see the replication with other agencies such as now with the Road Traffic Authority – you would never have imagined them being engaged in this work. They went through a process and understood why it’s important; the mind-set is changing slowly.”* (UN Women Key Informant)

Typically, Gingoada key informants reflected how at first they had been suspicious of working with UN Women due to previous, less-than-positive experiences with big donors or development partners, and how the experience with UN Women had proved to be a more equal, empowering and sustainable working relationship:

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**“We built a great relationship with UN Women. They have been incredibly supportive and flexible. We are not afraid to report failure to them, because we are given the opportunity to learn and strengthen our capacity when reporting our failures. We’ve built a very honest and interactive relationship. They did not interfere with our operations, but supported us with obtaining RTA licensing, with getting us the training we needed to obtain a transport operation certificate, and more. Unlike other big donors, they took an organic approach, which worked very well for us, as it enabled us to lead on something much bigger than we had ever done before and learn and build our capacity ‘on route’.”**

(Ginigoada Key Informant)

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Echoed by other partners, Ginigoada key informants concluded that UN Women’s major achievement had been the mobilization of all the different actors *“for the bigger picture, making us understand that more was needed than just running a bus or providing a service.”*

Where the Programme engagements had been given less priority, government key informants were less positive in their feedback. Notably, NCDC’s Urban Safety Division colleagues reported that the Programme had not engaged their Division, and therefore, had not provided any direct value to the Division’s efforts to build a safe urban environment around the markets and the bus stops. The bus stop wardens model<sup>3</sup> they had developed through the NCDC Police Support Unit, for instance, would have benefitted from its uptake into the Programme to complement and support the

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3 In 2011 NCDC Urban Safety Division initiated the Bus Stop Safety Wardens project to prevent crimes and address violence around bus stops. The project engaged youth who had been previously involved in the crimes and the violence, as voluntary bus stop wardens in the areas where they lived. In exchange, the wardens were provided free vocational training. Many gained fulltime employment in the security sector afterwards. The project was found successful in decreasing violence and changing young men’s attitudes regarding VAWG and particularly SV/SH, and was replicated in some areas of Port Moresby by local ward councilors. Its funding by the NCDC however ended under the 2014 budget (UN Women 2015c).

*Meri Seif* initiative and ensure safe bus access to the markets.

UN Women key informants reflected on the difficult institutional context in which the Programme attempted to reach out and engage the different departments and divisions, with some being unwilling to collaborate or engage:

*“At the beginning of the Programme, UN Women staff were placed at the NCDC to work directly with relevant divisions. We cannot force people to work with us when they are unwilling.”* (UN Women Key Informant).

## 4.5

### Monitoring & Evaluation (M&E)

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**FINDING 4** – UN Women’s progressive decision to integrate M&E responsibilities as far as possible within the government institutions and partners aimed at improving GHRB learning and sustainability, created challenges of eliciting reliable data on the outcome goals. UN Women compensated this by commissioning regular reviews that informed the donors, and at the same time, prompted critical reflection and learning among the partners.

The ‘Port Moresby: A Safe City for Women and Girls Programme’ further achieved efficiency and effectiveness by putting in place a monitoring and evaluation (M&E) approach that is more flexible than a traditional rigid logframe model, and allowed for the adaptive management approach needed to navigate the complexity of the challenging institutional and political environment in which they had to operate. M&E was focused on learning *together with* the partners, and therefore, needed to produce data that would be useful and used. M&E, therefore, was delegated as much as possible to the implementing partners.

A trade-off was that the data gathered was not always as sufficient and reliable as had been hoped. For instance, in the case of Safe Markets Initiative’s support to the institutionalization of the CRAMS’ referral pathway through governmental and non-governmental agencies, UN Women key informants described the challenge of obtaining reliable data on the number of referrals, pointing out that this would require a project of monitoring capacity building in its own right:

As part of the learning focus of M&E, UN Women commissioned regular reviews of the Programme pilots to inform the donors, and at the same time, elicit critical reflection and learning among the partners. Examples are: the MVA survey (UN Women 2017a), the review of computerized market payment system at Boroko and Koki (Fachry 2018b), the CRAMS survey (UN Women 2017c), and review of the Micash Trial in Gerehu (UN Women 2015a).

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**“We don’t have the data on how many (survivors) are being referred. We did a mapping of the gender-based violence information systems in five provinces of PNG where there are FSVSC offices, so we could understand the available data and propose a national system for tracking. There has been work done around standardizing the intake form, but it was difficult to operationalize it.”**

(UN Women Key Informant)

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# 5

## FINDINGS ON OUTCOMES & IMPACT

# 5. FINDINGS ON OUTCOMES & IMPACT

## Influence on Women's/Girls' Safety and Opportunities in Port Moresby

### 5.1 Impact on Women's/Girls' Empowerment and Opportunities

A 2011 safe markets scoping study found that 80% of the vendors were women and contended that safer markets would attract more buyers and vendors, and economically create more opportunities for women and girls. The study further theorized that:

*“Targeting the markets of Port Moresby for actions to improve opportunities for the **participation of women and girls** has the potential to make a tangible and immediately felt difference to the lives of Port Moresby's women and girls. It also can generate indirect benefits to their entire families in the form of greater household income, and better nutrition and educational opportunities*

*for children. Studies have shown that increases in women's incomes benefit the health and education of children” (Jimenez et al, 2011, 8).*

This evaluation tested this assumed pathway at the level of the targeted Gerehu and Gordons markets. As explained in Section 3.3 (with more detail in Annex I), a series of factors made it impossible to combine the qualitative inquiries with statistically relevant quantitative measurements of social and economic impacts amongst women vendors and customers and their households. Yet, the qualitative data gathered proved sufficient and reliable enough to support the following findings.

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**FINDING 5** – The most transformational impact of the Safe Markets Initiative was created through the collective association and engagement of previously marginalized and voiceless women vendors. The institutionalization of Market Vendor Associations (MVAs) as part of a participatory governance model stands out as a significant contribution to the Programme's higher-level impact ambition of socio-economically empowering women vendors. However, this will only be sustained if NCDC decision makers and market management are able to better listen and respond to women vendors' concerns through this institutional arrangement.<sup>1</sup>

Undoubtedly, the most transformational impact of the market governance model developed by the 'Port Moresby: A Safe City for Women and Girls Programme' was generated through the collective association and engagement of previously marginalized and voiceless vendors. 19 of these associations have been set up with close to 4000 members, the majority of whom are female reflecting their dominance in the informal market sector.

Through the Market Vendor Associations (MVAs), vendors developed a collective identity around their common interests and needs (beyond those of their

tribe), and for the first time (albeit not always perceived to be effective or responded to), obtained a voice in market management. The MVAs played an important role in lifting women's leadership and creating a shared notion and ownership of the market as a 'public space' that must be safely accessible to women and girls and support their businesses. This contributed to a decline in ethnic violence and VAWG in the market, and an increase in women's sense of collective power and ability to exert influence and negotiate their position and their needs.

<sup>1</sup> See also Finding 15.

The Governor of Port Moresby himself in an evaluation interview pointed to the transformation of the status of vendors as both economically empowering and a trigger for a broader change in social status to women:

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**“Most vendors in the markets (traditionally 80-90% women, working in the informal economy) have become semi-permanent: they are changing from producers selling their surplus in the markets into business women who are retailers and semi-permanent vendors. The development of the MVAs was crucial to build collective power and awareness. They now start to realize that they are all linked together and have more common interests than differences. This is a very essential shift. The women become independent business people with a collective identity, goal, sense of ownership and voice”**

(Governor Parkop, 23/10/18)

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The Programme’s intended empowering impact on women vendors, however, came under scrutiny during the impact evaluation. The Programme’s key elements were undoubtedly participatory, including notably vendors’ engagement in the design of the new markets (including: location and height of stool tables etc.). However, some vendors felt that issues raised and suggestions made to the market management were sometimes disregarded, and decisions made by the different NCDC divisions related to the market and its surroundings were, at times, conventionally top down without considering possible negative impacts on market accessibility and vendors’ business. A former Gerehu market supervisor, herself previously a vendor, explained this missed opportunity:

*“The Programme was established to empower women like me, but I think it wasn’t fully effective because, sometimes, the people from the top would get contractors to do work when they did not have any idea about what they were dealing with.”* (Gerehu Market Key Informant)

The vendors at times experienced NCDC’s top-down decision-making and lack of accountability as undermining their business interests. In Gerehu market, the MVA had written “letter after letter” to the police, business houses and NCDC office to stop the surrounding licensing and building of shops and reopen the short cut route that gave direct access from the bus stop to the side gate of the market, but had not received any response.<sup>2</sup> As a result, customers continued dropping and vendors needed to leave the market in search of customers outside. Going forward, UN Women could facilitate a meeting with all stakeholders to discuss the access issues for Gerehu market with the vendors in order to make the most of donor investment within the market.

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2 This is further detailed under Finding 11 (Section 6.2).

**FINDING 6** – Unaccounted and uncoordinated top-down NCDC decisions regarding the construction licensing and urban developments in the surroundings of Gerehu market caused a sharp decline in customers and negatively impacted women’s businesses. Furthermore, NCDC’s decision to restrict Gerehu market sales to fresh produce only, and transfer the sales of cooked food and all other goods to the outside, excluded many women and girls from the market while relocating gender-related safety issues from the market to the access road and further limiting the market’s accessibility for customers.

The evaluation found that, although women’s and girls’ safety and comfort inside Gerehu market had been substantially increased, and the market had undergone a total transformation in terms of infrastructure and management, the economic benefits of this transformation had been constrained.

The use of the market by the woman vendors had declined as their businesses had suffered a decline in customers in the past few years, which was caused by the blocking of the short-cut walkway connecting the market with the bus stop, the location of the bus stop far removed from the market gate (the route from the bus to the market is a dangerous one, and difficult access exposes potential customers to violence, making them reluctant to venture through to the market), and the restriction of fresh produce sales inside the market.

The evaluation team was unable to find an overall explanation for these decisions from NCDC at the time of the review due to lack of time. It will be important to discuss these matters with NCDC to understand more about the rationale and whether it is possible to review some of these decisions in order to revitalize Gerehu market.

The closure of the walkway, in particular, was reported by vendors as reducing footfall. Key informants at NCDC’s Market Division explained that this was the responsibility of the NCDC Planning Division. The NCDC Market Division had reportedly asked the Planning Division to intervene and prevent the market’s exodus, but to date had not received a positive response.

The location of the bus stop at a two-mile walk distance from the market gate further increased vendors’ and customers’ exposure to VAWG when accessing the market. Safety remained a concern in the outside area between the market and the bus stop.<sup>3</sup> With the sales of betel nut being removed from the market under a citywide ban, an illegal open betel nut market emerged on the access road, and safety issues related

to betel nut sales also relocated from the market to the road.

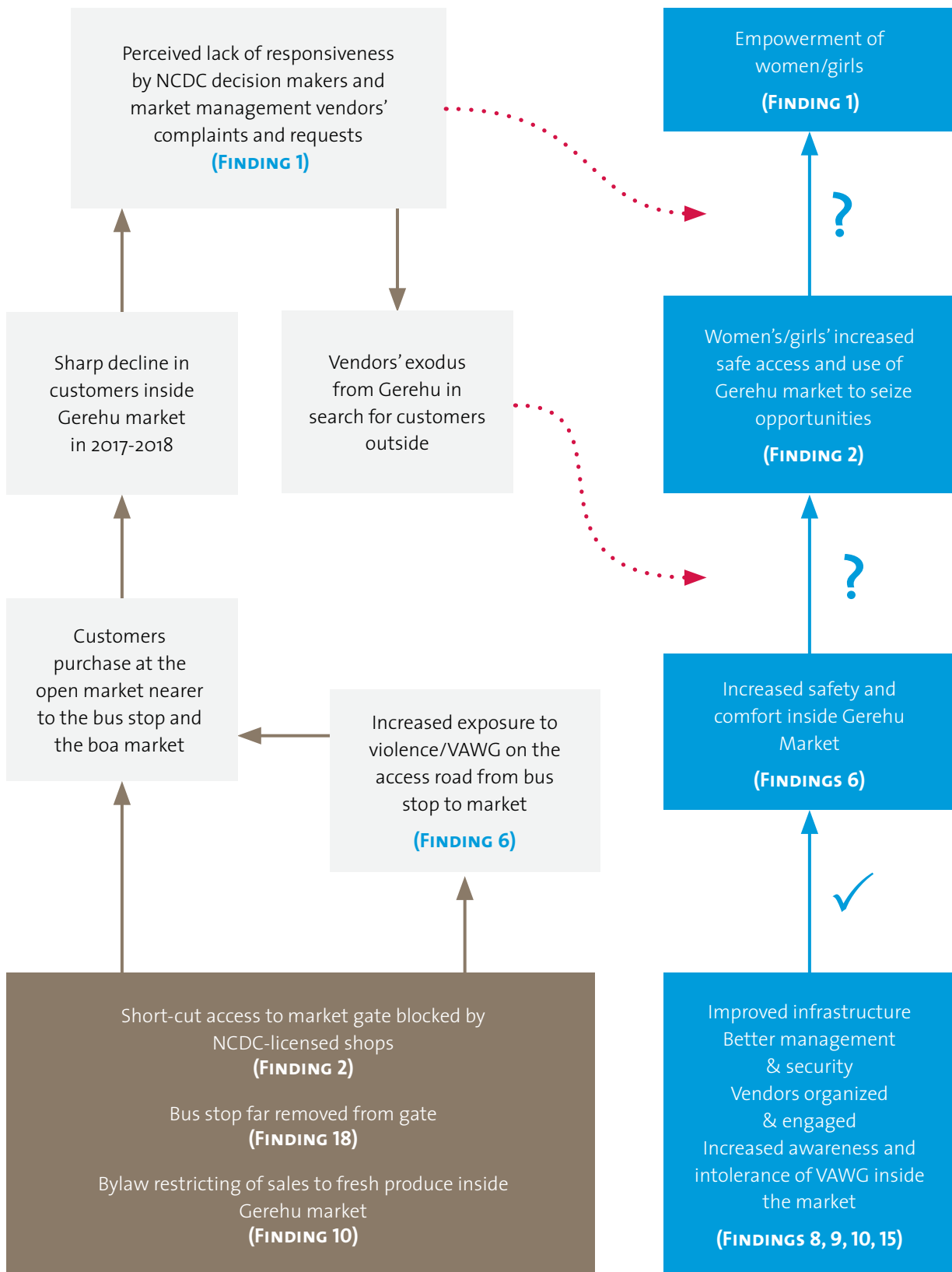
Meanwhile, cooked food and all other goods (including dry goods, clothes, tobacco, drinks, etc.), which had been removed from the market due to the restriction of market sales to fresh produce only, were now getting sold closer to the bus stop. This further discouraged customers from taking the risk of walking down to the market. After flagging the issue of the blocked alley through their MVA to the MMC and the NCDC market Division, vendors started to sell outside the market. The decreasing customer numbers in turn prompted vendors to leave the market and search for customers outside. Figure 5 overleaf illustrates this.



*Blocked Gerehu Gate*

<sup>3</sup> This is described under Finding 10 (in Section 6.2).

**FIGURE 7**  
**Gerehu's Impact constraint**



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**FINDING 7** – The new Gordons market was expected to boost women’s economic opportunities after its reopening, which was imminent at the time of the evaluation, and evident from the very high demand for market slots. This confirms what the Gerehu case already suggested: that safety and well-being go hand in hand with infrastructure and business opportunity.

In Gordons market, the vendors had been temporarily relocated to Boroko and other (undetermined) markets since the fall of 2017 and at the time of fieldwork were awaiting the opening of the new market. Vendors would be moved in as soon as the upgrading of the bus stop was finalized. Gordons is a major center with a large bus terminal that connects to the rest of the city, so there are always plenty of customers.

The expectation amongst Gordons vendors awaiting relocation at the time of the evaluation was that this move would improve their economic opportunities

significantly. The new two-floor Gordons market was designed with the objective to create a safe and stimulating business environment, with more vendor space, an inside car park, improved security, market management based inside, and an upgraded bus stop nearby. The NCDC Governor planned to further grow and expand the market. The need for expansion of Gordons specifically was qualified by vendor concerns aired over high demand for (limited) slots coupled with high registration costs.

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**FINDING 8** – Gerehu market missed an important opportunity to boost vendors’ economic empowerment by creating safe market-based access to finance. The piloting of a MiCash mobile banking system backed by financial literacy training initially helped strengthen women vendors economically and reduce extortion and robbery in the market. However, the scheme did not survive mainly due to vendors’ insufficient income and capacity, exaggerated by issues of accountability and access to mobile phones, and the decline in customers (cf. Finding 6).

In 2013-2015, the *‘Port Moresby: A Safe City for Women and Girls Programme’* in partnership with Nationwide Microbank (NMB) piloted MiCash in Gerehu market: a mobile vendor payment and banking service aimed to enable the vendors to deposit their earnings, make cashless market fee payments (thereby reducing the opportunity for illicit collection of fees), and withdraw savings electronically on their mobiles. MiCash was designed to help avoid extortion and robbery, and empower the women vendors economically. MiCash established a stall at Gerehu market to help women deposit savings in bank accounts and increase the number of women with bank accounts.

An assessment of the pilot commissioned by UN Women in 2015 confirmed the system’s contribution to reduced violence and VAWG specifically. The system reduced to zero the incidence of extortion and related violence, on the back of an initial dramatic uptake in the electronic payments system by Gerehu vendors. The report further identified the potential for economic empowerment of female market vendors, highlighting their enhanced access to banking services and access to financial literacy support:

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**“Vendors were able to access basic banking services from within the market vicinity. They were able to deposit a portion of their income earned from their daily sales. Just owning a formal ID card and a bank account gave the vendors a sense of self-worth”**

(UN Women, 2015a, 4).

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Financial literacy capacity building, delivered through the newly established MVA, backed up the initiative. As a result, some of the vendors who were involved in the scheme were able to get loans and invest in their businesses.

Although the pilot initially had a high uptake and promised to be successful, MiCash eventually stopped working. According to the 2015 assessment, this was due to (among others):

- a **lack of trust** caused by the misuse of deposited funds by MVA leaders who had acted as the local 'banking agent';
- **vendors' insufficient income** for building enough savings to make the system work and to afford the very expensive mobile data/credit; and
- the **safety and numeracy issues** they encountered when using mobiles, despite the financial literacy training they had received during the pilot.

The scheme died out mainly because of the lack of business and income, exaggerated by issues of capacity and accountability and access to mobile phones. The initiative was unable to secure enough funds and a trusted and reliable agent, acting on behalf of the Nationwide Micro Bank (NMB) to effectively deliver the mobile e-wallet services. There was the lack of an economic incentive because of the small commission and high transaction costs.

Low capacity and literacy levels amongst the vendors further hindered their effective use of the system along with the fact that many women did not own mobile phones, or at least they had at one point but the phones had been taken by family members, often men.

Misunderstandings emerged and circulated –e.g. vendors thought they would be granted loans without their provision of collateral other than their savings, or that there would be an automatic deduction from their accounts even on days they weren't trading. A second financial literacy training did not eventuate due to fear of violent outbreaks and retaliation because of the betel nut ban.

Finally, rumors circulated that NCDC market controllers themselves had tried to prevent the use of the MiCash system. This points to the need for longer-term capacity building of vendors in order to make such a system work.

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**FINDING 9** – Evidence suggests that the VAWG-preventive market governance model developed by the Programme's Safe Markets Initiative will be replicated in all other markets of Port Moresby, and its vendor-empowering association model expanded to the entire informal economy countrywide. This will dramatically help to enhance women's and girls' empowerment and opportunities, provided that policy and decisions makers at the local and national level are able to engage with women leadership through institutional arrangements such as Market Vendor Associations (MVAs) and Market Management Committees (MMCs).

Higher impact and sustainability was observed in terms of the Programme's influence on other markets not directly targeted. A clear influence, for instance, was found in the management at Waigani market, where the market clerk in charge was a woman and the wife of the market clerk at Gerehu. The NCDC Market Division was further looking to scale the model of VAWG-preventive market environments. This was shown in its Strategic Plan 2018-2022 developed with support from UN Women, and the projected growth of the division with 100 staff to be hired once Gordons would go into full operation and other smaller markets would be opened.

Key informants from NCDC market division confirmed the plan to replicate the VAWG-preventive market governance model developed by the Programme in all

of Port Moresby's other markets governed by NCDC (including: Tokarara, Bautama, 9Mile and Hohola). Drawing on the experiences in Gerehu and Gordons, an operational manual had been put together for creating a Market Management Committee (MMCs) and Market Vendors Associations (MVAs) in each of the markets. For Bautama market, a concrete proposal was on the table for developing a wholesale market. Plans were made for the market infrastructure developments. NCDC Market Division key informants expressed their expectation that as the markets would *"become like Gerehu and Gordons, violence would disappear"*.

At the national level, the VAWG-preventive and vendor-empowering market governance model developed by the *'Port Moresby: A Safe City for Women and Girls*

*Programme* served as the basis for influencing and supporting the National Technical Working Group on the Informal Economy in developing the new National Policy on the Informal Economy. The markets are part of the informal economy sector. The National Informal Economy Policy emphasizes the need to protect the interests of the informal economy workers, mostly women<sup>4</sup>. Inspired by the Programme, a Voice Strategy has been developed for this National Informal Economy Policy, which takes the vendors association model to scale and broadens its scope to strengthen the capacity of the informal economy workers to influence and engage with national policy and decision makers about issues affecting their business. According to the latest updates in the Programme's 2017 Annual Report, the views of 68 vendor representatives (54 women and 14 men) had been taken on board in shaping the strategy.

To ensure optimal and sustainable impact of these scaling-up plans and initiatives, some weaknesses observed in the market governance and voice model will need to be addressed – most notably: understanding the boundary when market managers make decisions that might go against the wishes of vendor associations, as well as working holistically across governance authorities to ensure that decisions are not made with unforeseen negative consequences on markets and vendors businesses.

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4 The 2019 'global first' national audit (underway at the time of the evaluation) indicates that 60 percent of the informal economy sector in PNG are women.



*Market vendor registration for the reopening of Gordons*

## 5.2

### Women's/Girls' Safety and Comfort in the Markets

**FINDING 10** – The Programme has contributed to significant improvements in the safety, hygiene and comfort of the vendors and customers (over 90 percent women and girls) in Gerehu market. According to police statistics, there have been no incidents of sexual violence or major criminal activity in the market since it was renovated. Outside the market, safety remains an issue for women/girls due to the lack of security. Also in Gordons, safety for women and girls inside the market had improved until its closure for infrastructure works in 2017<sup>5</sup>, albeit much less than could have been expected had the new market infrastructure been in place.

**Gerehu market** was at the start of the Programme called a “no go zone: no one bothered to go there” by NCDC Market Division key informants and former UN Women staff. Gerehu’s first market supervisor recalled that:

*“[Gerehu market] was known to be a very violent and dangerous area. There were cases of killing and it was crowded with people that were very hard to control. There were drug dealers and drunkards and drug addicts sleeping on the benches and harassing women when they weren’t sleeping.”*  
(Gerehu Market Key Informant)

A qualitative baseline study reinforced this perception through cross-checked analysis of vendor and customer interviews. Respondents indicated

*“there was a high degree of bag snatching and assault, goods being destroyed or damaged by young men, pickpocketing, and sexual violence”*  
(Gosper, 2017).

Market management and security personnel were allegedly bribing, extorting and sexually harassing the vendors. Gerehu vendors and management unequivocally reported that there had been a positive change in terms of safety and cleanliness inside the market, but that outside it remained unsafe, particularly in the afternoon.

The market *inside* had become much safer and more comfortable for women and girls, and alcohol- and drugs-related violence had been reduced significantly as a result of the improved security system, management and market infrastructure, and the strict implementation of market rules and regulation. Also, domestic violence inside the market had decreased due primarily to the implementation of

market bylaws and rules. Domestic conflicts reportedly still occurred among customers and their spouses inside the market and at the car park, but security stepped in when it happened. According to police statistics, there have been no incidents of sexual violence or major criminal activity in the market since it was renovated.

*Outside* the market, domestic violence and abuse (such as: husbands beating wives and mothers beating daughters), VAWG (including: pickpocketing, whistling, swearing, teasing of women, and throwing betel nut husks at girls) and sexual violence and intimidation (e.g. touching) prevailed along the access road, making it unsafe for the customers to come to the market. With betel nut selling banned (under city-wide NCDC legislation outside of the Programme’s control) from the market, an illegal betel nut market had emerged on the access road. The safety issues related to betel nut sales had been displaced from inside Gerehu market to the market access road:

*“Pickpockets target mostly the defenceless, particularly women. This occurs occasionally to the ones who are not regular faces in that particular area. No change in this has been seen in the last 3-5 years...”*

*“At the betel nut market, drunkards sexually touch and harass women and girls particularly from the coast”* (Gerehu Market Vendors).

In **Gordons market**, there was a much less observable reduction in levels of VAWG in and around the market between 2012, when Programme interventions began, and 2017, when the market was closed for rebuilding the infrastructure. At the start, Gordons was a very rough and unsafe market, with VAWG evident in the

<sup>5</sup> The infrastructure works were only completed at the time of the evaluation.

form of *bilum* snatching and pickpocketing targeting women and girls, SH such as unwelcome touching and cat-calling, and sexual violence in the form of rape. People were killed in- and outside the market. The Gordons vendors interviewed at Boroko recalled that VAWG in the old Gordons market was increasing due to the growing numbers of youths migrating to the settlements around the market.

But the youths causing the problems at the market also appeared to be the children of the vendors protected by the *wantok* or the wider group of affiliated tribes. Reportedly, the security guards at the time belonging to the same *wantok* turned a blind eye, thereby failing to protect the vendors and the customers from SH and other forms of violence by these youths. The situation exaggerated as the youths increasingly felt untouchable, and people became more and more afraid of being attacked when defending the women and girls harassed or robbed by these youths. The vendors explained that “*the youths preyed on the women or girls, in particular those wearing tight clothes or short pants*” because such clothing was in conflict with their culture. This was confirmed by multiple groups of vendors interviewed independently by different researchers.<sup>6</sup> Expectations among the vendors surrounding the new market infrastructure that would be inaugurated soon were high, yet some warned that infrastructure alone would not resolve the problem of violence without accompanied improvements in security. At the time of the evaluation, the NCDC planned to employ a large number of security guards, many of whom already had been trained through the ‘*Port Moresby: A Safe City for Women and Girls Programme*’.

6 Participatory Contribution Analysis 31, 32, 33, 34, 35, 36, 50, 51 and 52.

Interestingly, former Programme UN Women staff had observed a significant decrease in violence, including VAWG, in the old Gordons market in the last year before closure in 2017. While at the beginning of 2012 it was unthinkable for them to move around without security guards, by the time the market closed for the infrastructure works, they felt relatively safe to walk around with the vendors by themselves. A Market Management Committee and a police post had been established inside the market. Some of the young men had participated in the project activities and trainings organized by the NCDC Gender Desk. Cooked food vendors who were selling in the fenced area of Gordons, according to anecdotal information received, had organized themselves into groups called the “yellow caps” and the “little income mothers”, started to sensitize the boys and helped them to set up their own vendor association. They gave them some small money from time to time and the boys in return would fetch water. According to the former UN Women staff, *wantok* definitely played out in who the women chose to help: “*There was lots of ethic complexity we did not understand.*” But UN Women staff also reported that the women’s initiatives had helped to make the market a safer place, and women vendors were less randomly attacked.

This suggests that the *wantok* system has served a particular purpose here, helping to create new connections of support and loyalty in the market space around the mutual needs and interests of the women vendors and the unemployed and marginalized youth. By protecting and re-engaging the youths, the women vendors were able to create a collective commitment to keeping the market safe and use *wantok* as a force for good.



*Gerehu vendors about safety*

**FINDING 11** – Although Gerehu market had become much safer, with less VAWG and less theft, safety remained a concern as vendors at times said they felt intimidated by the market controllers and security guards around fee payments and attempts to prevent them from selling outside the market. There were also fewer vendors and customers in the market to watch each other’s backs due to the unaccounted decisions made by NCDC that affected the access route to the market (cf. Finding 6). Vendors from Gordons reported they had experienced inappropriate and violent behavior by security guards at Gordons in the period before its closure. This had prompted UN Women to intensify the training of market security and management on a range of gendered approaches to market management.

While violence and insecurity in **Gerehu** market had significantly reduced, safety remained a cause for concern amongst vendors and customers in the market. When Gerehu market was busier in 2012-15, before the ban of betel nut selling and the restriction of sales to fresh produce only (see discussion below), there was a mix of vendors and they looked out for each other. A major contributing factor was that customer numbers prompted vendors to sell outside the market (in the afternoons, when customer numbers inside the market were at their lowest) so that there was a fall of ‘safety in numbers’ amongst vendors and customers. Violent disputes and verbal abuse by market management and security guards directed towards the vendors who went to sell outside in the afternoons in search of customers, reportedly added to vendors’ unease and concern:

*“Just a few days ago, one of the management officers was drunk and wanted to collect market fees (K2/bag) from X.<sup>7</sup> He had already collected the fee from her, but commanded her to pay again, and picked up a stone and an umbrella and threatened to hit her. [...] Violence has decreased but management creates a lot of unrest here at the market, and one day I won’t be surprised if there is a big fight between the vendors and the management. Vendors are so mad they are being robbed. They are digging deep into their pockets to pay ridiculous fees imposed by the management, while they’re not making any money” (Gerehu Market Vendor)*

Reportedly, the fees at Gerehu were K2 for a space, K2 for the gate, and K1 for using the toilets and the latrines, plus K2-K5 per night for the guards to watch the produce that was left at the market overnight. The guards received a salary from NCDC, but reportedly demanded extra payment from the vendors for their night shifts. If they refused to pay, bags of produce would go missing and guards would not be made

liable to pay for any lost or stolen goods. People left things in the market overnight at their own risk, but nevertheless paid for security.

Gordons vendors interviewed at Boroko independently described similar practices occurring before they were temporarily moved to Boroko market in 2017, and labeled security officers and reserve police in the market in that earlier period as corrupt. They also mentioned bad behavior and betel nut chewing by security guards inside the market. This points to the need for long-term interventions. Although gains have been made under the ‘Port Moresby: A Safe City for Women and Girls Programme’, not all of these were maintained once UN Women left the individual markets.



Gerehu Inside



Gerehu Outside

7 Identity and thus also names of participants are confidential for ethical and safety reasons.

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**FINDING 12** – Significantly, ethnic violence inside the markets declined in the past 5-7 years due to the establishment of Market Vendor Associations (MVAs), that are organized around what women are selling (rather than explicitly ethnic identity), and to a better market management and handling of conflict and diversity. A new kind of discrimination emerged, however, between permanent vendors (traders) versus seasonal vendors (farmers). This demonstrates the dynamic environment of markets needing continuous monitoring of the ‘checks and balances’ in the Market Vendor Associations and Market Management Committees.

Before Programme intervention in **Gerehu market**, periodic ethnic clashes (e.g. Goilala vs Highlands, Hagen vs Enga) in the past had had a severe negative impact on business and closed the market for several days. At that time, there was less diversity and the ethnic groups were bigger and more homogeneous. Payback killing used to be a common practice among the clans, with often innocent people the victims. Vendors reported that it still happened outside Gerehu market, but that inside the market there was more diversity and a better handling and prevention of potential conflict, due to better management, notably bylaw enforcement and cohesive contribution of the MVAs. *“Unlike before, Gerehu is a peaceful market with different people from different ethnicities coming together.”*

While ethnic conflict had declined, tensions around a new type of divide had emerged, namely between regular traders and occasional sellers. Regular traders who paid for a permanent space at the market occupied the sheds at the front of the market (no. 1 & 2) where most of the customers were. The local farmers, who occasionally sold produce only after harvesting were pushed towards the backside sheds (no. 3 & 4) and the outside car park. As the amount of permanent traders grew, the locals felt increasingly intimidated and discriminated, and discouraged to sell inside the market. The tensions that arose around this were further exaggerated by the *wantok system* that privileged permanent vendors from the same ethnic background. The power dynamics around space allocation formed a growing source of tension.

Also at Gordons, ethnic violence used to happen frequently but had declined in recent years up to the point in 2017 when vendors were temporarily relocated to Boroko market. Yet, as in Gerehu, a divide between regular and seasonal vendors had reportedly created new tensions and revived ethnic rivalry. Regular vendors were the highlanders and they occupied the best spaces in the middle of the market. The seasonal vendors were the locals or central farmers who sold their produce after harvesting outside the sheds and along the fence in the market. Vendors

selling outside had not been allocated spaces as the MVA leaders were privileging their own *wantok*. When vendors reported this to MMC, they were told to go back to their associations.

This is one important reason why UN Women selected Koki Market when Hohola market burned down. Koki market is a traditional market where women from Central province have sold their goods for hundreds of years. Many of the markets around the city are dominated by Highlanders and it was important for UN Women to ensure investment directly in a market dominated by women from Central province and NCDC itself. The vendor associations established along the lines of what people sold rather than ethnicity helped reduce ethnic loyalties in the markets. However, since markets are constantly evolving and are dynamic economic forces, as are cultural practices, it will be important for NCDC to continue to engage in these dynamics to gradually bring about behavior change.

**BOX 3.  
MARKET RELATIONS**

Markets provide not only the opportunity of trading goods in a safe space but are also places to socialize and interact with other people (Craig and Porter, 2017). In Port Moresby, markets can be distinguished between planned and unplanned markets. The planned markets are those officially recognized and governed by the NCDC (such as Gerehu, Waigani, Tokarara, Hohola, Gordons, Boroko, 9 mile and Bomana) or by the Moresby South Market Management Committee (Koki, Ranuguri, Sabama and 6 mile-Sagara). Planned markets are either big retail markets (such as Boroko and Gordons) or local settlement or neighbourhood markets (such as Gerehu). Retailers at the markets buy fresh produce in bulk from the farmers who come to the market in the early morning, and then sell it at the market to the traders who sell at the settlement markets. There are also some smaller farmers who try to sell their produce at the settlement markets. These are mostly women who have grown their own vegetables in their gardens for sustenance and have a surplus they can sell in the market.

The retailers and permanent traders inside the planned markets are mostly highlanders who have migrated to the city. The farmers are from the areas not too far from Port Moresby. They leave at 2 or 3 am in the morning to reach the city by 6 or 7 am. If coming from further away, they stay overnight in a local guesthouse (K5-6). The vast majority of the vendors inside the planned markets are traders who buy either directly from the farmers or from retailers at the bigger retail markets. Only small amounts of vendors inside these markets sell their own self-produced goods (Kopel et al, 2017).

Non-planned and illegal markets are often found in public spaces, for example, outside of the formal markets, or as small market stalls near to the vendors' homes (Rooney, 2016). After the introduction of market bylaws restricting the goods allowed inside the planned market facilities (e.g. the ban on betel nut, cigarettes and alcohol), vendors of these products moved outside the facilities into the illegal markets. These are often areas where crime and violence, including VAWG, prevail and where police often intervene violently as well. In these open markets, there are no facilities for the vendors to safely store their goods overnight. The vendors in these places, therefore, have to limit their trading volumes to a daily amount, and often have to discount their sales at the end of the day, or pay for overnight storage in nearby guest or storage houses (Craig and Porter, 2017).

## 5.3

### Market Management and Governance

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**FINDING 13** – A structural reform of NCDC combined with the development of operational management mechanisms, guidance and tools, and the training of responsible staff – all attributable to the Programme’s Safe Markets Initiative – helped to create a highly promising model for VAWG-preventive market governance.

The Commission’s Market Division was created with the support from the *‘Port Moresby: A Safe City for Women and Girls Programme’*, under the partnership agreement between UN Women and NCDC. Previously, the NCDC did not have any function specifically focused on markets. At the time of the evaluation, the Market Division already constituted 18 Commission staff working in the Division’s Operations (housing the market areas supervisors), Planning and Development, and Finance and Budgets Units, plus 56 staff (including: supervisors, ticketing clerks/controllers, and security) working in the markets. The Division was expected to further grow to a hundred staff under the new structure to cover all the markets of Port Moresby that fall under the jurisdiction of NCDC. The Commission’s Women’s Desk assigned a staff member to the Market Division’s Planning and Development Section and proposed to assign another staff member with gender expertise. Clear divisions of responsibility, clear job descriptions, planning systems and budgeting processes were developed, which was entirely new to the NCDC.

The Programme helped to build staff capacity by providing numerous trainings – such as on professional skills and communications, staff management, conflict resolution and stakeholder engagement –, and by organizing learning trips to Australia, Fiji, India, and also Naples, Dublin, Barcelona, and Cairo, where participants learn from others implementing Safe City initiatives in different regions of the world. All staff members were sensitized to the Programme’s underpinning values – respect for human rights and zero tolerance to VAWG.

Ongoing technical support and individual mentoring was also provided and a UN Women consultant, as well as several Australian business volunteers placed within the Market Division for a period of over two years to work alongside the management team and provide hands-on support on a daily basis. Gerehu

market’s first supervisor in the Operations team had received a bravery award for her work and she recalled:

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**“I didn’t know how to address the violence against women and girls issue but when the Programme started, I learned to consider it as a rights issue of not only women but of human beings in general. We need to find our place in the society and understand the power dynamics and be able to change the mindsets of people. It is very challenging to address violence against women and girls in public places where women’s rights are systematically undermined. Many people have attitude problems there and it’s tough to convey the message to them”**

(Gerehu Market Key Informant)

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Management mechanisms were put in place by the Programme as part of the market governance model for improving the efficiency, inclusiveness, safety, gender sensitivity, and VAWG responsiveness of the markets. These include Market Management Committees (MMCs), Market Vendors Associations (MVAs), and Community Referral and Mentoring Services (CRAMS), further discussed under Findings 14, 15 and 16.

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**FINDING 14** – As a direct consequence of the NCDC structural reform and new governance model developed through the Programme, market management and security improved, contributing to the increased safety for women and girls inside the market. In Gordons, improvements in market management and security were pending the opening of the new market infrastructure. NCDC’s market managers, however, intended to also use the model to manage the new Gordons market.

For each market, a Market Management Committee (MMC) was created with support from the Programme. The MMCs convene the market controllers, security leader, vendor association leaders, the responsible market supervisor from the NCDC Market Division and other relevant stakeholders on a monthly basis to discuss issues in the market, collaboratively find solutions, divide the responsibilities and monitor each other’s tasks. Through the MMC, market actors take ownership and responsibility for the management and maintenance of their market. This was completely new to Port Moresby’s markets. Market management was non-existent and the markets were reportedly chaotic prior to intervention.

According to the MMC members of Gerehu and Gordons, the purpose of the committees was to protect and serve the interests of the vendors who are members of the MVAs and pay regular market fees, and to ensure effective market management. The MMC members of both markets found that the MMC had been successful in achieving this purpose (scores 9/10 and 10/10 respectively), and in managing the transitioning of the markets into safe and well-regulated business environments for the vendors, with much improved facilities. The views and experiences of the Market Vendor Association (MVA) members and leaders tended to be less positive, however, as they perceived that market management had been insufficiently responsive to their problems and needs.

Market bylaws were created to enforce NCDC bans on activities and produce that were associated with an unsafe market environment. Fining those who broke the law with K50 and eviction from the market effectively reinforced the bylaw that prohibits fights and disturbances in the market. Accountability was enforced through the direct supervision of market management and security staff by the Market Division and the systematic sanctioning of power abuse and misconduct.

Security staff behavior in markets prior to the intervention was widely described as abusive, involving theft and extortion from market vendors, and complicity with criminals and corrupt police officials. This

poor behavior was compounded, according to baseline and impact evaluation recall data, by complicit relations between security staff and poorly-trained and low-capacity market controllers. The ‘Port Moresby: A Safe City for Women and Girls Programme’ tackled this problem by hiring better quality market controllers from higher-grade graduate applicants, and tightening the procedures and increasing the hiring rates for hiring subcontractor security firms.

In Gerehu market, the evaluation found widely reported improvements in the provision of security inside the market and recognized that this was a *direct* result of Programme intervention. Cooked food, betel nuts, tobacco and alcohol had been effectively banned and kept out of the market, which according to the MVA leaders, had helped to keep the market clean and to prevent violence. They further found that:

*“The change in market management (has provided) good security for our safety. The security guards respond quickly and always make sure that domestic fights and other fights are stopped and taken outside. And when there are fights outside, the security [officers] are alerted to close off the market gates until the situation is calmed. It is both good for us the vendors as well as the customers” (Gerehu Market Vendor)*

The Programme initially invested substantial effort in building the capacity of the city’s police force and developing a gender-sensitive and VAWG-preventive and responsive community policing model linked to the CRAMS.<sup>8</sup> This involved their engagement in the

8 In the Programme’s participatory design process, community stakeholders had requested to increase the visible presence of the police in public urban spaces and foster police-community relations. To address this request, UN Women promoted the piloting of a “Policing Urban Public Spaces Model” (or PUPS) in partnership with NCDC and RPNCG that aimed at improving VAWG prevention and response in public spaces. The PUPS model included five main elements: (1) permanent and targeted market police patrols; (2) referral mechanisms for women and girls subjected to H/SV; (3) market security planning and service provision in accordance with the PNG Security (Protection) Industry Act 2004; (4) emergency and critical incident management planning; and (5) community-oriented market safety monitoring.

market governance. The police force was renowned for the limited capacity of and widespread corruption amongst its officers. To respond to this situation, NCDC attempted to strengthen police partnering with market management.

Members of the Gordons MMC reported that the partnership with the police initially had contributed to an increase in safety in the Gordons market, with a police post built in 2014 inside the market and an allocated gender-trained officer stationed at the post. Awaiting the new market infrastructure, however, Gordons market had suffered from overcrowding and a shortage in infrastructure and facilities, which made policing and security quite challenging.

Moreover, the capacity building efforts largely failed due to the high staff turnover among the police force and the lack of accountability of its leaders. Former vendors from Gordons further reported that police engagement had been weakened by *wantok* allegiance and corruption:

*“When violence occurred (in the old Gordons market), they were always late to respond, and sometimes even worked together with the culprits.”* (Gordons Market Vendor)

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**FINDING 15** – The creation of Market Vendor Associations (MVAs) contributed to developing women’s collective identity as traders and retailers and their sense of collective power and responsibility for the safety and accessibility of the market for women and girls. This empowerment process, however, had been constrained by the perceived lack of responsiveness to their needs and problems by market management. The MVA members perceived market management at times as irresponsive, not taking into account vendors’ needs and views. Occasionally, vendors may have raised issues that, legally and/or practically, were not implementable. But the evidence suggests clearly that market management at times choose not to take vendor concerns into account when they arguably should.

The concept of “public space” as a place that is generally open and freely accessible to everyone is new to PNG. There is the notion of ceremonial place (called “*ples sing sing*”), which is linked to tribal culture. In multi-cultural contexts, such as Port Moresby, access to collective space is defined and ruled by linguistic tribal affiliation called *wantok*<sup>9</sup>. Inhabitants of a settlement or neighborhood generally belong to a particular *wantok*, and therefore, can move relatively safely within that area. Newcomers are considered intruders and therefore subjected to violence. Moving from one space to another across the city, therefore, is a dangerous undertaking, in particular for women and girls.

The market governance model developed by the Programme helped to lay the basis for a new concept of “public space” by organizing the vendors into Market Vendor Associations (MVAs) and lifting women’s leadership. The MVAs were crucial for building a new collective identity and awareness among the women vendors around their collective interests and needs (beyond those of their tribe). The women were seen to be changing from producers just selling surplus into businesswomen who were trading in the market on

a semi-permanent basis. By organizing them around their common cause and interests, introducing a quota of 80% of the leaders to be women, and engaging them in the MMC meetings and decisions, the women developed a sense of collective power and identity, and ownership and responsibility for the safety and accessibility of the market for women and girls.

Gerehu market had only one MVA with approximately 160 members, given the small size of the market and its limitation to fresh food only.<sup>10</sup> Gordons market had 12 MVAs with a total of around 1,530 members, organized according to type of produce (tobacco, vegetables, fruits, fish & sago, cooked food, bilum bags, meri blouse, mini goods, cut flowers) or around a common cause and linked under a bigger umbrella

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9 For an explanation of *wantok*, see Section 2.1.

10 The number of MVA members was obtained from an MVA registration list composed in 2016. Programme UN Women staff estimated the total amount of vendors selling at the market at 220. The amount of daily customers was estimated at 50-80. However, the daily amounts counted by the research team during the evaluation, never reached higher than 100 vendors and 30 customers.

association.<sup>11</sup> Every vendor in the market could become a member of the MVAs. People were given a member ID upon registration.

Vendors from both Gerehu and Gordons in general were positive about the importance of the MVAs and their potential benefits.<sup>12</sup> According to Gerehu's MVA members and leaders, the MVA formed "a bridge between the vendors and the market management" and enabled the vendors to organize themselves and support each other to improve their businesses.

MVA members and leaders from Gordons found that the MVAs were important mechanisms to represent the vendors' views and interests and to "give (vendors) a collective voice", while enabling them to work together to reduce violence and control/address problems with the markets.

Gordons' MVA members further highlighted some material benefits from membership, such as the acquiring of a market space for produce-specific groups of vendors, and the potential for gaining access to financial services and MVA loans<sup>13</sup>. Given the limited availability of market spaces and the high demand, it would be very difficult, the vendors argued, to secure an individual market space without this collective membership.

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**"The vendors association brings together vendors to have a collective voice for all vendors to ... (come to a) common understanding on issues affecting them ... (and to) bring an issue affecting them in the market to the management to look into it and address it. The association is a good thing that happens to the market: it helps vendors to work together to reduce violence and address other issues in the market."**

(Gerehu Market Vendors)

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11 The number of MVA members was obtained from an MVA registration list composed in 2017 just a few months before the market was closed for the infrastructure works. The total amount of vendors selling at the market before its closure was estimated at 1700. The estimated amount of daily customers was more than 700.

12 All scored the importance of membership 10, which was the maximum score.

13 This refers to the MiCash pilot (see Finding 8).

## Gerehu

### MVA Members:

MVA members reported that the MVA performed well in its first five years (2011-2016), but that its effectiveness had stalled in the past year because it had been unable to prevent the daily afternoon exodus of vendors in search of customers outside. Furthermore, MVA members and leaders from both Gerehu and Gordons found that MVA membership was fair and inclusive.<sup>14</sup>

Reportedly, apart from the betel nut and cooked food vendors who were excluded by market bylaws introduced by NCDC, all vendors selling in and around the markets could join the MVAs. As a result, the MVAs formed an amalgam of different ethnic groups that created equal opportunity for all, unlike before.

*"They asked everyone in the market to become a member of the Association. The invitation was open to everyone. The membership was open to both those that are selling inside and outside the market. Everyone has equal chance to join in"*  
(Gordons Market Vendor)

There were some allegations –although not the majority view– that MVA leaders were privileging certain groups in allocating the market spaces, and even excluding vendors from membership and market access based on *wantok* affiliation. Some Gordons tobacco vendors (interviewed at Boroko), for instance, alleged that they had been refused membership of the Tobacco MVA group because of *wantok*.<sup>15</sup>

Local farmers who could not afford MVA membership reportedly had been prevented from accessing the market, which was again perceived to be *wantok*-motivated. The MVA members confirmed that, while market spaces were indeed allocated to *wantok*-affiliated groups of vendors selling the same type of produce, tribal division and violent ethnic conflict had declined due to the positive role the MVA had played in facilitating vendors' collaboration and engagement with market management.

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14 Gerehu's MVA leaders gave equal membership opportunity a score 8, while Gordons MVA leaders and members as well as Gerehu's MVA members gave it the maximum score 10.

15 An additional reason not mentioned might have been their failure to pay their membership fees.

**MMC members:**

The MMC at Gerehu market reported that their relationship with the MVA was generally positive and constructive, but characterized MVA influence on decision-making as limited. They found that the MVA lacked the capacity to engage with market decisions because of low literacy<sup>16</sup>, and claimed that MVA queries were often not raised at the MMC because of lacking MVA representation in the MMC:

*“MMC & MVA work together. Major decisions are made by the top management. Leaders of the MVA contribute to decisions but because of their low literacy level, the MMC often makes the decisions”*  
(Gerehu Market Vendor)

**MVA leaders:**

The MVA leaders indeed had felt occasionally ignored by the MMC, and for that reason, had approached the NCDC Market Division or UN Women directly to raise their issues. This had happened around the dramatic drop in customer numbers in the market. The MVA had written “letter after letter” to the police, business houses and NCDC office to stop the surrounding licensing and building of shops and reopen the short cut route that gave direct access from the bus stop to the side gate of the market, but all their efforts remained in vain. NCDC already had licensed the building of the shops blocking the route, they argued, without considering the potential impacts on the market.

In general, the MVA leaders found their relationship with MMC positive and constructive in helping the vendors with their registration and ID cards. The vendors were happy there was a market management in place. The MMC had tried to help the MVA to resolve the vendors’ complaints, but the results were found insufficient, particularly regarding the decline in customers, which caused vendors to move outside. This created a tension in the relationship between MMC and MVA, which according to the MVA leaders played out every day in, for instance, resentments over payment of the daily market fee (K2).

Market by-laws and ticketing were transparent, but the vendors found it unfair to be charged for a market in which the bylaws were causing a decrease in

customers and thus a loss of their business. The MVA leaders felt that with fewer customers, market management was overcharging the vendors. One MVA leader reported that the market management lacked respect and capacity – *“they argue among themselves in front of the vendors”* – and was not doing enough to support the MVA and stop the exodus.

**Gordons****MMC members:**

For the Gordons market, opinions on MMC-MVA relations were rather mixed and echoed some of the views expressed at Gerehu market. MMC members identified a *“communication gap”* with the MVA, allied to a shared perception that the MVA leaders had become politicized and motivated by self-interest. Echoing the views of their colleagues at Gerehu, MMC members further reported that MVA leaders often bypassed the MCC by directly going to the NCDC or Governor’s office to raise their issues and seek support. The MMC’s complaints about the MVA leaders becoming politicized and bypassing them, seems to confirm that the women vendors felt empowered through their MVA – which was an intended outcome of the Programme.

**MVA leaders:**

The MVA leaders from Gordons for their part described their relationship with the MMC in more positive terms, as more collaborative, with the MMC overseeing smooth market operation and liaising with the MVA leaders to ensure the market was kept clean and safe. Decisions were made and announced to the market jointly by the MMC and MVA leaders.

**MVA members:**

In general, female MVA members from Gordons found that the MVA leaders were doing a good job. Despite a lack of resources and capacity, they continued to support the vendors on a voluntary basis.

In contrast, some views about the MMC’s performance were fairly negative. They felt that the management only collected money without giving anything in return, and that apart from the police post installation not much had changed, referring to the need for infrastructure and facilities: *“We still carry cargo like donkeys (and) we pay people from our own money to collect our rubbish”* and *“We were in pain: the floods carried away*

<sup>16</sup> It must be noted that MVA leaders both at Gerehu and Gordons had received substantial literacy training from the Programme.

*the food we bought for selling.*" (Constituent Feedback with female vendors).

The male MVA members from Gordons further reported a perceived lack of representation and voice in their relations with the MMC. They argued that many of the decisions made by the MMC were based entirely on their own views and understanding. Though the vendors had their representatives attending the MMC meetings to share and discuss their issues and concerns with the market management, these were either overlooked or ignored, and decisions consequently turned out unfavorable to the vendors.

The women were also critical about the functioning of the police and security forces: *"The police and security assist the thieves to get away"*, but at the same time also acknowledged that the situation had improved since the start of the Programme. Before there had

been 'chaos' with *"everyone, everywhere collecting tax for garbage, water and toilet"*. From 2014, things had slowly improved and come under control. MVA members were also quite positive about future prospects for an effective management to work in the new market, to which they were soon to be moved.

These divergent views reflect the diversity of markets, the kinds of decisions made, the level of understanding and acceptance of the different roles each party has in running markets and the level of capacity of the different stakeholders. It was beyond the ability of the evaluation to make judgments about the validity of the complaints from the different parties as this would require investigating each complaint.

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**FINDING 16 – The CRAMS initiative – the Community Referral and Mentoring Services developed with support from the Programme – succeeded in improving access to support services for survivors of VAWG (in particular SH/SV), due to the extraordinary efforts and personal commitments of the community volunteers trained as Human Rights Defenders (HRDs). Yet it did not succeed in improving police responsiveness and service delivery to survivors across the city because of capacity constraints on the part of the service providers. Addressing these constraints fell outside the Programme's scope.**

In 2017, the *'Port Moresby: A Safe City for Women and Girls Programme'* established CRAMS – Community Referral and Mentoring Services – consisting of 32 trained volunteers called Human Rights Defenders (HRDs) who work in partnership with police, courts, health and other governmental and non-governmental service providers to ensure that women and girls who had experienced VAWG would be able to access essential services. UN Women had worked with the relevant institutions and service providers to develop a Referral Pathway, which was relatively new to Port Moresby. Originally, the idea was to create a home base in each of the targeted markets for CRAMS team activities, but this idea did not get off the ground, due to the lack of a secured private space and interference by security guards. The HRDs, however, conducted their activities independently on the buses, in the markets and in their own communities.

Whilst health services are often the first point of contact for referral, the Family and Sexual Violence Units (FSVUs) established by the Royal Papua New Guinea Constabulary (RPNGC) or national police force were intended to serve as early coordinators in the Referral Pathway for survivors of sexual violence to register

and identify support needed. As part of the CRAMS partnership, the FSVU liaised with:

- The Family Support Centre in Port Moresby established by the Government Department of Health to provide medical care to survivors of VAWG;
- Safe Houses such as Oxfam-funded Lifeline offering shelter and protection for instance in case of domestic violence; and
- Village and District Courts ensuring justice and prosecution of, or mediation with, perpetrators.

The HRDs' role was to make women and girls in the markets, as well as on the buses and in the settlements, aware of their rights as per the CEDAW<sup>17</sup>, and to help those who had experienced violence to

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<sup>17</sup> The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979 by the UN General Assembly, is often described as an international bill of rights for women. Consisting of a preamble and 30 articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. See: <http://www.un.org/womenwatch/daw/cedaw/cedaw.htm>

assert their rights and access the services they needed through the Referral Pathway.

A Family and Sexual Violence Action Committee (FSVAC) Secretariat was established at NCDC in 2016 to operate as the case management and outreach entity, build a database, coordinate the interactions of the partners in the Referral Pathway, and provide the necessary support to the HRDs. As part of the new NCDC structure created in 2014, with support from the *'Port Moresby: A Safe City for Women and Girls Programme'*, and reporting to the FSVAC Secretariat, the NCDC Gender Equity Desk took on the responsibility for the overall coordination of the CRAMS and the training of the HRDs, with human rights training designed and provided by UN Women.

A survey of the HRDs administered by UN Women in 2017 showed that the HRDs generally felt they had been reasonably successful in reaching the service providers (such as police, healthcare workers, safe house managers, courts and legal advisors) and the family and community members of perpetrators and survivors of VAWG. Reportedly, they had been collecting *"participatory statistics on incidents of violence in their communities"* (UN Women, 2017: 2) and observed an increase in access to services for VAWG survivors due to their success.

Constituent feedback group discussions held with the 32 CRAMS HRDs confirmed this self-assessment. They felt they had been reasonably effective in their role as HRDs, despite the limited resources. A key informant from the NCDC FSVU confirmed this and reported that the HRDs were well known, trusted and effective in their day-to-day work in communities and markets. Inadequate financial support though had constrained their day-to-day operations. The lack of funds limited their transportation and communication means (e.g. phone credits), and their ability to do the paperwork and record survivors' statements for going to Court. Reportedly, HRDs were often overworked due to the high caseload and sometimes ended up housing survivors in their own homes, without any financial support. This was also flagged in the UN Women-commissioned survey in 2017:

*"The work carried out by HRDs for survivors come close to case management, all funded through their own resources"* (UN Women, 2017c, 5).

Despite these operational constraints, the HRDs all attached great importance to being HRDs (average

score 10/10) and felt highly confident (10/10) in carrying out this role due to the training and knowledge they had received through the *'Port Moresby: A Safe City for Women and Girls Programme'*. The training support though was generally felt to be insufficient (5/10) in enabling them, for instance, to deal with the legal aspects of survivors' rights and entitlements. Also, the NCDC FSVU key informant flagged the need for further training, particularly in legal counseling, in order to make the HRDs' work more effective.

The functioning of the CRAMS team and Referral Pathway as a whole (beyond the individual functioning of the HRDs) was found largely insufficient (average score 3/10) due to a number of constraints that were beyond the Programme's control. Notably, there were reported capacity-related issues, in particular downstream amongst the police in their role of early contact point for referral.

Combined with a lack of trust in the police amongst survivors that had experienced police abuses of power and acts of extortion, this had prevented the CRAMS from operating well. A police FSVU key informant reported that the FSVU had worked very well together with the Family Support Centre (FSC) and the Village and District courts in preparing legal documents for survivors and bringing their cases to court.

The HRDs, however, reported the perception of corruption, particularly in cases of domestic violence brought to court, with alleged perpetrators (who were the income-earning husbands) bribing their way out, while the victims (the unemployed wives) lacked the resources to take their case further. According to the HRDs, this was common practice. The FSVU key informant explained that arrests of perpetrators of domestic violence were often held back and referred to a village court for mediation upon the survivors' request, as they depended on their husbands as the breadwinners for their survival.

The HRDs also reported limited availability of the FSC for medical support to the VAWG survivors, for instance, during weekends when survivors would typically end up in hospitals or clinics with low or no gender- and VAWG-response service. A FSC key informant confirmed that it was operating under resource constraints, with high risk of staff burnout, but stressed the importance of its role in the CRAMS –including for the provision of the case evidence to the prosecutor's office and the appearance in court.

The FSC informant further identified constraints in the accessibility and operation of the Safe Houses for survivors of VAWG because of a lack of resources. These shortcomings amongst CRAMS partners had forced the HRDs to step into areas that were not their responsibility, such as the housing of survivors in their own homes.



*Blocked Gerehu gate*



*Gerehu Market manager about safety*

## 5.4

### Awareness and Intolerance of VAWG

**FINDING 17** – The volunteers trained by UN Women as Human Rights Defenders had been effective in making women and girls in the communities and schools targeted by the Programme aware of their rights and of the services they could access to help them to assert their rights in case of VAWG. Their direct and indirect reach, however, had remained limited due to their small amount (32) and their limited time and resources.

One of the HRDs' role – a role taken more by the *Sanap Wantaim* campaign – was to make women and girls in the markets, as well as on the buses and in the settlements, aware of their rights as per the CEDAW<sup>18</sup>, and to help those who had experienced violence to assert their rights and access the services they needed through the Referral Pathway.

As discussed above, the trained CRAMS HRDs reported that they had been reasonably effective in their role, despite their limited resources. Apart from their own communities or settlements, the HRDs operated only in Gordons, Gerehu and Boroko markets, and on the *Meri Seif* buses. About 8-10 HRDs were market vendors who were part of the MVAs. Most people found out about them by word of mouth, passing on stories about what they had done for some of the women and girls. Overall their reach and accessibility remained limited due to their small number and the fact that they operated on a voluntary basis with no resources and on a limited scale of operation.

The HRDs themselves reported that they were well known in their communities and the markets. Survivors of VAWG directly approached them for assistance. People in the markets sought their help in case of violence. HRDs helped to resolve VAWG incidents in the market.

Little over 21 percent of *Meri Seif* bus users and 13 percent of the *Meri* bus users who were involved in this evaluation (n=60 and n=26 respectively) recalled being exposed to the on-board Referral Pathway information, while others recalled being in discussions

with bus crews about VAWG, including domestic violence issues. All found the information educational and relevant. One respondent commented:

*“As a survivor of domestic violence the information obtained at the Meri Seif bus enabled me to secure help. I separated from my former abusive husband and meanwhile have obtained a divorce certificate.”* (Meri Seif Bus User – now remarried but still having issues with her ex-husband.)

MVA leaders from Gerehu and Gordons confirmed some of them had been trained as HRDs to help other vendors onto the Referral Pathway. *“They are recognized by women in the market and community and feared by abusive men.”* Many women vendors from the two markets who participated in the research, however, had not heard of the HRDs and did not understand what the referral services were about.

<sup>18</sup> The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979 by the UN General Assembly, is often described as an international bill of rights for women. Consisting of a preamble and 30 articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. See: <http://www.un.org/womenwatch/daw/cedaw/cedaw.htm>

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**FINDING 18** – The *Sanap Wantaim* campaign contributed to creating cohesion and shared values of equality and mutual respect amongst targeted youth, and even had a “life changing” impact on its youth leaders and mobilizers. However, since the campaign commenced only in 2016, it was too early to expect a real transformative change in the cultural prescripts of youth behavior across the entire city. Outcome level changes in market infrastructure and facilities.

UN Women campaign staff reported that awareness events had been organized in and around the markets where most of the violence occurred (mostly Koki, Gordons and Gerehu), and on public transport. About 38 unemployed male youths in the market areas had been engaged in 2018 through training on the five campaign messages and Referral Pathway. These were youths with very low self-esteem who were perpetrators of violence. They were trained on passing these messages on to their mothers and sisters, as well as other male peers, and demonstrating leadership. Reportedly, through these trainings they gained self-confidence, with some joining youth organizations, finding employment in construction, and volunteering to protect women and girls at the 2Mile bus stop and at Koki market. Some even had become yoga instructors through the NCDC’s Active City Programme, teaching in prisons and in other parts of the country.

Reportedly, 400 PMV operators had participated in the *Sanap Wantaim* campaign. The 2017 annual report on the Safe Public Transport Initiative cited an important breakthrough with the private taxi company Kanny Taxi joining the campaign and taking public action by publicly condemning acts of SH/SV in public spaces, declaring their taxis as safe havens for women and girls, taking up the colors of the campaign, and distributing campaign materials in their taxis (UN Women, 2017b, 10).

The 2017 annual report further mentioned the participation of 10,000 people in a 16-day citywide, multimedia activism campaign led by UN women in October 2016 around making public spaces safe for women and girls, with a reach of over 100,000 people nationwide since then. The 2017 annual report concluded that the campaign had effectively created a youth-led “*movement of change*”. A survey commissioned by UN Women in 2017 found that more than half (56%) of the respondents (youth in the campaign target areas) had become aware of the *Sanap Wantaim* campaign messages, and all of the surveyed male youth knew about these messages through school and/or community Programmes.

The 2017 annual report also mentioned the exposure of 4,765 women and girls to information about women’s rights and the Referral Pathway delivered by the *Sanap Wantaim* youth mobilizers on the *Meri Seif* Buses. This evaluation, however, found that only 7 percent of the *Meri Seif* bus users and 13 percent of the *Meri* bus users who were involved in this evaluation (n=60 and n=26 respectively) had been exposed to the *Sanap Wantaim* and Referral Pathway messages. Those who had been exposed, however, were positive. One *Meri Seif* user reflected that the safety guidelines and advice were very useful, including advice on how to avoid violence at the bus stop.

The *Sanap Wantaim* school- and community-based prevention initiatives had been implemented in schools in high violence areas labeled as “no go” zones (e.g. Kilakila, De La Selle, Jubili, and Badihagwa) throughout the year in close collaboration with the school leaders. The communities were selected through other implementing partners, such as the Active City Programme (Yoga & Walk for Life) partners. The approach and methods used for school- and community-based prevention were tailored to the specific contexts of the schools and communities. For instance, at De la Selle secondary school, discussions had been held around the school fights that had happened in the past year. Feedback elicited by this evaluation from key informants (partners) and constituents (youths) suggests that the campaign and prevention activities had a positive effect on the values and attitudes of the youth in the target schools, markets and other public spaces.

Equal Playing Field, an implementing partner in the campaign, mentioned the changing outlook they had seen amongst youth exposed to the activities. UN Women echoed this observation:

*“From experience, from start until now, the third year of the campaign, I have seen that the campaign has helped a lot of young people in different ways... in terms of realizing their potential and realizing themselves”* (Equal Playing Field Key Informant).

Population Services International (PSI), another implementing partner, pointed to the leadership that had emerged among some of the youth from the settlements as an important outcome for influencing youth values and behaviors:

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**“Also in terms of leadership, there is positive outcome. Some of the youths come from the settlements and when joining the *Sanap Wantaim* campaign, you can see they start to take up leadership roles in their community as well. These youths then become the role model in their community, telling other youths the campaign messages and involving them in the activities. The *Sanap Wantaim* campaign built up new young leaders!”**

(PSI Key Informant)

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Constituent feedback discussions held with the youth leaders in the Youth Advisory Committee and the youth mobilizers in two targeted schools, reinforced the positive contribution of the campaign’s training of youth mobilizers in different areas of the city by creating cohesion and shared values amongst youth. Both committee members and youth mobilizers gave the importance of the mobilizers’ role a maximum score (10/10), elaborating on its “life changing” and transformative impact for them. Target youth reached by these mobilizers made reference to outcomes in their communities, including an increased sense of belonging and mutual respect amongst youth through community-level social and sports activities. Both groups perceived the campaign model as potentially quite impactful but confirmed the need for prolonged Programme and media engagement to further strengthen youth mobilizers’ confidence and capacity and change youth behaviors.

Not only the constituents but also the partners found that the set of campaign and prevention activities with youths in public spaces, while contributing to attitude and behavior change among the targeted cohort, was insufficient to bring about transformative change in underlying values and behaviors related to VAWG across the whole city. UN Women reported that engagement of media had been strong but too short and inconsistent, and further pointed to the risks of one-way campaign messaging on women’s rights in

strongly patriarchal contexts (e.g. it may be misunderstood as “putting men down”). Ongoing effort was required to explain the campaign messages well and discuss and criticize the norms and values that justify SH/SV (e.g. the dressing codes). NCDC’s Youth desk had been engaged in the campaigning and awareness raising in both the markets, and explained that youths’ needs are complex and long-term:

*“Youths have different needs and wants. Also, they want to do many things and have highly unrealistic expectations and they get disappointed when the reality turns out to be different. (...) It is difficult to engage youth for a longer period of time.”* (NCDC’s Youth Desk Key Informant).

Urban migration of rural youth makes it challenging to make progress, rendering the constituents (in particular the campaign youth) impatient to see significant and lasting change. PSI reflected that perhaps the campaign had focused too much on gaining visibility at big events in public spaces, such as international violence day or public sports and city walks, and not enough on the communities in the settlements that are the feeding grounds for VAWG in the city.

## 5.5

### Market Infrastructure and Facilities

**FINDING 19** – The physical market infrastructure and facilities/services had improved significantly in Gerehu Market due to the Programme interventions, and had transformed the market into a safe, comfortable and dignified place for women to conduct their businesses. The completion of the brand-new Gordons market was imminent at the time of the evaluation, with expectations among all stakeholders being very high (see Finding 7). The difficulty in maintaining security in the old Gordons market confirmed what the experience in Gerehu already demonstrated, namely: hard infrastructure improvements alone are not enough to ensure the safety and economic opportunities for vendors. Infrastructure must be accompanied by inclusive governance structures and vendors’ voice, in order for these investments to have a transformative and sustainable impact on women’s safety and empowerment.

A major element in the Programme Theory of Change was to fund construction activities that would lead to culturally appropriate, well-managed, gender-sensitive and VAWG-preventive market infrastructure and facilities, including community-creating services, such as libraries and playgrounds.

An upgrade to infrastructure and facilities in Gerehu market included the construction of:

- Two extra market sheds (giving protection from sun, wind and rain);
- Cemented tables (previously vendors were sitting on the ground);
- A concrete floor;
- A roof;
- Toilets and latrines;
- Two free water taps (before there was only one);
- A playground installation for the children<sup>19</sup> (funded and sourced by the local MP at the time and later deemed to be unsafe for children so now being dismantled); and
- Fences around the market (for security).

Vendors and market management reported a significant improvement in the market environment and facilities. The MVA leaders gave the physical benefits from these changes a maximum score (10) and commented that they had made the market “a safe and comfortable place for the vendors”. MVA members were very positive about the physical improvements and the comfort this had brought to their lives in the market.

Some irregularities were reported in the use and management of the WASH provisions and the playground. Reportedly, settlers from outside were charged a small fee to use the water taps and the toilets, and security guards had prohibited children to play at the playground installation because the children made too much noise and defecated in the installation. In fact, NCDC has recently decided to dismantle the playground due to it being unsafe. It was sourced and funded by the local MP when Gerehu was built. These complaints, could easily be addressed by the NCDC Market Division.

Although very positive and satisfied with the physical benefits, hygiene and comfort that the new market infrastructure had brought, MVA members and leaders were not so positive about the *economic* benefits. Although they scored new market infrastructure very low, they attributed the low economic benefits not to the new market infrastructure but to the closure of the side gate and the blocking of the alleyway from that gate towards the bus stop, which had caused a steep decline in customers. This was also confirmed by the market management.

The urban developments and infrastructure *outside* the market had isolated Gerehu market and made it unattractive for customers, turning Gerehu into what was sometimes called a “ghost market”. The NCDC Market Division and UN Women had both attempted to address the problem but had no influence or control over land use permit issuing and leasing by NCDC outside of the market space. This reveals a lack of coordination across NCDC and the importance of collaboration between the different departments and divisions within NCDC. It also points to the need for future interventions to engage authorities consistently from across all governance divisions to ensure

<sup>19</sup> The playground was built with additional funding support from a local MP.

the best use is made of investments in market infrastructure. Sustainable infrastructure requires effective governance.

The construction of the brand-new Gordons market had not been completed yet at the time of the evaluation but was imminent at a cost of K30 million, split equally between the Government of New Zealand and the NCDC. Interviews and observations all confirmed that the new market was close to completion, with an estimated reopening date by May 2019. The old Gordons market had suffered from overcrowding and a shortage in infrastructure and facilities, which had made policing and security an impossible mission.

The new market was designed with vendor input and with the key objective to facilitate security and create a safe and healthy environment. Described as the product of years of working closely with vendors and other key stakeholders, it was expected to have:

- Expanded vendor space (with high demand and competition for spaces evident at the time of the evaluation, as discussed below);
- Two floors (with the market stores on the ground floor, and other shops incl. a pharmacy, a 'meat house', and a florist) on the first floor;
- Toilets and latrines on each floor;
- A dedicated cleaning supervisor added to the MMC;
- Market managers permanently housed inside;
- CCTV and a PA system; and
- A car park inside the market, with space for 60 customer-only cars.

Learning from the first experience in Gerehu, the NCDC also budgeted for an upgrading of the bus stops outside the market and was considering ways to control traffic flow to improve the safety of the way from the bus stops to the market.



*Gerehu market infrastructure (2018)*



*Gerehu market WASH facilities (2018)*



*Gordons market under construction (2018)*



*Finished new Gordons market (2019)*

## 5.6

### Public Transport

**FINDING 20** – Collaborative evidence-generation and capacity building support to public transport authorities (RTA, NCDC, and RPNGC) and operators (PMV Association) in Port Moresby, allied to strategic oversight and regular policy engagements, effectively contributed to building the institutional awareness and necessary preparedness to make the public transport sector more gender-sensitive and VAWG-preventive/responsive.

UN Women commissioned two operationally relevant studies: a *Gender and Transport Study* (Stott 2018) and a *Safety Audit of Port Moresby* (fieldwork completed in 2018).

The Safety Audit of Port Moresby developed a ‘safety map’ of the city, intended to provide evidence and data to key government agencies or development partners who are responsible for making the city safe, including the NCDC (producing a 15-year Urban Development Plan), as well as to complement Royal PNG Police Constabulary’s (RPNGC) crime data and mapping initiative.

The 2017 annual review of the Programme’s Safe Public Transport Initiative reported that the NCDC had been actively engaged in the Safety Audit planning and training, and would be responsible for housing the data generated from the audit.

Further training and ongoing project support would enable the NCDC to develop their in-house capacity for future safety audits (UN Women, 2017b, 3). The RPNGC had expressed their interest in aligning findings of the audit with their crime data for better coordination and action in addressing the safety issues of women and girls.

This collaborative evidence-generation process was allied to strategic oversight and policy engagement, with bi-annual steering committee meetings with key partners providing “*the avenue to discuss policy and regulatory reforms and the direction of the Programmes*” (UN Women, 2017b, 4).

The Gender and Transport Study identified the gaps in the current public transport infrastructure and systems and outlined the actions to be undertaken for designing a gender sensitive public transportation system in Port Moresby. The findings and recommendations from this study needed to guide the two main partners – the RTA and the NCDC– to work towards an upgraded safe, reliable and efficient public

transport system in Port Moresby. Its recommendations included:

- the development of a gender action plan together with RTA for getting more women into RTA and Traffic Police positions and promoting women as PMV drivers and operations and members of the PMV Association
- collect data on women’s mobility and set up a multi-stakeholder forum meeting six times a year in which women have a strong voice
- behavioral campaign and awareness raising around the Referral Pathway at all the major bus stops and hubs, while making sure that referral services have the capacity to respond
- public reporting on progress through regular media debriefs and public debrief sessions at the hubs, led by RTA and the police with support from international agencies
- ongoing capacity building of RTA staff on gender and mobility, through in-house workshops and trainings organized by international agencies and through enrolment in international courses (e.g. of the World Bank and LTA Singapore)
- PMV Association capacity building and network development (incl. training on leadership, financial literacy, gender, human rights)
- PMV route alignment and license volume increase and distribution, ensuring all settlements are getting served
- refurbishment (incl. lights at night) and relocation of bus stops closer to the destinations, and provision of security at the major hubs by the NCDC to improve the availability of safe bus stops and parking lots, responding to the “Women Safety Audits” (discussed above)

- review of PMV route licensing by RTA and ICCC, introduction of customer complaint and response procedures, bus driver registration and ID licensing

RTA key informants described the RTA as a “key player” in both the *Port Moresby: A Safe City for Women and Girls Programme*, and reported that UN Women had provided capacity building and training for their staff on VAWG since 2016.

The RTA recognized the importance of mobility with safety and dignity for women and girls. They had taken on board – but not yet implemented – all the recommendations of the recent 2018 Gender and Transport Study. Since the RTA had only become an Authority fairly recently, having previously been under the Department of Transport, it expressed the need for further capacity-strengthening and ongoing support for effective governance, and highlighted the main issue to be addressed, being the lack of oversight and control of the public transport sector: *“There should be a control over Public Transport Management, that is, all PMVs need to be organized. At the moment, individuals are operating the PMVs.”*

According to PMV Association key informants, the 2018 Gender and Transport Study was also shared and discussed with the PMV Association. Furthermore, PMV operators were engaged in training workshops around how to ensure the safety and dignity of the women and girls who are the majority of their clients. UN Women hired a consultant to work with the PMV Association on its governance structure and funded PMVA member training delivered through the RTA. The content of this training ranged from strengthening owner operators’ business skills to building operator capacity to address the safety of women and girls on public transport.

The 2017 annual review of the Programme’s Safe Public Transport Initiative reported that through this capacity building, the PMVA Association was now;

*“taking on the onus of delivering their own trainings to bus owners, drivers and crews on gender and transportation to reinforce the messages of safety of women and girls when accessing and using public buses”* (UN Women, 2017b).

The PMV Association submitted a proposal to the Minister of Transport for transforming the public transport sector. Reportedly, a total of about 150 PMV operators, drivers and crew received training on gender, human rights, safety on the road and importance of providing safe transport for women and girls.

**FINDING 21** – There is overwhelming evidence that the *Meri Seif* and *Meri* bus services have been highly successful in providing safe and reliable public transport to women and girls in Port Moresby, and have met an important and urgent need. Furthermore, evidence suggests there is a business case for expanding the paid *Meri* bus services.

Ginigoada Foundation was the Programme partner responsible for developing, managing and running the *Meri Seif* bus services. At the start of the Safe Public Transport Initiative of the '*Port Moresby: A Safe City for Women and Girls Programme*', the organization did not have experience in running multiple full size buses as part of a regular scheduled public transportation service, and did not have the staff with the necessary logistics operations expertise. The Programme invested heavily in building the capacity of its staff, organization, and management, which also included specialized training in bus operations and transport management, among others, at the Institute of Transport and Logistics at the University of Sydney, funded through the Programme's Safe Public Transport Initiative.

The 2018 Gender and Transport Study commissioned by UN Women reported that *Meri Seif* buses, free of charge, were operating on three important routes (two connecting the outskirts at gMile and Gerehu to downtown, and one interconnecting the inner suburbs to markets and shopping centers, hospital and transport interchanges), with expectations of expansion and ongoing training of female bus drivers. The 2017 Annual Report recorded a total cumulative figure of over 230,000 recorded trips made by women and girls via the three *Meri Seif* buses.

The early 2018 operational report of Ginigoada confirmed the success of the three *Meri Seif* bus services and announced the launch of four new *Meri Seif* bus services in 2018 (one connecting the outskirt of Morata to downtown, and three making circuits and connecting important places around town). It also reported the launch of 100% commercial *Meri* bus services (not free of charge, though still cheaper than the regular PMVs) and the plan to turn all *Meri Seif* Buses into paid *Meri* Buses over time in order to sustain the services.

*Meri Seif* and *Meri* buses come in all sizes, mostly second-hand, offered and/or funded by various donors – including: Ex-Brisbane and Port Moresby city-buses released by NCD Governor Parkop; large city buses offered by Ventura Bus Company from Victoria Australia; two 30 seater air-conditioned buses funded by UN Women Australia; and 29 seater buses provided by Hertz. They run longer and more complete routes than

#### **BOX 4.** **MERI SEIF BUS ROUTES**

**MSB1:** Gerehu - Port Moresby Central Business District

**MSB2:** gMile - Boroko

**MSB3:** Circuit interconnecting the inner suburbs to shopping centres, hospital and transport interchanges

**MSB4:** Morata to Port Moresby Central Business District via Tokarara and Hanuabada

**MSB5:** Circuit Port Moresby Central Business District - Boroko - 6Mile - New 6Mile Markets - Taurama - Kaugere

**MSB6:** Circuit 4Mile - Vision City - Gordons - ATS - 5Mile - East Boroko Hospital

**MSB7:** Circuit 4Mile - Gordons - Erima - Wildlife - Morata - Waigani

PMVs, and are for women and girls and children (<10) only. The *Meri Seif* buses are entirely free of charge, while the *Meri* Buses require payment of bus fees, but lower than the average PMV fees.

The 2018 Gender and Transport Study found that older women, women with young children, and schoolgirls preferred using the *Meri Seif* buses over the regular PMVs because there was less pushing and shoving which normally occurs with PMV boarding during peak periods. A key group of beneficiaries were the 'Market Mamas' (female market vendors), who were using the *Meri Seif* buses to transport their goods to market. As well as feeling safer, these women preferred *Meri Seif* over the regular PMVs because the PMVs usually overcharge them because of their goods taking up extra space in the bus. Overall, the study found that bus users perceived the *Meri Seif* bus services as very positive.

*Meri Seif* bus and *Meri* bus users surveyed by this evaluation (n=60 and n=26 respectively) confirmed overwhelmingly this positive perception from

previous research. The respondents scored the *Meri Seif* bus service an average 9/10 and the *Meri* bus an average 10/10 for achieving its purpose namely safety, freedom and affordability. The buses were described as very comfortable and the bus crew as friendly and accommodating. Bus drivers and crew were mostly women, with 1-2 young men per bus serving as security at the front door. This made passengers feel quite comfortable and safe and also gave women non-traditional employment. Women bus drivers were trained through the partnership with Ventura in Melbourne:

“I feel free and safe from harm when using the *Meri Seif* bus. Also I save the bus fee for other things along the way.”

*“It has served the purpose well: it’s safe for women to move around with their goods. Women and girls have experienced pick pocketing when catching PMV buses, so the *Meri Seif* bus is genuinely good for the women to avoid such incidents.”*

*“Most importantly, I can travel freely without fear or feeling insecure and all at a cost of nothing (without paying bus fee)”*

*“Previously, [on the regular PMVs] the bus drivers were males and this was not really appropriate in achieving the purpose of providing a safe haven for female commuters.”*

*“The *Meri Seif* bus is good and helps a lot of women and girls to avoid man causing harm and troubles to them. Like pickpocketing, touching and being rough to them.”*

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**“The *Meri Seif* bus is very successful because it provides good services and is safe, free from harassment and robbery, and we save a bus fee or K1 to any destination.”**

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*“It’s safe because on the PMV buses we’ve experienced physical harassment by male adults and our bag was stolen twice. So it’s safer on the *Meri Seif* bus. If we get on the regular PMV buses we usually sit next to our mothers.”*

*“The *Meri Seif* bus provides safety to women and girls in the city. The main PMV buses are not safe because the bus crew are not honest and get women and girls into trouble.”*

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**“The *Meri Seif* bus is very suitable particularly for older women, as it helps them to avoid all the pushing and nagging at the PMV bus stop. There is enough space to sit and the bus is very comfortable. It’s for girls and mothers only, and it helps them a lot. Men at the PMV stops and in the PMVs are rude and steal from those who are old and vulnerable. We are free and comfortable in the *Meri Seif* bus.”**

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*“I think the *Meri Seif* bus is fulfilling its purpose to provide safe transportation for women because ever since I have started using the bus, I have never experienced any form of violence or harassment.”*

*“It’s safe because there are no drunkards and drug body youths on the bus. We can laugh and tell stories without fear of being scolded by the men who want us to stop talking and laughing.”*

(*Meri Seif* Bus Users)

One of the main safety issues with the regular PMVs identified by the 2018 Gender and Transport Study, concerned their unreliability. PMVs don’t have schedules and often change or terminate their routes whenever it’s most convenient and profitable for the bus crew. Women and girls often find themselves dropped off at unsafe times in unsafe places. The *Meri Seif* and *Meri* buses by contrast were found to be highly reliable (average scores 8/10 and 9/10 respectively). Respondents reported overwhelmingly that the buses always took them to their destinations and always completed their scheduled route. They also found that generally the buses ran on schedule, although some participants commented they tend to run late in the afternoon. This was also confirmed by the bus crew (n=16):

*“We always stick to our routes and schedule but sometimes because of the traffic we might run a few minutes late or early than our schedule. The only times the bus does not run is when the bus parts are not working properly and needs fixing, after it is fixed it resumes its routes and schedule. Even when one driver is not available others usually step in and we try our best to stick to our schedule and routes Monday to Friday.”*

(*Meri Seif* Bus Crew)

A few respondents reported that the *Meri Seif* bus drivers don't always stop (which was also experienced twice by the researchers). Some participants pointed to the lack of timely connections between different routes, which meant they had to take the regular PMVs from time to time. Others raised the issue that the amount of routes and the frequency of the services available were still too limited to meet the needs of all the women and girls in Port Moresby:

*"The driver and the bus crew inform the women and girls about the routes they go on. If they stop at a certain bus stop they also inform passengers (female) about the routes."*

*"Even if she is the only passenger, they still take her down town to her destination."*

*"Timing is good. It follows the route and takes us to places where it's scheduled to go. It's the best bus service there is for women and girls."*

*"We know the Meri Seif bus schedule. The bus is always on time, and parks at the same place. We always wait for the bus. However, when it's getting late, we may get on the PMV just in case the Meri Seif bus isn't coming, as sometimes the bus comes as late as 5 pm."*

*"We know the Meri Seif bus schedule. The buses always follow and finish their route, but sometimes they are not on time, especially in the afternoon."*

*"It depends on whoever is driving the bus. At times the driver doesn't stop."*

*"The Meri Seif bus don't stop at the bus stops unless you stop them. I won't be saying it is fulfilling its purposes because often drivers don't stop."*

(Meri Seif Bus Users)

Significantly, most respondents were positive that they would continue using the Meri bus service even if they had to pay the same fare as for a normal PMV. The likelihood that women and girls would take the Meri bus if paying the same fee was scored an average 8/10 by the Meri Safe bus users and 9/10 by the Meri bus users. None of the Meri bus users commented negatively on having to pay the (still reduced) bus fare. Respondents taking the Meri buses, trialed in 2018 on a reduced (not free) fare, alongside the entirely free Meri Seif buses, summed up the perspective of many using both Meri bus services when reflecting:

*"The Meri bus would be our preference for these destinations but due to time limitations and lack of route schedules with approximate times at the bus stops, we usually take the PMVs."* (Meri/Meri Seif Bus Users)

This clearly suggests there is a business case for continuing and expanding the Meri bus services. The business case was also qualified by skirmishes experienced by Ginigoada at the time of the evaluation, with some regular PMV operators trying to prevent the Meri buses from boarding at the bus stops. Expansion of the Meri bus network may serve as a means to raise awareness among the regular PMV operators of the business case of gender-responsive and thus safe and reliable bus transportation for women and girls.

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***"The Meri Seif buses are reliable, as they do keep to the designated routes, stops and schedules without unnecessary deviation. But it's difficult to change from one route to another route while traveling on a Meri Seif bus. You have to know the arrival time of the next Meri Seif bus at the bus stop where you need to change the bus. That makes it easy catch the next ride and arrive at the final destination on time. But the bus sometimes arrives late and this causes inconveniences."***

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*Meri Seif Bus 6 Mile*

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**FINDING 22** – Although the provision of *Meri Seif* bus services had improved women’s/girls’ safety of access to and from the markets, safety remained an issue because of the large distance and unsafe walking routes from bus stops to the market gate and back. In addition, bus stops remain unsafe due to poor infrastructure and lighting as well their location in places where large crowds of people enable opportunistic crime.

Critically, improving safety on the buses was perceived as insufficient, in ensuring safe passage for female vendors and customers to and from the markets. Respondents pointed out that the *Meri Seif* and *Meri* buses dropped their passengers at the same main bus stop as regular PMVs<sup>20</sup> and that “*that’s where most incidents occur.*” Therefore, it’s perceived often safer to use the regular PMVs with male friends or relatives accompanying them:

*“To go to the markets, I prefer to take the regular PMV because the areas where the buses stop to go to the markets are where most harassments and incidents of violence against woman and girls occur. We are more vulnerable to these harassments and to pickpockets when dropping off the Meri Seif bus at these bus stops without security (e.g. a male companion).”*  
(Meri/Meri Seif Bus Users)

At Gerehu, there was a local bus that stopped in front of the market gate to pick up the vendors when they go home. This bus only frequented the local area though as it was not licensed to go anywhere else. The vendors at the market were mostly women living in the settlement. The licensed buses (including *Meri Seif*) that connected Gerehu with other parts of the city had to stop at the official bus stop two miles away from the market gate. The vendors reported being exposed to VAWG due to the long unsafe route they had to walk to/from the bus stop when going to purchase produce at the bigger retail markets (such as Boroko and Gordons) which they then sold at Gerehu. Also, the customers coming from other parts of the city now had to walk this route to reach the market. As fresh vegetables as well as cooked food, *buai* (betel nut) and other goods were also sold closer to the bus stop, most customers did not want to take the time and risk to walk down to Gerehu market.

The Gender and Transport Study commissioned by UN Women in 2018 found that on average people had to walk almost one kilometer to reach a bus stop in Port Moresby, while 400m is considered internationally to be an acceptable walking distance. Both women and men perceived the walking routes and bus stop areas to be among the most dangerous parts of a PMV journey in Port Moresby. The majority of people using the PMVs are women and girls, who are most targeted by crime, petty theft, violence and harassment. Changes to the amount of buses operating in the city and the number of stops will take a long time to negotiate with transport managers. Further funds will be needed in order to bring about these changes.

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20 Only smaller PMVs operating local routes are allowed to stop closer to the market entrance.



# 6

## CONCLUSIONS & RECOMMENDATIONS

# 6. CONCLUSIONS & RECOMMENDATIONS

## Pushing the needle forward for Women's and Girls' Rights & Empowerment *in and beyond* Port Moresby

### 6.1 Summary of Findings

#### Findings on Design & Implementation

##### Context relevance

Concerning the contextual relevance of the 'Port Moresby: A Safe City for Women and Girls Programme' design and implementation, the evaluation found that:

1. The Programme's Safe Markets and Safe Public Transport Initiatives and *Sanap Wanteim* campaign had taken careful and considered account of the context in its design and implementation – recognizing the high prevalence of SV/SH and other forms of VAWG, a patriarchal political culture that did not prioritize this issue, and a weak civil society advocacy base that was unable to hold decision makers to account. As a result, the Programme was able to turn the complexity of Port Moresby's urban development context into an opportunity to impact high levels of VAWG under an integrated multidisciplinary response that was in the interests of decision makers, community members and the wider public alike.

##### Gender & Human Rights based design

Regarding the integration of gender and human rights into the 'Port Moresby: A Safe City for Women and Girls Programme' design and implementation, the finding is as follows:

2. VAWG, in particular SV/SH infringe upon women's and girls' mobility, rights and opportunities, and prevent them from fully accessing development opportunities and engaging in social, political and economic life. The Programme was designed to directly and coherently address this gender and

rights issue in a holistic and empowering way that moved far beyond merely social protection, to strategically combine interventions at three fronts: building women's/girls' agency; building relationships (social networks); and building the institutional environment.

##### Partnership and learning

Assessing the integration of partnership and learning into Programme design and implementation, the evaluation found that:

3. The Gender and Human Rights Based (GHRB) implementation of the Programme achieved efficiency and effectiveness by moving from a traditional project delivery approach to a more empowering model that works through organizational partner arrangements, geared at building institutional capacity. By anchoring these arrangements in GHRB principles and values, the approach shifted the relationship between donor and partner recipients from a *transactional* to a *transformative* partnership.

##### Monitoring and evaluation (M&E)

Concerning the M&E Programme design and implementation, the evaluation's finding is as follows:

4. UN Women's progressive decision to integrate M&E responsibilities as far as possible within the government institutions and partners aimed at improving GHRB learning and sustainability, created challenges of eliciting reliable data on the outcome goals. UN Women compensated this by commissioning regular reviews that informed the donors, and at the same time, prompted critical reflection and learning among the partners.

## Findings on Outcomes & Impact

### Impact level changes in Women's/Girls' Empowerment and Opportunities

The evaluation elicited the following findings at impact level:

5. The most transformational impact of the Safe Markets Initiative was created through the collective association and engagement of previously marginalized and voiceless women vendors. The institutionalization of Market Vendor Associations (MVAs) as part of a participatory governance model, stands out as a significant contribution to the Programme's higher-level impact ambition of socio-economically empowering women vendors. However, this will only be sustained if NCDC decision makers and market management are able to better listen and respond to women vendors' concerns through this institutional arrangement (see also Finding 15).
6. Although women's and girls' safety and comfort inside Gerehu market substantially increased, and the market had undergone a total transformation in terms of infrastructure and management, the transmission from outcome to higher impact had been constrained by government decisions beyond the control of the Programme. Unaccounted and uncoordinated top-down NCDC decisions regarding the construction licensing and urban developments in the surroundings of Gerehu market caused a sharp decline in customers and negatively impacted women's businesses. Furthermore, NCDC's decision to restrict Gerehu market sales to fresh produce only and transfer the sales of cooked food and all other goods to the outside, excluded many women and girls from the market while relocating gender-related safety issues from the market to the access road and further limiting the market's accessibility for customers.
7. The new Gordons market was expected to boost women's economic opportunities after its re-opening, which was imminent at the time of the evaluation, and evident from the high demand for market slots. This confirms what the Gerehu case already suggested: safety and wellbeing go hand in hand with infrastructure and business opportunity.

8. Gerehu market missed an important opportunity to boost vendors' economic empowerment by creating safe market-based access to finance. The piloting of a MiCash mobile banking system backed by financial literacy training initially helped strengthen women vendors economically and reduce extortion and robbery in the market. However, the scheme did not survive mainly due to vendors' insufficient income and capacity, exaggerated by issues of accountability and access to mobile phones, and the decline in customers (cf. Finding 6).
9. Evidence suggests that the VAWG-preventive market governance model developed by the Programme's Safe Markets Initiative will be replicated in all other markets of Port Moresby, and its vendor-empowering association model expanded to the entire informal economy countrywide. This will dramatically help to enhance women's and girls' empowerment and opportunities, provided that policy and decisions makers at the local and national level are able to engage with women leadership through institutional arrangements, such as Market Vendor Associations (MVAs) and Market Management Committees (MMCs).

### Impact-level changes in Women's/Girls' Safety and Comfort in the Markets

Evaluating the Safe Markets Initiative's contribution to improved women's/girls' safety and comfort in markets, the evaluation found that:

10. The Programme has contributed to significant improvements in the safety, hygiene and comfort of the vendors and customers (over 90 percent women and girls) in Gerehu market. According to police statistics, there have been no incidents of sexual violence or major criminal activity in the market since it was renovated. Outside the market, safety remains an issue for women/girls due to the lack of security. Also, in Gordons, safety for women and girls inside the market had improved until its closure for infrastructure works in 2017<sup>1</sup>, albeit much less than could have been expected had the new market infrastructure been in place.

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1 The infrastructure works were only completed at the time of the evaluation.

11. Although Gerehu market had become much safer, with less VAWG and less theft, safety remained a concern as vendors at times said they felt intimidated by the market controllers and security guards around fee payments and attempts to prevent them from selling outside the market. There were also fewer vendors and customers in the market to watch each other's backs due to the unaccounted decisions made by NCDC that affected the access route to the market (cf. Finding 6). Vendors from Gordons reported they had experienced inappropriate and violent behavior by security guards at Gordons in the period before its closure. This had prompted UN Women to intensify the training of market security and management on a range of gendered approaches to market management.
12. Significantly, ethnic violence inside the markets declined in the past 5-7 years due to the establishment of Market Vendor Associations (MVAs) that are organized around what women are selling (rather than explicitly ethnic identity), and to a better market management and handling of conflict and diversity. A new kind of discrimination emerged, however, between permanent vendors (traders) versus seasonal vendors (farmers). This demonstrates the dynamic environment of markets needing continuous monitoring of the 'checks and balances' in the Market Vendor Associations and Market Management Committees.

### **Outcome level changes in market management and governance**

Evaluating the Safe Markets Initiative's contribution to improved market management and governance, the evaluation found that:

13. A structural reform of NCDC combined with the development of operational management mechanisms, guidance and tools, and the training of responsible staff – all attributable to the Programme's Safe Markets Initiative – helped to create a highly promising model for VAWG-preventive market governance.
14. As a direct consequence of the NCDC structural reform and new governance model developed through the Programme, market management and security improved, contributing to the increased safety for women and girls inside the market. In Gordons, improvements in market management and security were pending the opening of the new

market infrastructure. NCDC's market managers, however, intended to also use the model to manage the new Gordons market.

15. The creation of Market Vendor Associations (MVAs) contributed to developing women's collective identity as traders and retailers and their sense of collective power and responsibility for the safety and accessibility of the market for women and girls. This empowerment process, however, had been constrained by the perceived lack of responsiveness to their needs and problems by market management. The MVA members perceived market management at times as irresponsible, not taking into account vendors' needs and views. Occasionally, vendors may have raised issues that, legally and/or practically, were not implementable. But the evidence suggests clearly that market management at times choose not to take vendor concerns into account when they arguably should.
16. The CRAMS initiative – the Community Referral and Mentoring Services developed with support from the Programme – succeeded in improving access to support services for survivors of VAWG (in particular SH/SV), due to the extraordinary efforts and personal commitments of the community volunteers trained as Human Rights Defenders (HRDs). Yet it did not succeed in improving police responsiveness and service delivery to survivors across the city because of capacity constraints on the part of the service providers. Addressing these constraints fell outside the Programme's scope.

### **Outcome level changes in awareness and intolerance of VAWG**

Evaluating the contribution of the '*Port Moresby: A Safe City for Women and Girls Programme*' to increased awareness and intolerance of VAWG, the evaluation team found that:

17. The volunteers trained by UN Women as Human Rights Defenders had been effective in making women and girls in the communities and schools targeted by the Programme aware of their rights and of the services they could access to help them to assert their rights in case of VAWG. Their direct and indirect reach, however, had remained limited due to their small amount (32) and their limited time and resources.

18. The *Sanap Wantaim* campaign contributed to creating cohesion and shared values of equality and mutual respect amongst targeted youth, and even had a “life changing” impact on its youth leaders and mobilizers. However, since the campaign commenced only in 2016, it was too early to expect a real transformative change in the cultural prescripts of youth behavior across the entire city. Outcome level changes in market infrastructure and facilities.

### **Outcome level changes in market infrastructure and facilities**

Evaluating the contribution of the Programme’s Safe Markets Initiative to improved market infrastructure and facilities, the evaluation team found that:

19. The physical market infrastructure and facilities/services had improved significantly in Gerehu Market due to the Programme interventions, and had transformed the market into a safe, comfortable and dignified place for women to conduct their businesses. The completion of the brand-new Gordons market was imminent at the time of the evaluation, with high expectations among all stakeholders (see Finding 7). The difficulty in maintaining security in the old Gordons market confirmed what the experience in Gerehu already demonstrated, namely: hard infrastructure improvements alone are not enough to ensure the safety and economic opportunities for vendors. Infrastructure must be accompanied by inclusive governance structures and vendors’ voice, in order for these investments to have a transformative and sustainable impact on women’s safety and empowerment.

### **Outcome level changes in public transport**

Evaluating the contribution of the Programme’s Safe Public Transport Initiative to safer public transport, the evaluation team found that:

20. Collaborative evidence-generation and capacity building support to public transport authorities (RTA, NCDC, and RPNGC) and operators (PMV Association) in Port Moresby, allied to strategic oversight and regular policy engagements, effectively contributed to building the institutional awareness and necessary preparedness to make the public transport sector more gender-sensitive and VAWG-preventive/responsive.
21. There is overwhelming evidence that the *Meri Seif* and *Meri* bus services have been highly successful in providing safe and reliable public transport to women and girls in Port Moresby, and have met an important and urgent need. Furthermore, evidence suggests there is a business case for expanding the paid *Meri* bus services.
22. Although the provision of *Meri Seif* bus services had improved women’s/girls’ safety of access to and from the markets, safety remained an issue because of the large distance and unsafe walking routes from bus stops to the market gate and back. In addition, bus stops remain unsafe due to poor infrastructure and lighting as well their location in places where large crowds of people enable opportunistic crime.

## 6.2

### Conclusions and Lessons Learned

Based on the findings of this independent impact and performance evaluation discussed in previous chapters, we can conclude that the 'Port Moresby: A Safe City for Women and Girls Programme' has made major contributions to making public spaces in Port Moresby more VAWG-responsive and accessible to women and girls. The Programme has developed effective models for urban VAWG-preventive market governance and bus operation that demonstrate the social, political and economic benefits and empowering value of gender sensitive and safe public spaces. The Programme has also triggered collaborative learning and commitment among a wide range of public sector actors and partners, enabled them to 'see' the bigger picture, and helped to create a more effective and accountable set of institutions, for making Port Moresby's public spaces more safe and accessible for its citizens and particularly for women and girls, far beyond the targeted areas.

#### Market Transformation

Gerehu market has undeniably turned from a dangerous 'no go' zone into a safe and VAWG-free area that serves as a model for other markets. UN Women's 2011 scoping study reported heavy gambling, drugs sales and consumption, prostitution and transactional sex, high prevalence of all types of violence, including sexual violence targeting women and girls, and major hygiene issues and health threatening conditions. At the time of the evaluation, the market was found clean, well managed, free from sexual violence or assault, child-friendly and equipped with appropriate water and sanitation facilities. Vendors (90% women) appeared well organized, engaged with market management, and even lobbied NCDC directly to defend their business interests, which is a clear indication of their strengthened agency and position in the markets. The new market management proved to be effective in handling the ethnic diversity and preventing ethnic and domestic violence inside the market.

Significantly, the new market infrastructure and facilities (incl. for WASH) proved a crucial enabling factor for the market's metamorphosis from 'chaos' and 'no go' zone into an orderly managed and secure space in which the vendors, authorities and other stakeholders alike collaboratively take on the responsibility for its

maintenance and security. The market infrastructure and WASH facilities were developed through a gender and VAWG-prevention lens, enabling security to prevent VAWG from entering the market while also meeting women vendors' strategic needs and enabling them to take ownership of their space. However, while initially highly successful, customer footfall declined in the last few years, followed by an exodus of vendors. This was attributed to constructions and urban developments licensed by NCDC in the area surrounding the market, which dramatically reduced its accessibility and attractiveness for customers. Furthermore, the decision to restrict Gerehu market sales to fresh produce excluded many women and girls from the market and relocated gender-related safety issues from the market place to the access road.

In Gordons market, there had been a much less observable reduction in VAWG at the time of its closure for the rebuilding of its infrastructure in 2017, but interventions had only started in 2014, two years later than Gerehu. At the time of the scoping in 2011, violence and sexual assault combined with gambling, drugs and transactional sex were common. VAWG reportedly increased due the growing amount of migrated youths enjoying *wantok*-based protection and impunity. Investments in building the vendors' associations and establishing the market management and security, however, had helped to stabilize violence inside the market by the time of its closure in 2017, but the concern for safety and security had necessitated a complete redevelopment of the market infrastructure.

At the time of the evaluation, the completion of the infrastructure works and reopening of the new market was imminent. The Programme interventions had encountered major setbacks and delays with the start of the infrastructure works, due to procurement and land tenure issues on the part of the NCDC. Stakeholders' expectations (in particular the women vendors) regarding the safe business environment and opportunities that the new market would offer were very high. With the additional investments in security and CCTV, the building of a car park inside the market, and the control of the traffic between the market and the bus stops, the situation in the new Gordons market was expected to improve dramatically and boost, in particular women's access and opportunities.

Significantly, ethnic violence in the markets declined due to better market governance and management. By organizing the women vendors into associations,

they built a shared identity and a common interest that helped to bridge the ethnic divides. New discriminatory rivalries such as those between traders and farmers, however, may revamp old tribal tensions, and therefore, will require continuous monitoring and reassessment of the MMC's 'checks and balances'.

## Changes in Public Transport

The evidence on the success of the *Meri Seif* and *Meri* bus services was overwhelmingly convincing, showing a high rate of satisfaction among bus users for its purpose to provide safe and reliable public transport to women and girls in Port Moresby. A commercialized scaling up of the *Meri* bus services could address a real unmet need and also demonstrate to the wider sector how making bus services more safe and gender-sensitive is good for business. Critically, confirming the findings of the 2018 Gender and Transport Study commissioned by UN Women, female market vendors and bus users perceived improving safety on the buses as insufficient to ensure their safe passage to and from the markets and other public spaces. Bus stops remain too far removed from the market gates and largely unprotected and unsafe, in particular for women and girls.

Sustaining and scaling the women-only bus services requires renewed emphasis on linking public transport with safe public spaces to address the problem of unsafe bus stops. Also, potential risks around perceived 'customer capture' amongst regular PMV operators would need to be carefully managed. These risks had already been evidenced by some incidents of rival PMV operators harassing the *Meri* buses and drivers as they started to expand into new areas. While *Meri* bus security officers were able to handle the situation quite well to date, it would require a policy-level intervention ahead of expansion to ensure acceptance and common understanding amongst PMV operators of the legitimacy and added value of women-only buses. Having brought the PMV Association fully on board, there is an opportunity to help further strengthen its capacity, develop its network, and engage and train all the PMVs in Port Moresby.

## Changes in Awareness and Attitudes

The *Sanap Wantaim* campaign has demonstrated that carefully designed and locally owned behavior change campaigning interventions can work even in the most

challenging contexts. Port Moresby is plagued by endemic VAWG that reflects underlying norms of gender inequality, an acceptance of violence as the norm, and a lacking of a shared cross-ethnic notion of 'public space'. The campaign's time frame was far too short (2016-2018) to have a significant transformative impact on the underlying normative prescripts of this mind-set.

Nevertheless, the *Sanap Wantaim* campaign demonstrably succeeded in changing the outlook amongst the youth in modest target areas on the *Meri Seif* buses, in the markets, and in and around selected communities and schools afflicted by high levels of violence. Its 'success', as highlighted by key informants, included its emphasis on youth leadership and peer-to-peer youth mobilization. Volunteering youth once engaged in the campaign became passionate youth activists and mobilizers who could imagine a different, safer city, and become a role model for their peers and communities.

To sustain and enlarge the campaign's success and influence, key informants argued that campaigning on a more permanent basis is required, allied to a renewed emphasis on men and boys and a redoubling of efforts to create economic opportunities for youth, using mixed strategies (e.g. combining old with new media, community-based with high profile public

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**“We need to create a different story for the youth [and] create experiences of what that other story could mean for them. They need to learn to see that safe public space exist beyond the tribal boundaries. The initial work of the PM Safe Public Space Project in the markets is a very important and necessary first stage in creating this different story for the women vendors. Now we need to create this different story with the youth, and we need to do this with all the youth, also those who are unemployed and hanging around at the bus stops and the markets waiting for an opportunity to steal or harass the women and girls.”**

(NCD Governor Parkop, 23/10/18)

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events, campaign messaging with youth activation and employment initiatives in the settlements). Key informants also suggested, to further strengthen and draw on women vendor's leadership and role in engaging youth in markets and bus stop warding and maintenance, using *wantokism* as a force for good. In this vein, the *Sanap Wantaim* campaign had already started working together with the NCD's Active City Programme that seeks to activate and reconnect citizens in a way that changes their perceptions and worldview by employing a mixture of non-conventional engagement strategies.

### Institutional Transformation

The '*Port Moresby: A Safe City for Women and Girls Programme*' has developed an effective model for VAWG-preventive market governance that has shown a clear and observable contribution to improved outcomes and influence beyond target-markets. Prior to intervention, market management in Port Moresby had been characterized as non-existent and daily life in the markets described as 'chaos'. Policies and bylaws for regulating the markets in Port Moresby were not gendered or VAWG-responsive and not supportive of women's economic participation and empowerment. The city government, NCDC, did not have any structure or capacity to regulate and support the development and management of Port Moresby's markets. The Programme's Safe Markets Initiative helped to create and capacitate a brand new Market Division at the NCDC with dedicated gender and youth desks, which at the time of the evaluation had 18 central and 56 market-based staff—all sensitized to human rights, gender equality and zero tolerance of VAWG. Clear divisions of responsibility, clear job descriptions, planning systems and budgeting processes were developed, which was entirely new to the NCDC. The Market Division staff and management were intensively trained and supported both technically and organizationally.

Market Management Committees (MMCs) and Market Vendor Associations (MVAs) were created to manage the markets in a collaborative way, and new market bylaws developed to enforce NCDC regulation. Support to the MMCs was based on a vision of well-regulated and well-planned management of the market spaces, engaging all stakeholders in taking on responsibilities and monitoring each other's tasks, with security firms coordinating with city police to

reduce violence and corruption, sustained through a predictable and relatively transparent flow of affordable market taxes. Support was carefully tailored to building the skills and systems for implementing this vision. Drawing on an iterative and adaptive approach, fed by constant feedback loops of information from market stakeholders, the Programme introduced a set of governance mechanisms, protocols, ToRs and job descriptions that enabled a predictable and well-ordered daily market environment.

Crucially, the governance model enabled vendors, predominantly women, to organize themselves for the first time, bringing them the reward of collective organization, collective entitlements and a voice in decision-making. Initially, only electing men, UN Women introduced a quota of 80% of MVA leaders to be women. Whereas previously these women were marginalized and voiceless, they now for the first time had a say and (albeit not always perceived to be heard) were able to stand up for their rights and interests. Their agency was demonstrated by their ability to lobby directly with UN Women, NCDC or Governor, and their courage to complain to the evaluation's research team about the lack of responsiveness on the part of the market management to their needs and problems.

The Programme also invested substantial effort in building the capacity of the police force and developing a gender-sensitive and VAWG-preventive and -responsive community policing model linked to the CRAMS (Community Referral And Mentoring Services). Community volunteers were trained as Human Rights Defenders (HRDs) to help the women and the girls assert their rights and access essential services. Despite the HRDs' extraordinary efforts and personal commitments in assisting survivors of VAWG, the delivery system remained ineffective due to the lack of capacity and responsiveness of the responsible institutions and service providers<sup>2</sup>. Although training had been offered to service providers since 2013, the CRAMS network itself was only established in 2017 and was premature. Nevertheless, this evaluation made the service providers and stakeholders painfully aware of their failure and the need for change.

2 Including: the RPNCG's Family and Sexual Violence Unit, the Family Support Centre under the Government Department of Health, the Safe Houses such as Oxfam-funded Lifeline, and the Village and District Courts (see details under Finding 12).

Through its collaborative evidence-generation and capacity building support, the Programme's Safe Public Transport Initiative helped the institutional partners responsible for public transport (RTA, NCDC, RPNGC and the PMVA Association) to understand the gendered safety gaps in the transport infrastructure and raise awareness around the necessity to transform the sector to address these gaps. An important coordination gap between the RTA (under the national Ministry of Transport) and NCDC (under the municipal authority) exists which could risk a commercialized scaling up of the *Meri* buses as part of an improved overall public transport system.

As the NCDC Market Division is working to replicate the VAWG-preventive market governance model in all other markets of Port Moresby, it's important that remaining problems and weaknesses are carefully addressed. Important issues reported by the market vendors, for instance, concerned market controllers' and security guards', authoritarian behavior at times (reportedly in some cases even misbehaviors such as alleged extortion and violence), which will require ongoing monitoring, coaching and capacity building, but also sanctioning where needed. Other problems are: the lack of buy-in of other divisions (most notably urban planning and urban safety), uncoordinated top-down decision-making, and the lack of responsiveness and answerability of decision makers.

Aware of these challenges, the NCDC Market Division developed with support from UN Women its first strategic plan for 2018-2020 aiming to make "all markets in the National Capital District (...) safe, clean, and user-friendly for all market users". The plan sought to capitalize on the political support from the NCD Governor and four municipal MPs and the strong relationships with donors and supporting agencies and capacities built through the Programme, in order to address the challenges and expand the Safe Markets Initiative. More specifically, it sought to better engage lower NCD government levels, improve collaboration with other NCDC divisions, and regain control over market contractor appointment and market revenues, while also developing technological solutions to improve security contractor performance management and tracking, communications and reporting, cash transactions, and security video surveillance.

## 6.3

### Recommendations

Based on the findings and conclusions put forward in this report, the evaluation recommends to UN Women and the key-implementing partners and donors to:

1. Sustain and mainstream the '*Port Moresby: A Safe City for Women and Girls Programme*' achievements in the capital city, which implies the continued capacity building support and improvement of Programme models while expanding their implementation to the entire city—incl. the market governance and women vendors empowerment model; the *Sanap Wantaim* youth mobilization combined with HRD-led community activism; the HRD-led CRAMS and Referral Pathway; and the *Meri Seif* and *Meri* bus operation model and its expansion or transfer to regular mixed-gender PMVs.
2. Bring the market governance and women vendors empowerment model, combined with CRAMS and *Sanap Wantaim*, to scale *outside* Port Moresby since it has demonstrated an important entry point to improving women's empowerment and changing social norms. The model could be applied in other exemplary cities and districts that can show how it could possibly work in other challenging conditions in different parts and contexts of PNG.

Incorporating the suggestions and recommendations made by the partners and stakeholders (including the market vendors and bus users), this translates into **16 specific and actionable recommendations** related to the 22 evaluation findings, of which **11 are addressed to UN Women** and **5 to the NCDC**. These are presented in the following two sub-Sections.

## Specific and Actionable Recommendations to UN Women

Recommendations	Findings	Priority	Targets
<p><b>Recommendation 1</b> Provide additional market management capacity building support to enable market management and security staff to better engage with MVAs, and understand and facilitate their role and participation in market governance, thus enabling women's empowerment.</p>	<p><b>Finding 5</b> The most transformational impact of the Safe Markets Initiative was created through the collective association and engagement of previously marginalized and voiceless women vendors.</p> <p>The institutionalization of Market Vendor Associations (MVAs) as part of a participatory governance model stands out as a significant contribution to the Programme's higher-level impact ambition of socio-economically empowering women vendors. However, this will only be sustained if NCDC decision makers and market management are able to better listen and respond to women vendors' concerns through this institutional arrangement (see also Finding 15).</p>	<p><b>Urgent</b> for sustaining and mainstreaming impact-level results</p>	<p>UN Women</p>
<p><b>Recommendation 2</b> Facilitate a meeting between all stakeholders in NCDC (Urban Safety, Urban Planning, Infrastructure, Markets Division, City Manager and NCDC Governor, MVA representatives, surrounding shop owners, PMV operators) to resolve the access issues at Gerehu market and enable outcome-to-impact transition (e.g. by reopening the side gate, creating a new short-cut alley to the bus stop, providing security around the side gate and along the alley, and develop a plan to boost the attractiveness of the market for business).</p> <p>Involve all relevant stakeholders in the design of the solutions – including: NCDC Urban Safety, Urban Planning, Infrastructure, NCD Governor, MVA representatives, surrounding shop owners, PMV operators.</p>	<p><b>Finding 6</b> Unaccounted and uncoordinated top-down NCDC decisions regarding the construction licensing and urban developments in the surroundings of Gerehu market caused a sharp decline in customers and negatively impacted women's businesses.</p> <p>Furthermore, NCDC's decision to restrict Gerehu market sales to fresh produce only and transfer the sales of cooked food and all other goods to the outside, excluded many women and girls from the market while relocating gender-related safety issues from the market to the access road, further limiting the market's accessibility for customers.</p>	<p><b>Urgent</b> for sustaining impact-level results</p>	<p>UN Women</p>

Recommendations	Findings	Priority	Targets
<p><b>Recommendation 3</b> Revamp vendor capacity building and economic empowerment efforts at Gerehu to lift women’s position, and expand the Programme to other markets both in- and outside Port Moresby.</p> <p>Partners and UN Women key informants suggested prolonged training focused on strengthening women’s leadership and self-confidence beyond skills development and financial literacy, drawing for instance on peer-to-peer coaching and HRD-led buddy training.</p>	<p><b>Finding 8</b> Gerehu market missed an important opportunity to boost vendors’ economic empowerment by creating safe market-based access to finance.</p> <p>The piloting of a MiCash mobile banking system backed by financial literacy training initially helped strengthen women vendors economically and reduce extortion and robbery in the market. However, the scheme did not survive mainly due to vendors’ insufficient income and capacity, exaggerated by issues of accountability and access to mobile phones, and the decline in customers (cf. Finding 6).</p>	<p><b>Urgent</b> for achieving transformative change and impact at scale</p>	<p>UN Women</p>
<p><b>Recommendation 4</b> Continue to work flexibly and adaptively with the NCDC to support the replication of the market governance model in the other markets and strengthen NCDC’s capacity to maintain and administer the new model.</p>	<p><b>Findings 9 &amp; 15</b> Evidence suggests that the VAWG-preventive market governance model developed by the Programme’s Safe Markets Initiative will be replicated in all other markets of Port Moresby, and its vendor-empowering association model expanded to the entire informal economy countrywide.</p> <p>This will dramatically help to enhance women’s and girls’ empowerment and opportunities, provided that policy and decisions makers at the local and national level are able to engage with women leadership through institutional arrangements such as Market Vendor Associations (MVAs). The creation of MVAs contributed to developing women’s collective identity as traders and retailers and their sense of collective power and responsibility for the safety and accessibility of the market for women and girls.</p>	<p><b>Urgent</b> for achieving transformative change and impact at scale</p>	<p>UN Women</p>
<p><b>Recommendation 5</b> Expand UN Women’s adaptive GHRB partnership and implementation model (see Finding 3) to include capacity strengthening and championing of male policy and decision makers, enabling women’s voice and leadership. Transfer the model to the new National Policy on Informal Economy. Apply the model to the scaling of the market governance model outside Port Moresby.</p>	<p>This empowerment process, however, had been constrained by the perceived lack of responsiveness to their needs and problems by market management. The MVA members perceived market management at times as irresponsible, not taking into account vendors’ needs and views. Occasionally, vendors may have raised issues that, legally and/or practically, were not implementable.</p> <p>But the evidence suggests clearly that market management at times choose not to take vendor concerns into account when they arguably should.</p>	<p><b>Urgent</b> for achieving transformative change and impact at scale</p>	<p>UN Women</p>

Recommendations	Findings	Priority	Targets
<p><b>Recommendation 6</b></p> <p>Continue <i>Sanap Wantaim</i> campaigning as part of the NCD's Active City Programme, with a renewed emphasis on men and boys and creating opportunities for youth, using mixed strategies (e.g. combining old with new media, community-based with high profile public events, campaign messaging with youth activation and employment initiatives in the settlements).</p> <p>Move <i>Sanap Wantaim</i> into the NCDC to ensure close working relationships with Active City.</p>	<p><b>Finding 18</b></p> <p>The <i>Sanap Wantaim</i> campaign contributed to creating cohesion and shared values of equality and mutual respect amongst targeted youth, and even had a "life changing" impact on its youth leaders and mobilizers. However, since the campaign commenced only in 2016, it was too early to expect a real transformative change in the cultural prescripts of youth behavior across the entire city.</p>	<p><b>Urgent</b></p> <p>for achieving significant and transformative changes in attitudes and behaviors</p>	<p>UN Women</p>
<p><b>Recommendation 7</b></p> <p>Provide capacity and partnership building support for developing an effective and replicable CRAMS (Community Referral And Mentoring Services) delivery model in Port Moresby and other pilot cities and districts of PNG. This would significantly contribute to achieving the UNDAF 2018-2022 Outcomes.<sup>3</sup> Continued support therefore is necessary, integrated as far as possible with UN Women global Program-ming on essential services.</p> <p>A crucial element in CRAMS is the work of the Human Rights Defenders (HRDs) who help to strengthen the demand side of the essential service delivery and enable women and girls to assert their rights. The HRD Programme needs additional funding to increase their numbers, support their work, and protect them from burnout due to work overload and trauma.</p>	<p><b>Findings 16 &amp; 17</b></p> <p>The CRAMS initiative –the Community Referral and Mentoring Services– developed with support from the Programme– succeeded in improving access to support services for survivors of VAWG (in particular SH/SV), due to the extraordinary efforts and personal commitments of the community volunteers trained as Human Rights Defenders (HRDs). Yet it did not succeed in improving police responsiveness and service delivery to survivors across the city because of capacity constraints on the part of the service providers. Addressing these constraints fell outside the Programme's scope.</p> <p>The volunteers trained by UN Women as Human Rights Defenders had been effective in making women and girls in the communities and schools targeted by the Programme aware of their rights and of the services they could access to help them to assert their rights in case of VAWG. Their direct and indirect reach, however, had remained limited due to their small amount (32) and their limited time and resources.</p>	<p><b>Urgent</b></p> <p>for achieving the UNDAF 2018-2022 Outcomes<sup>4</sup></p>	<p>UN Women</p> <p>UNDAF partners</p>

3 UNDAF is the shared commitment of the Government and the UN system in PNG to achieve the Sustainable Development Goals and combine all efforts in supporting the country's vision and priorities 2050 and national strategy and plan 2010-2030.

4 More specifically: Sub-Outcomes 1.2, 1.3, 4.2 and 4.3. Cf. UN PNG 2017, 42-49, 66-67.

Recommendations	Findings	Priority	Targets
<p><b>Recommendation 8</b></p> <p>Undertake an accelerated effort to engage the public transport partners (incl. RTA, NCDC, RPNGC and the PMV Association) in joint policy making<sup>5</sup> and reviewing of PMV route licensing, and build capacity and develop tools<sup>6</sup> for VAWG-preventive and -responsive bus operation, in order to ensure that major safe mobility and access issues in the public transport sector are getting resolved within the timeframe of the UNDAF 2018-2022.</p> <p>Focus on a few bus-market nodes to pilot the necessary collaboration mechanisms and tools for effectively addressing these issues, before bringing these to scale.<sup>7</sup></p>	<p><b>Findings 20 &amp; 22</b></p> <p>Collaborative evidence-generation and capacity building support to public transport authorities (RTA, NCDC, and RPNGC) and operators (PMV Association) in Port Moresby, allied to strategic oversight and regular policy engagements, effectively contributed to building the institutional awareness and necessary preparedness to make the public transport sector more gender-sensitive and VAWG-preventive/responsive.</p> <p>Although the provision of <i>Meri Seif</i> bus services had improved women's/girls' safety of access to and from the markets, safety remained an issue because of the large distance and unsafe walking routes from bus stops to the market gate and back. In addition, bus stops remain unsafe due to poor infrastructure and lighting as well their location in places where large crowds of people enable opportunistic crime.</p>	<p><b>Urgent</b></p> <p>for achieving desired access and safe mobility outcomes</p>	<p>UN Women</p>
<p><b>Recommendation 9</b></p> <p>Replicate the highly successful gender responsive and VAWG-preventive market infrastructure development model in other markets in- and outside Port Moresby. This would significantly contribute to achieving the UNDAF 2018-2022 Outcomes, leaving no woman or girl behind, but require continued funding support from the donor partners, supported by UN Women's continued partnership support and oversight.</p>	<p><b>Finding 19</b></p> <p>The physical market infrastructure and facilities/ services had improved significantly in Gerehu Market due to the Programme interventions, and had transformed the market into a safe, comfortable and dignified place for women to conduct their businesses. The completion of the brand-new Gordons market was imminent at the time of the evaluation, with high expectations among all stakeholders (see Finding 7).</p> <p>The difficulty in maintaining security in the old Gordons market confirmed what the experience in Gerehu already demonstrated, namely: hard infrastructure improvements alone are not enough to ensure the safety and economic opportunities for vendors. Infrastructure must be accompanied by inclusive governance structures and vendors' voice, in order for these investments to have a transformative and sustainable impact on women's safety and empowerment.</p>	<p><b>Urgent</b></p> <p>for achieving the UNDAF 2018-2022 Outcomes<sup>8</sup></p>	<p>Donors to secure funding continuity</p> <p>UN Women</p> <p>UNDAF partners</p>

5 Including: the development of a gender action plan for increasing the amount of women at different positions across the public transport sector, as per the recommendation of the 2018 Gender and Transport Study (cf. Stott 2018).

6 E.g. ombudsmen service, bus driver registration, as per the recommendation of the 2018 Gender and Transport Study (cf. Stott 2018)

7 Urban development contexts are different from rural ones: they are limited in geographic scale and fairly unique (each urban or suburban context is different). Scaling successful models therefore require a systemic and generative (rather than a reductionist and empirical replication) approach. A focus on few carefully selected contrasting cases will help to build the evidence.

8 In particular: Outcomes 1.2 and 2.2.

Recommendations	Findings	Priority	Targets
<p><b>Recommendation 10</b> Further trial a <i>Meri</i> bus and one or two regular PMV service networks in parallel to facilitate learning and exchange. Provide capacity-building support to PMVs on VAWG preventive bus operations through the PMV Association.</p>	<p><b>Finding 21</b> There is overwhelming evidence that the <i>Meri Seif</i> and <i>Meri</i> bus services have been highly successful in providing safe and reliable public transport to women and girls in Port Moresby, and have met an important and urgent need. Furthermore, evidence suggests there is a business case for expanding the paid <i>Meri</i> bus services.</p>	<p><b>Urgent</b> for achieving desired access and safe mobility outcomes</p>	<p>Ginigoada  UN Women</p>
<p><b>Recommendation 11</b> Use a similar GHRB approach (combining the three strategies: building women's/girls' agency; building relationships and social networks; and building the institutional environment) to design and implement context-relevant adaptations of the market governance and women vendors empowerment model (combined with CRAMS and <i>Sanap Wantaim</i>) in other cities and districts of PNG.</p>	<p><b>Findings 1, 2, 3 &amp; 4</b> The Programme's Safe Markets and Safe Public Transport Initiatives and <i>Sanap Wantaim</i> campaign had taken careful and considered account of the context in its design and implementation. As a result, the Programme was able to turn the complexity of Port Moresby's urban development context into an opportunity to impact high levels of VAWG under an integrated multidisciplinary response that was in the interests of decision makers, community members and the wider public alike.</p> <p>VAWG, in particular SV/SH infringe upon women's and girls' mobility, rights and opportunities, and prevent them from fully accessing development opportunities and engaging in social, political and economic life. The Programme was designed to directly and coherently address this gender and rights issue in a holistic and empowering way that moved far beyond merely social protection, to strategically combine interventions at three fronts: building women's/girls' agency; building relationships (social networks); and building the institutional environment.</p> <p>The Gender and Human Rights Based (GHRB) implementation of the Programme achieved efficiency and effectiveness by moving from a traditional project delivery approach to a more empowering model that works through organizational partner arrangements, geared at building institutional capacity. By anchoring these arrangements in GHRB principles and values, the approach shifted the relationship between donor and partner recipients from a transactional to a transformative partnership.</p> <p>UN Women's progressive decision to integrate M&amp;E responsibilities as far as possible within the government institutions and partners aimed at improving GHRB learning and sustainability, created challenges of eliciting reliable data on the outcome goals. UN Women compensated this by commissioning regular reviews that informed the donors, and at the same time, also prompted critical reflection and learning among the partners.</p>	<p><b>Less urgent</b> as part of an expanding Programme</p>	<p>UN Women</p>

## Specific and Actionable Recommendations to the NCDC

Recommendations	Findings	Priority	Targets
<p><b>Recommendation 12</b> Monitor the success of the infrastructure &amp; security model, make timely improvements (where needed) and replicate the model elsewhere across the city.</p>	<p><b>Finding 7</b> The new Gordons market was expected to boost women’s economic opportunities after its reopening, which was imminent at the time of the evaluation, and evident from the high demand for market slots.</p> <p>This confirms what the Gerehu case already suggested: that safety and well-being go hand in hand with infrastructure and business opportunity.</p>	<p><b>Urgent</b> for achieving desired access and safe outcomes</p>	<p>NCDC</p>
<p><b>Recommendation 13</b> Implement and monitor Strategies 2 and 3 of the Market Division Strategic Plan 2018-2020 to ensure effective collaboration with other NCDC divisions and with law and justice, including RPNGC, for preventing and combatting petty crime and VAWG in and around the markets and the bus stops.</p>	<p><b>Findings 10 &amp; 22</b> The Programme has contributed to significant improvements in the safety, hygiene and comfort of the vendors and customers (over 90 percent women and girls) in Gerehu market. According to police statistics, there have been no incidents of sexual violence or major criminal activity in the market since it was renovated. Outside the market, safety remains an issue for women/girls due to the lack of security. Also, in Gordons, safety for women and girls inside the market had improved until its closure for infrastructure works in 2017, albeit much less than could have been expected had the new market infrastructure been in place.</p> <p>Although the provision of <i>Meri Seif</i> bus services had improved women’s/girls’ safety of access to and from the markets, safety remained an issue because of the large distance and unsafe walking routes from bus stops to the market gate and back. In addition, bus stops remain unsafe due to poor infrastructure and lighting as well their location in places where large crowds of people enable opportunistic crime.</p>	<p><b>Urgent</b> for achieving desired access and safe outcomes</p>	<p>NCDC</p>

Recommendations	Findings	Priority	Targets
<p><b>Recommendation 14</b> Implement and monitor Strategy 5 of the Market Division Strategic Plan 2018-2020 to ensure appropriate selection, contracting and performance management of market management and security staff.</p> <p>Develop and proof-test adequate tools, standard operational procedures, and guidelines for market management performance monitoring, and awarding of excellent performance (e.g. with bonuses).</p> <p>Develop a strategy to further upgrade the status of security guards and build their sense of commitment and responsibility for women's safety in and outside the markets –for instance: by continuing to provide security training and upgrading to schooling grades and certificates, developing a champion and peer coaching Programme, and engaging senior security in multi-stakeholder market and market-to-bus security monitoring meetings.</p>	<p><b>Finding 11</b> Although Gerehu market had become much safer, with less VAWG and less theft, safety remained a concern as vendors at times said they felt intimidated by the market controllers and security guards around fee payments and attempts to prevent them from selling outside the market.</p> <p>There were also fewer vendors and customers in the market to watch each other's backs due to the unaccounted decisions made by NCDC that affected the access route to the market (cf. Finding 6). Vendors from Gordons reported they had experienced inappropriate and violent behavior by security guards at Gordons in the period before its closure. This had prompted UN Women to intensify the training of market security and management on a range of gendered approaches to market management.</p>	<p><b>Urgent</b> for achieving desired access and safe outcomes</p>	<p>NCDC with support from UN Women</p>
<p><b>Recommendation 15</b> Continuously monitor “market inclusiveness” and regularly reassess the ‘checks and balances’ in the MMC in all the markets.</p> <p>Carefully document context-specific challenges, responses, and lessons learned from the market cases in Port Moresby, as an important input into the up-scaling of the market governance model country-wide.</p>	<p><b>Finding 12</b> Significantly, ethnic violence inside the markets declined in the past 3-5 years due to the establishment of vendor associations organized around what women sold rather than ethnic identity, as well as a better market management and handling of conflict and diversity.</p> <p>A new kind of discrimination emerged, however, between permanent vendors (traders) versus seasonal vendors (farmers). This demonstrates the dynamic environment of markets which are always emerging and changing.</p>	<p><b>Urgent</b> for achieving transformative change and impact at scale</p>	<p>NCDC with support from UN Women</p>

Recommendations	Findings	Priority	Targets
<p><b>Recommendation 16</b> Implement and monitor Strategies 1-9 of the Market Division Strategic Plan 2018-2020 to sustain and replicate the market governance model in all markets.</p>	<p><b>Findings 13 &amp; 14</b> A structural reform of NCDC combined with the development of operational management mechanisms, guidance and tools, and the training of responsible staff helped to create a highly promising model for urban VAWG-preventive market governance.</p> <p>As a direct consequence of the NCDC structural reform and new governance model developed through the Programme, market management and security improved, contributing to the increased safety for women and girls inside the market. In Gordons, improvements in market management and security were pending the opening of the new market infrastructure. NCDC's market managers, however, intended to also use the model to manage the new Gordons market.</p>	<p><b>Urgent</b> for sustaining and achieving transformative change and impact at scale</p>	<p>NCDC with support from UN Women</p>



# 7

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# 7. REFERENCES

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# ANNEXES

# ANNEX I - EVALUATION DESIGN AND METHODOLOGY

## Participatory Impact Assessment and Learning Approach (PIALA)

To design and implement a fit-for-purpose evaluation corresponding to the methodology outlined in the UN Women's Terms of Reference for assessing progress and impact of the '*Port Moresby: A Safe City for Women and Girls Programme*', PIALA was proposed as an over-all approach.

PIALA stands for **Participatory Impact Assessment and Learning Approach** and is a theory-based mixed-methods approach to impact evaluation that was initially developed with the United Nations' International Fund for Agricultural Development (IFAD)<sup>1</sup> to enable evidence-led and collaborative learning with partners and stakeholders around how multiple interventions and influences interact to generate system change and impact.

Drawing on 'realist' and 'transformative' (including gender equity and rights based) evaluation traditions, PIALA offers a model for creatively combining old and new traditions and methodologies to assess impact in contexts where conventional counterfactual approaches are insufficient or simply don't work (e.g. where there is high causal density, no valid baseline or point of comparison, the amount of cases is too small, and the cases themselves rather unique) (Woolcock 2013: 229–248). The transformative tradition<sup>2</sup> builds on the critical or emancipatory paradigm, which according to the WHO guidance (Ellsberg & Heise 2005: 54) is particularly well suited for research on VAWG.

The model consists of **five methodological elements** (systemic Theory of Change, multi-stage

sampling, participatory mixed-methods, participatory sense-making, and configurational analysis) and a framework for adjusting these to the specific evaluation context. It can embed a wide range of data collection methodologies –from classic household statistics to participatory statistics. If the amount of comparable cases is too limited, then the configurational analysis is reduced to a contribution-tracing method. Changes and contributions are assessed by systematically crosschecking evidence obtained from different methods and sources (using 'multiple lines and levels of evidence') alongside the causal relations in the Theory of Change.

As a rule of thumb, at least two different methods are used per causal relation, each with two different sources, as the basis for crosschecking (Van Hemelrijck, 2017). A **scoring system** is used for rating the strength of each causal relation and of its supporting evidence in order to establish confidence in the causal analysis and findings. Doing this in a quasi-standardized and systematic manner makes it possible to compare findings across many cases, and reach conclusions about how impact is distributed across these cases in relation to context, and how it combines and adds up for the entire Programme.

This evaluation combined a set of participatory tools that are normally used in participatory statistics, a set of constituent feedback tools<sup>3</sup>, and standard semi-structured interviews with key informants for the primary data collection (listed further down in this Annex), and an extensive desk review of all relevant Programme documentation and literature for the secondary research (listed in Chapter 7). The choice of these methods was determined by the design limitations encountered in relations to Programme characteristics and context (further discussed later in this Annex).

1 The approach was developed and piloted by the founders of Collaborative Impact (the firm contracted for this evaluation) (Van Hemelrijck, Heinemann & Guijt 2017). Cf. <https://collabimpact.org/piala>

2 For further reading on the transformative evaluation tradition, see for instance: Mertens (2009).

3 Cf. <https://collabimpact.org/constituent-voice>

## Evaluation Criteria and Questions

The evaluation was conducted in full compliance with UNEG Ethical Guidelines and Code of Conduct for evaluation in the UN system to assert participants' rights. Furthermore, the evaluation was also guided by UN Women Evaluation Policy (2012), and UN Women's global impact evaluation strategy.

Per Terms of Reference and in accordance with the agreed scope as described in the approved inception report, the criteria looked at were:

- **'Impact', 'Effectiveness'** (or achievement of outcomes) and **'Sustainability'** of the Programme's Safe Markets Initiative;
- **'Performance'** (or progress towards outcomes) of the Programme's Safe Public Transport Initiative; and
- **'Relevance'** and **'Gender and Human Rights Sensitivity'** in Programme design and implementation of both Programme Initiatives.

The evaluation questions that guided the inquiries relative to these criteria and alongside the evaluative Theory of Change (see Figure 1 and Figure 2) were the following.

### Impact and Outcomes of the Safe Markets Initiative

The questions for the Safe Markets Initiative of the *'Port Moresby: A Safe City for Women and Girls Programme'* related to the criteria 'Impact', 'Effectiveness' and 'Sustainability' and included the following:

- What has changed in terms of VAWG (incl. SVAWG) and women's and girl's sense of safety in and around the markets in the past 3-5 years?
- What have been the impacts of these changes on women's and girls' freedom and use of the markets to seize economic, social, and political opportunities (i.e. women's rights & empowerment)?
- What contributing factors have enabled or prevented these changes? How have Programme and non-Programme contributions reinforced or undermined each other?
- What has changed in the infrastructure in and around Gerehu market in the past five years, and how did this affect the safety and attractiveness of the market for vendors, service providers and customers? How significant and sustainable are these changes?

- What has changed in market vendors' awareness, capacity, sense of ownership, and responsibility for the maintenance and safety of their market? How significant and sustainable are these changes?
- What has changed in market management (policies/by-laws for who is allowed and who is not, what produce can be sold and what not in/ around the market, and who has access to the best spaces...)? How significant and sustainable are these changes?
- What has changed in the provision of referral services for survivors of VAWG in/around the markets?
- What have been the effects of these changes on the accessibility and use of the market and its facilities for women vendors in and outside the market?

### Progress towards Outcomes of the Safe Public Transport Initiative

The questions for the Programme's Safe Public Transport Initiative related to the criteria 'Performance' (or progress towards achieving outcomes) and included the following:

- What progress has been made by the Safe Public Transport Initiative in creating the conditions for making PMV regulation and management VAWG-preventive and -responsive and ensuring women and girls can access a safe, reliable and affordable bus service network?
- What has changed with regards to the institutional awareness and preparedness among the public transport authorities and operators, and how does this contribute to making PMV regulation and management VAWG-preventive and -responsive?
- What has changed in the availability of reliable, affordable and safe bus transport for women/girls in Port Moresby over past three years, and how did this affect women's and girls' mobility and access of the markets and other public spaces in the city?
- How have the *Meri Seif* and *Meri* buses (temporary women-only bus services<sup>4</sup>) contributed to making safe, reliable and affordable bus transport available to women/girls in Port Moresby, and to making

4 The *Meri Seif* buses are free of charge, while the *Meri* buses charge a small fee. The *Meri* buses were only started in the year of the evaluation.

PMV operators and authorities aware of the need/ market for this?

### Effects of CRAMS and Sanap Wantaim

The questions for the CRAMS and *Sanap Wantaim* related to the criteria 'Performance' (or progress towards achieving outcomes) and included the following:

These questions relate to 'Performance' towards 'Effectiveness'.

- What changes have occurred in the awareness of VAWG among youth in the city? How has the *Sanap Wantaim* campaign contributed to these changes?
- What changes have occurred in terms of referral of VAWG survivors? How has UN Women's work with Human Rights Defenders contributed to these changes? What are the up- and downstream limitations encountered in the referral pathway (incl. the funding, resourcing, and capacity of the service providers, and the quality of their services)?

### Gender & Human Rights Sensitivity and Relevance

The two main questions related to this criteria, were the following:

- How context-relevant and rights- and gender-sensitive have the '*Port Moresby: A Safe City for Women and Girls Programmes*' interventions been, and how did this affect their effectiveness and contribution to impact?
- How has the Programme's resource use, management and learning practices enabled the design and implementation of context-relevant and rights- and gender-sensitive interventions?

### Data Collection Methods

Following methods were used to assess (a) impacts and outcomes in the Markets, (b) progress towards outcomes in Public Transport, (c) progress towards campaign and CRAMS outcomes, and (d) gender, human rights and relevance in Programme design and implementation.

### Impacts and Outcomes of the Safe Markets Initiative

PCA uses Participatory Rural Appraisal-based tools (e.g. mapping, ladder and matrix scoring, proportional piling) typically used in participatory statistics<sup>5</sup> to

generate quantified qualitative data in a small group setting or with individuals in order to describe and explain change. Applying the PCA systematically enables a robust assessment of Programme contribution to impact-level change. In this evaluation, the objective of the PCA was to assess and explain all contributions to impact level change (including: changes related to VAWG, and changes in women's/girls' sense of safety and freedom as a consequence of the changes that occurred in the market).

The PCA method employed the following tools with the following groups:

- Market Entry with the Market Management;
- Systematic Market Observation in and outside the market;
- Participatory Market Mapping with Vendors in and outside the market;
- Participatory Timeline with Vendors in and outside the market;
- Participatory VAWG Analysis with Vendors in and outside the market;
- Transect Walk and Key Informant Interviews (KIIs) at Gordons market;

PCA data was crosschecked with Constituent Feedback (CF) data at the level of Programme uptake. Constituent Feedback (or also called Constituent Voice)<sup>6</sup> is a low cost method for systematic listening to, and engaging in dialogue with, key constituents in the development process as the basis for performance monitoring. CF can also be used for assessing the effectiveness of Programme delivery in a way that gives voice to the beneficiaries and other stakeholders. It does this by collecting quantified perceptual data on the empowering value, quality and immediate outcomes of Programme delivery.

The Market CF involving individual anonymous scoring and group discussions with separate groups of Market Vendor Association (MVA) members, leaders and Market Management Committee (MMC) and investigated outcomes related to market infrastructure, governance, referral, and attitudes related to VAWG.

KIIs were conducted with: NCDC Market Division, Gender and Youth Desks, Infrastructure, and Urban safety, the NCD Governor, and the Royal Papua New Guinea Constabulary (Policy and City Rangers).

5 Cf. <https://collabimpact.org/parti-stats>

6 Cf. <https://collabimpact.org/constituent-voice>

**TABLE 3**  
**Data Collection Methods**

Assessed elements	Methods used
Impacts and outcomes regarding Safe Markets	<ul style="list-style-type: none"> <li>• Participatory Contribution Analysis (PCA)</li> <li>• Market Constituent Feedback (CF)</li> <li>• Key Informant Interviews</li> <li>• Participatory Sense-Making</li> <li>• Desk review of relevant Programme documents and publications</li> </ul>
Impacts and outcomes regarding Safe Markets	<ul style="list-style-type: none"> <li>• <i>Meri</i> and <i>Meri Seif</i> Constituent Feedback (CF)</li> <li>• Key Informant Interviews</li> <li>• Desk review of relevant Programme documents and publications</li> </ul>
Progress towards outcomes of CRAMS and <i>Sanap Wantaim</i>	<ul style="list-style-type: none"> <li>• Campaign and CRAMS Constituent Feedback (CF)</li> <li>• Key Informant Interviews</li> <li>• Desk review of relevant Programme documents and publications</li> </ul>
Context-relevance and gender and human rights sensitivity in project design and implementation	<ul style="list-style-type: none"> <li>• Key Informant Interviews</li> <li>• Desk review of relevant Programme documents and publications</li> </ul>

An essential PIALA element is the Participatory Sense-Making: the process by which research participants are engaged in collectively making sense of initial findings. The purpose is to create a space for dialogue between stakeholders (citizens and power holders) around the emerging evidence, in order to close the learning loop and enable people to take ownership of the evaluation findings. A relatively brief two-hour participatory sense-making workshop was organized with the stakeholders at Gerehu market (including: vendors in & outside the market, market management and security, and available stakeholders from NCDC).

#### **Progress towards Outcomes of the Safe Public Transport Initiative**

The *Meri* and *Meri Seif* CF employed a standard tool involving individual anonymous scoring and group discussion with small groups or individuals of bus users and bus crew, investigating the empowering value, quality and immediate benefits of the bus services transport for the women and girls in Port Moresby.

KIIs were conducted with the *Meri Seif* fleet managers and M&E officer, the Ginigoada Foundation Manager,

PMV Association members, the RTA, ICC, and with NCDC Urban safety.

#### **Effects of CRAMS and Sanap Wantaim**

The campaign and CRAMS CF employed a set of standard tools involving individual anonymous scoring and group discussion with the CRAMS Human Rights Defenders (HRDs), the *Sanap Wantaim* Youth Mobilizers and Youth Leaders (members of the Campaign Advisory Committee), and the youth in the schools and communities targeted by the *Sanap Wantaim* campaign. The tools investigated the importance and influence of the *Sanap Wantaim* campaign on youth awareness and of the HRDs on referral of VAWG survivors.

Furthermore, KIIs were conducted with the NCDC GBV Secretariat / Family Sexual Violence Unit, the Family Support Centre, campaign NGOs, and Media representatives.

#### **Gender & Human Rights Sensitivity and Relevance**

To assess the context-relevance and the gender- and rights-sensitivity of the '*Port Moresby: A Safe City for Women and Girls Programme*', we drew on all the PCA

and CF data, and on additional KIIs with current and former Programme UN Women staff and management, the UNCT Gender Thematic Group, the NCD Governor, and the bilateral donors DFAT and MFAT/NZAID.

## Sampling Strategy

### Gerehu and Gordons Markets

In Gerehu, Programme UN Women staff estimated the total amount of vendors selling at the market to be 220. According to a registration list composed by UN Women in 2016, 161 vendors (124 women and 37 men) were members of the Market Vendor Association (MVA). The number of daily vendors counted by the research team during the evaluation, however, was never more than 100 vendors. Gerehu had experienced a sharp fall in customers and consequently also in vendors in the past few years, which is further explained throughout the main report.

In Gordons, UN Women staff estimated the total amount of vendors selling at Gordons in 2017 – before its closure – to be 1700, of which around 1530 were registered as members of 12 MVAs. The list with vendors that had been temporarily relocated by UN Women from the old Gordons market to Boroko (all MVA members), however, amounted only 130 vendors.

The target sample size of MVA members was 48 per market for the CF and 75 per market for the PCA (market observation, mapping and timeline, and VAWG matrix). In addition, the target was also to select vendors from outside the market to include in the PCA, for which the target was 25 at Gerehu and 5 at Gordons (as part of a transect walk).

The actual sample sizes for Gerehu were 20 for the CF and 51 for the PCA inside the market (a total of 57 women and 14 men), covering about 71 percent of the total population present at the time of the field inquiries. For the PCA outside the market at Gerehu, 17 vendors were selected. For Gordons, the actual sample sizes were 29 for the CF and 54 for the PCA inside the market (a total of 68 women and 16 men), amounting 64 percent of the total Gordons-at-Boroko population. For the PCA outside Gordons, data from only one vendor was collected.

Furthermore, all available members of the Market Management Committees of Gerehu and Gordons were included in the research. For Gerehu there were

three men and one woman, and for Gordons four women and seven men.

The sampling was done as follows:

- Inside, the markets were stratified into sections, and vendors were selected at three different times of the day (early morning, mid-day, and afternoon) from the different sections in equal amounts but based on their availability. Outside, vendors were selected in each of the different areas (incl. cooked food sellers by the car park, firewood sellers by the fence, betel nut on the road to the bus stop, and vegetable vendors by the bus stop), also based on their availability;
- At inception, the plan was also to include 10 customers inside each market, and 5-6 customers outside the market of Gerehu, also to be selected from the different sections/areas based on their availability. The researchers encountered great difficulty, however, to find customers willing to spend ten to twenty minutes of their time, and given the limited data it produced, decided to eventually leave the customers out.

### Meri and Meri Seif Buses

The target samples for the *Meri Seif* and *Meri* bus users were 50 and 25 respectively (all female). The actual samples amounted 60 and 26 respectively (all female).

Stratified availability sampling was employed for selecting the users. The CF sessions were conducted three times a day (morning, midday, and after closing of business hour) and spread across the different bus services. On the buses the users were selected based on their travel distance and thus the time available for doing the CF exercise. Those travelling the furthest from each main bus stop were invited for small group CF sessions. With permission from the driver and the bus crew, participants were asked to sit at the back of the bus to conduct the CF sessions. At peak moments when the bus was full, users were invited to come to NRI at a set date to conduct the CF with offering of a free lunch.

### **Sanap Wantaim and CRAMS**

Out of 13 youth leaders on the Campaign Advisory Committee, 12 were involved in the evaluation (list provided by UN Women). Furthermore, 11 youth mobilizers were involved, selected based on availability. For the schools where the *Sanap Wantaim* Programme had been implemented (incl. De La Salle, Kila Kila and Gerehu Secondary Schools), the target sample size was 24 (12 boys and 12 girls), while the actual amount of participants was only 14 (half boys and half girls).

All Human Rights Defenders (HRDs) that were part of the CRAMS (a total of 12) were invited to the NRI for the CF sessions with offering of free lunch. Ten effectively participated.

## **Challenges and Limitations**

### **Design Limitations**

The design for assessing contributions to impact level change was confronted with a few major challenges, which made it impossible to conduct a counterfactual analysis. The challenges were the following:

- There was no valid quantitative baseline data on VAWG in the treated markets, nor was there any official statistical data available on VAWG specifically referring to the markets that could be used as a quantitative point of comparison;
- The work done with NCDG had affected all markets of Port Moresby; consequently there were no markets that could serve as a suitable comparison baseline, reflecting the situation from before the Programme had started;
- All markets were quite unique in terms of context, violence/VAWG types and prevalence, safety issues, size, management, and ethnic dynamics, making it difficult if not impossible to draw generalizable conclusions about causality based on any sort of comparison;
- Additionally, the small number of treated markets (4), and particularly the ones treated long enough to be considered “evaluable” (2), did not allow for a configurational counterfactual analysis to generate generalizable findings regarding contributions to impact;

The proposed design therefore focused on:

- Treated markets only, in particular those where (almost) all interventions had been implemented long enough for impact to show (Gerehu and Gordons);
- Robust “within-case” analysis of causality in each of these markets, by applying a Contribution Tracing procedure that collects data with at least two different methods for each causal relation, each with at least two different groups or as many individual stakeholders as possible, to enable intensive and systematic cross-checking; and
- Applying ‘multiple lines and levels of evidence’ evaluation principles such as running multiple iterations of separate crosschecking and cross-validation by different evaluators.

For the Programme’s Safe Public Transport Initiative, assessing impact was largely premature, but progress towards outcomes were evaluated, focusing on achievements related to institutional awareness and preparedness and the contributions made by the *Meri Seif* and *Meri* buses to providing safe and reliable transport and building the business case for changing the public transport sector. The *Sanap Wantaim* campaign had been implemented for only two years when the evaluation was conducted, so the evaluation focused on progress towards achieving awareness outcomes among the youth in the targeted areas and among the women in the markets and on the *Meri Seif* buses. Because the focus was on performance and learning, it was unnecessary to cover representative samples and conduct a rigorous Contribution Tracing. Inquiries were more case-based and anecdotal, involving less cross-checking than in the evaluation of the Safe Markets Initiative.

### **Implementation Limitations**

The evaluation encountered multiple challenges and limitations during its implementation, mostly related to:

- the scope and timing of the evaluation;
- the availability, motivation and capacity of research participants; and
- the difficult context in which field inquiries took place.

First and foremost, it appeared quite challenging for the local research team to solicit information on VAWG as distinct from other forms of violence. This challenge was also encountered in the Programme baseline and other studies. It seems quite impossible to distinguish VAWG from regular violence in the context of PNG where violence and gender inequality are so entangled.<sup>7</sup> This led to little accurate explanation on the occurrence of the different types of VAWG and changes in their patterns.

The APEC Economic Leadership Meeting on 17-18 November 2018<sup>8</sup>, and the vendor trainings and registration for the reopening of the Gordons market constrained people's safety, time and availability for the research. The APEC Meeting demanded large amounts of the city's logistics and security and police resources in the weeks before and during the event, leaving parts of Port Moresby unprotected. The local research team had to suspend the inquiries several times, for safety reasons. Data collection in the markets moreover was delayed, as vendors were occupied with attending trainings, meetings and registrations for Gordons. Vendors also suffered survey fatigue, were often too busy doing business, or simply were not interested in the research. Participants' limited availability and capacity put a constraint on the sampling and group compositions. In two occasions, for instance, the researchers had no other choice but to facilitate a CF discussion with a mixed group (in the first occasion, with youth nebulizers and targeted youth; in the second, with men and women vendors). Also, compliance to the ethical guidelines for research on VAWG made it more challenging to conduct group discussions and find enough people to participate. For instance, it was impossible to invite the vendors to a secured space outside the market for interviews and discussions, as the vendors were unwilling to leave their stalls. Arrangements were made with a local church compound and guesthouse, and enumerators

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7 See Section 2.1 for more detail on context. The difficulty of assessing VAWG is also recognized in the Programme documentation and qualitative baseline study.

8 APEC Papua New Guinea 2018 was the year-long hosting of Asia-Pacific Economic Cooperation meetings in Papua New Guinea. It was the first time Papua New Guinea was hosting the APEC meetings. The APEC Economic Leadership Meeting of 17-18 November required a huge concentration of resources, logistics and security, which left large parts of Port Moresby unprotected, resulting in an increase in conflict and violence. The researchers decided to interrupt the inquiries during that week, for safety reasons.

offering to ward the stalls, but the vendors refused to participate if they had to leave their stalls.

Psychologically, the constant threat of violence made fieldwork draining and challenging for the local researchers, even though they are used to violence as part of daily life. In two instances known to the international team, members of the local team had to suspend their activities due to heavy headaches and stress-related depression.

In general, the scope of the evaluation was found too wide and too complex, and the resources spread too thin. The local research team was too small to handle this large scope and complexity. There were too many questions, initiatives/projects, interventions, stakeholders, and demands involved. The budget did not allow for a bigger team.

The one-month's in-country co-design and training provided by the international evaluation team leader was insufficient to enable the local team to deliver on such a complex task in time. Accompaniment during fieldwork would have helped avoid some of the problems and delays. However, the budget did not allow for the team leader's prolonged field attendance. Consequently, data collection took two months longer than planned, and the local team was unable to produce the preliminary analysis as agreed in their ToR and the field guidance provided to them.<sup>9</sup>

The raw data received from the local team showed important gaps in terms of explanations, making accurate interpretation by the international team more difficult. Prompt responses were received from the local research team to the international team's questions for clarification. Substantial effort was spent on filtering and 'cleaning' the raw data and harvesting additional information to enable robust crosschecking and analysis.

As a consequence, the delivery of the analysis and final reporting required more time and effort than was expected, and the international team was unable to catch up and compensate for the fieldwork's delay.

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9 Cf. Inception & Field Manual (Van Hemelrijck and all, November 10, 2018).

# ANNEX II - STRENGTH OF EVIDENCE SCORES

The scoring of the strength of evidence is part of the **contribution tracing method** used in a **PIALA-based design for “small n” evaluations**<sup>10</sup>. The scoring of the relative strength of contribution for each causal relation in the Theory of Change is accompanied with an average score of confidence in the supporting evidence, which draws on a scoring of the strength of evidence for the findings on each of the causal relations.

The strength of evidence for the findings is assessed on:

- the ‘sufficiency’ of the data (i.e. quantity and inclusiveness) for making a sound judgment about the causal relation; and
- the ‘reliability’ or likelihood that other independent inquiries will obtain the same evidence, the extent to which different sources and viewpoints confirm or contradict each other is considered indicative.

The overall rule is that the evidence needs to be based on a minimum of two independent and reliable sources, and supported by verifiable Programme documents or relevant secondary data, in order to be found reasonably ‘reliable’.

<sup>10</sup> i.e. The amount of comparable cases is too limited to apply a full configurational analysis. In such “small n” evaluations, PIALA’s configurational analysis method is reduced to its contribution-tracing component (see also: <https://collabim-pact.org/contribution-tracing>).

**Table 11** overleaf presents the evidence scores for this evaluation’s findings, which were compiled based on the integrated data collations for the different Programme components. We used the following scale for scoring our evidence:

- **Score 4 – Evidence is very strong**, due to sufficient and reliable data
- **Score 3 – Evidence is relatively strong**, due to reliable data that is almost sufficient
- **Score 2 – Evidence is relatively weak, like a smoking gun**, as the data is not entirely reliable although (almost) sufficient
- **Score 1 – Evidence is very weak, like a straw in the wind**, as the data is insufficient and unreliable
- **Score 0** – We don’t have the data to construct the evidence for drawing a credible conclusion.

To ensure the two criteria were met with the greatest possible rigor, we also assessed and scored independently the quality of all the individual data points obtained from the different methods and tools used in this evaluation. The quality was assessed according to the relative ‘completeness’, ‘relevance’, ‘sufficiency’, ‘reliability’ and ‘intelligibility’ of the submitted data, in accordance with the methodological guidelines in the Inception & Field Manual (Van Hemelrijck and all, November 10, 2018).<sup>11</sup>

The findings were then formulated based on the linking and crosschecking of the individual data points that were found of reasonable quality.

<sup>11</sup> For Gerehu: 84% of the data was found complete, 78% reasonably relevant, 74% reasonably sufficient, 77% reasonably reliable, and 95% understandable. For Gordons: 46% of the data was found complete, 74% reasonably relevant, 43% reasonably sufficient, 84% reasonably reliable, and 97% understandable. The data gaps and weaknesses were largely due to the limitations described in Annex I.

**TABLE 4**  
**Strength of Evidence Scores**

Findings	Evidence Score
<b>Context relevance, partnership and learning, and M&amp;E</b>	
1 This evaluation found that the 'Port Moresby: A Safe City for Women and Girls Programme' has taken careful and considered account of the context in its design and implementation – recognizing the overwhelming prevalence of VAWG, a patriarchal culture that did not prioritize this issue, and a weak civil society advocacy base unable to hold decision makers to account. As a result, the Programme was able to turn the complexity of Port Moresby's urban development context into an opportunity to impact high levels of VAWG under an integrated multidisciplinary response that was in the interests of decision makers, community members and the wider public alike.	4
2 VAWG, in particular SV/SH infringe upon women's and girls' mobility, rights and opportunities, and prevent them from fully accessing development opportunities and engaging in social, political and economic life. The Programme was designed to directly and coherently address this gender and rights issue in a holistic and empowering way that moved far beyond merely social protection, to strategically combine interventions at three fronts: building women's/girls' agency; building relationships (social networks); and building the institutional environment.	4
3 The Gender and Human Rights Based (GHRB) implementation of the Programme achieved efficiency and effectiveness by moving from a traditional project delivery approach to a more empowering model that works through organizational partner arrangements, geared at building institutional capacity. By anchoring these arrangements in GHRB principles and values, the approach shifted the relationship between donor and partner recipients from a <i>transactional</i> to a <i>transformative</i> partnership.	3
4 UN Women's progressive decision to integrate M&E responsibilities as far as possible within the government institutions and partners aimed at improving GHRB learning and sustainability, created challenges of eliciting reliable data on the outcome goals. UN Women compensated this by commissioning regular reviews that informed the donors and at the same time also prompted critical reflection and learning among the partners.	3
<b>Impact level changes in Women's/Girls' Empowerment and Opportunities (nr 1 in the ToC in Fig 1)</b>	
5 The most transformational impact of the Safe Markets Initiative was created through the collective association and engagement of previously marginalized and voiceless women vendors. The institutionalization of Market Vendor Associations (MVAs) as part of a participatory governance model stands out as a significant contribution to the Programme's higher-level impact ambition of socio-economically empowering women vendors. However, this will only be sustained if NCDC decision makers and market management are able to better listen and respond to women vendors' concerns through this institutional arrangement (see also Finding 15).	4
6 Unaccounted and uncoordinated top-down NCDC decisions regarding the construction licensing and urban developments in the surroundings of Gerehu market caused a sharp decline in customers and negatively impacted women's businesses. Furthermore, NCDC's decision to restrict Gerehu market sales to fresh produce only and transfer the sales of cooked food and all other goods to the outside, excluded many women and girls from the market while relocating gender-related safety issues from the market to the access road and further limiting the market's accessibility for customers.	4
7 The new Gordons market was expected to boost women's economic opportunities after its reopening, which was imminent at the time of the evaluation, and evident from the high demand for market slots. This confirms what the Gerehu case already suggested: safety and wellbeing go hand in hand with infrastructure and business opportunity.	3

Findings		Evidence Score
8	Gerehu market missed an important opportunity to boost vendors' economic empowerment by creating safe market-based access to finance. The piloting of a MiCash mobile banking system backed by financial literacy training initially helped strengthen women vendors economically and reduce extortion and robbery in the market. However, the scheme did not survive mainly due to vendors' insufficient income and capacity, exaggerated by issues of accountability and access to mobile phones, and the decline in customers (cf. Finding 6).	3
9	Evidence suggests that the VAWG-preventive market governance model developed by the Programme's Safe Markets Initiative will be replicated in all other markets of Port Moresby, and its vendor-empowering association model expanded to the entire informal economy countrywide. This will dramatically help to enhance women's and girls' empowerment and opportunities, provided that policy and decisions makers at the local and national level are able to engage with women leadership through institutional arrangements such as Market Vendor Associations (MVAs) and Market Management Committees (MMCs).	3
<b>Impact level changes in Women's/Girls' Safety and Comfort in the Markets (nr 2 in the ToC in Fig 1)</b>		
10	The Programme has contributed to significant improvements in the safety, hygiene and comfort of the vendors and customers (over 90 percent women and girls) in Gerehu market. According to police statistics, there have been no incidents of sexual violence or major criminal activity in the market since it was renovated. Outside the market, safety remains an issue for women/girls due to the lack of security. Also in Gordons, safety for women and girls inside the market had improved until its closure for infrastructure works in 2017, albeit much less than could have been expected had the new market infrastructure been in place.	4
11	Although Gerehu market had become much safer, with less VAWG and less theft, safety remained a concern as vendors at times said they felt intimidated by the market controllers and security guards around fee payments and attempts to prevent them from selling outside the market. There were also fewer vendors and customers in the market to watch each other's backs due to the unaccounted decisions made by NCDC that affected the access route to the market (cf. Finding 6). Vendors from Gordons reported they had experienced inappropriate and violent behavior by security guards at Gordons in the period before its closure. This had prompted UN Women to intensify the training of market security and management on a range of gendered approaches to market management.	4
12	Significantly, ethnic violence inside the markets declined in the past 5-7 years due to the establishment of Market Vendor Associations (MVAs) that are organized around what women are selling (rather than explicitly ethnic identity), and to a better market management and handling of conflict and diversity. A new kind of discrimination emerged, however, between permanent vendors (traders) versus seasonal vendors (farmers). This demonstrates the dynamic environment of markets needing continuous monitoring of the 'checks and balances' in the Market Vendor Associations and Market Management Committees.	4
<b>Outcome level changes in market management and governance (nr 3 in the ToC in Fig 1)</b>		
13	A structural reform of NCDC combined with the development of operational management mechanisms, guidance and tools, and the training of responsible staff –all attributable to the Programme's Safe Markets Initiative– helped to create a highly promising model for VAWG-preventive market governance.	4
14	As a direct consequence of the NCDC structural reform and new governance model developed through the Programme, market management and security improved, contributing to the increased safety for women and girls inside the market. In Gordons, improvements in market management and security were pending the opening of the new market infrastructure. NCDC's market managers, however, intended to also use the model to manage the new Gordons market.	4

Findings		Evidence Score
15	As a direct consequence of the NCDC structural reform and new governance model developed through the Programme, market management and security improved, contributing to the increased safety for women and girls inside the market. In Gordons, improvements in market management and security were pending the opening of the new market infrastructure. NCDC's market managers, however, intended to also use the model to manage the new Gordons market.	4
16	The CRAMS initiative –the Community Referral and Mentoring Services developed with support from the Programme– succeeded in improving access to support services for survivors of VAWG (in particular SH/SV), due to the extraordinary efforts and personal commitments of the community volunteers trained as Human Rights Defenders (HRDs). Yet it did not succeed in improving police responsiveness and service delivery to survivors across the city because of capacity constraints on the part of the service providers. Addressing these constraints fell outside the Programme's scope.	4
<b>Outcome level changes in awareness and intolerance of VAWG (nr 4 in the ToC in Fig 1 and Fig 2)</b>		
17	The volunteers trained by UN Women as Human Rights Defenders had been effective in making women and girls in the communities and schools targeted by the Programme aware of their rights and of the services they could access to help them to assert their rights in case of VAWG. Their direct and indirect reach, however, had remained limited due to their small amount (32) and their limited time and resources.	3
18	The <i>Sanap Wantaim</i> campaign contributed to creating cohesion and shared values of equality and mutual respect amongst targeted youth, and even had a "life changing" impact on its youth leaders and mobilizers. However, since the campaign commenced only in 2016, it was too early to expect a real transformative change in the cultural prescripts of youth behavior across the entire city. Outcome level changes in market infrastructure and facilities.	3
<b>Outcome level changes in market infrastructure and facilities (nr 5 in the ToC in Fig 1)</b>		
19	The physical market infrastructure and facilities/services had improved significantly in Gerehu Market due to the Programme interventions, and had transformed the market into a safe, comfortable and dignified place for women to conduct their businesses. The completion of the brand-new Gordons market was imminent at the time of the evaluation, with expectations among all stakeholders being very high (see Finding 7). The difficulty in maintaining security in the old Gordons market confirmed what the experience in Gerehu already demonstrated, namely: hard infrastructure improvements alone are not enough to ensure the safety and economic opportunities for vendors. Infrastructure must be accompanied by inclusive governance structures and vendors' voice, in order for these investments to have a transformative and sustainable impact on women's safety and empowerment.	4
<b>Outcome level changes in public transport (nr 6 in the ToC in Fig 2)</b>		
20	Collaborative evidence-generation with and capacity building support to public transport authorities (RTA, NCDC, and RPNGC) and operators (PMV Association) in Port Moresby, allied to strategic oversight and regular policy engagements, effectively contributed to building the institutional awareness and necessary preparedness to make the public transport sector more gender-sensitive and VAWG-preventive/responsive.	3
21	There is overwhelming evidence that the <i>Meri Seif</i> and <i>Meri</i> bus services have been highly successful in providing safe and reliable public transport to women and girls in Port Moresby, and have met an important and urgent need. Furthermore, evidence suggests there is a business case for expanding the paid <i>Meri</i> bus services.	4
22	Although the provision of <i>Meri Seif</i> bus services had improved women's/girls' safety of access to and from the markets, safety remained an issue because of the large distance and unsafe walking routes from bus stops to the market gate and back. In addition, bus stops remain unsafe due to poor infrastructure and lighting as well their location in places where large crowds of people enable opportunistic crime.	4

# ANNEX III - PARTICIPANT SAMPLES

## Markets

Method	Participants	Gerehu		Gordons	
		Women	Men	Women	Men
PCA	Market vendors selling INSIDE the market > 3 yrs	47	4	49	5
	Market vendors selling OUTSIDE the market > 3 yrs	12	5	1	0
CF	Members of the Market Vendors Association (MVA) EXCLUDING Vendor Association leaders	9	7	14	4
	Members of the Market Vendors Association (MVA) EXCLUDING Vendor Association leaders	1	3	4	7
<b>Total</b>		<b>69</b>	<b>19</b>	<b>68</b>	<b>16</b>

Method	Participants	Amount (n)	Gender
KII	NCDC market Division, Gender and Youth Desks, Infrastructure	3	Mixed
	NCDC Planning & Infrastructure	1	Male
	NCD Governor Office	2	Male
<b>Total</b>		<b>6</b>	<b>-</b>

## Public Transport

Method	Participants	Amount (n)	Gender
CF	<i>Meri Seif</i> Bus users	60	Female
	<i>Meri</i> Bus users	26	Female
	<i>Meri Safe</i> and <i>Meri</i> Bus crew	17	Mixed
<b>Total</b>		<b>103</b>	-

Method	Participants	Amount (n)	Gender
KII	<i>Meri Seif</i> fleet managers and M&E officer	2	Male
	Ginigoada directors	2	Male
	PMV Association members	1	Male
	ICCC	4	Male
	RTA (Wilson)	1	Male
	NCDC Urban safety	1	Male
<b>Total</b>		<b>11</b>	-

## Campaign and Referral

Method	Participants	Amount (n)	Gender
CF	CRAMS Human Rights Defenders	10	Female
	Youth Mobilizers	11	Mixed
	Youth Leaders (members of the Campaign Advisory Committee)	12	Mixed
	Youth in the schools and communities targeted by the <i>Sanap Wantaim</i> Campaign	14	Mixed
<b>Total</b>		<b>47</b>	-

Method	Participants	Amount (n)	Gender
KII	RPNGC	1	Male
	Family Support Centre	1	Female
	Campaign NGOs	3	Mixed
	NCDC GBV Secretariat / Family Sexual Violence Unit	1	Female
	Minister for Community Development	1	Male
<b>Total</b>		<b>7</b>	<b>-</b>

## Donors

Method	Participants	Amount (n)	Gender
KII	UN Women Safe Markets Coordinator	1	Female
	UN Women Safe Markets Officer	1	Female
	UN Women Safe Public Transport Coordinator	1	Female
	UN Women <i>Sanap Wantaim</i> Coordinator	1	Female
	UNCT GTG	4	Female
	DFAT	4	Female
	Former Programme UN Women coordinators	4	Female
<b>Total</b>		<b>16</b>	<b>-</b>

# ANNEX IV - MARKET CF SCORES AND EXPLANATIONS

Summary of Market CF Scores						
	Gerehu			Gordons		
	MMC	MVA Leaders	MVA Members	MMC	MVA Leaders	MVA Members
1. MMC success in achieving its purpose	9			10		
2. MVA success in achieving its purpose		8	2	–	10	6 (10 women; 1 man)
3. MMC serving all vendors' interests equally	7			8		
4. Importance to be an MVA member		10	10		?	10
5. Equal MVA membership opportunity		8	10		10	10
6. Vendors' influence on market management decisions through MVA	7	9	3	2	10	5 (1 woman; 9 men)
7. Benefits from changes in market infrastructure and facilities for in- and outside vendors	8 Not good economically	5 Not good economically 10 Good physically	3 Not good economically (1 woman; 5 men)	5 Not good physically: no change	10 Good physically: WASH & police post	3 Not good physically: no change (1 woman; 5 men)

8. Benefits from changes in market management for inside and outside vendors	1 Not good economically	10	3 Not good economically: fee collection while no customers (1 woman; 5 men)	8	10	? Not good: bribery, extortion, chaos and trash
Usefulness of referral pathway info	9	10	?	? (Mixed)	10	6 (1 woman; 10 men)

Market CF Scores from MMC				
	Gerehu		Gordons	
	Score	Explanations / Comments	Score	Explanations / Comments
1. MMC success in achieving its purpose	9	MMC has contributed towards improved safety in the market The collection of tax revenue is not (yet) effective	10	MMC is fairly new but has been working well MMC-Police + MMC-Urban safety partnerships have enhanced security of the market
2. MMC serving all vendors' interests equally	7	Registered vendors of the MVA benefit through protection and representation	8	MMC operates in context where there is a lack of space to accommodate all vendors
3. Vendors' influence on market management decisions through MVA	7	MVA executives contribute to decisions but because of their low literacy level many a times the MMC makes the decisions	2	The MVA has become politicized and operating out of self interest There is a communication gap between the MVA and MMC, with MVA bypassing MMC to go directly to NCDC or Governor's office
4. Benefits from changes in market infrastructure and facilities for in- and outside vendors	8	Positive impact on safety but not on income Reduced space has meant some vendors have lost their slots and moved outside	5	Despite a lack of overall improvement in the market, the MMC has at least achieved some changes by trying to create more space and making minor repairs and maintenance

5. Benefits from changes in market management for in- and outside vendors	1	<p>No changes; no customers; equal distribution of spaces is not fair; ticketing not improved</p> <p>Good that the MMC has banned certain things such as betel nuts</p> <p>MMC should run annual ID card renewal not UN Women</p> <p>Good relationship between MMC and MVA, but MVA listens to the UN Women more than the MMC when it comes to discussing about certain things in the market</p>	8	<p>The MMC only came into existence in 2015 and also lacks funding</p> <p>There is a need for support to improve the MMC</p>
6. Usefulness of referral pathway info		<p>Female vendors have been informed by the UN Women on threats and sexual harassment</p> <p>There are other groups such as Ginigoada, <i>Sanap Wantaim</i> and Marie Stopes who come and do awareness</p>	4	<p>“In the past the Referral Pathway did not exist”</p> <p>Not in individual scoring there was a range of scores, two female MMC members scored this 10/10</p>
n	1		7	

Market CF Scores from Gerehu MVA Constituents				
	MVA Execs		MVA Members	
	Score	Explanations / Comments	Score	Explanations / Comments
1. MVA success in achieving its purpose	8	MVA gives vendors a collective voice Working together reduces violence and addresses problems MVA needs more support from management to work well	1 (F) 3 (M)	<ul style="list-style-type: none"> <li>MVA was run well from 2012-13 but from 2017-18 it has not been good, with vendors not prevented from going outside the market (F)</li> <li>MVA (now) not functioning well, with no accountability (F)</li> <li>Since its formation, MVA members don't really understand its function and purpose (M)</li> </ul>
2. Importance to be an MVA member	10	The MVA is bridge from vendors to the market management MVA members support each other to improve business	10 (F) 10 (M)	<ul style="list-style-type: none"> <li>MVA concept is very important, with its purpose to help vendors organize and link with the NCDC (F)</li> <li>MVA good concept but nothing good yet resulted and no formal support to move the MVA forward (M)</li> </ul>
3. Equal membership opportunity	8	Any vendors selling in or around the market can join Betel nut sellers are excluded under market's by-law (the MVA Exec had upper management, NCDC office, regarding this and now await their response)	10 (F) 10 (M)	<ul style="list-style-type: none"> <li>MVA is open to anyone but it depends on the individual whether he/she wants to join the MVA (F)</li> <li>Vendors (then) sell in spaces based on their ethnicity (F)</li> <li>Open to all/ individual right, although not all join based on unaccounted funds + present poorly functioning MVA Exec (M)</li> </ul>
4. Vendors' influence on market management decisions through MVA	9	Management usually responds well to issues brought to them by the MVA Exec on behalf of the vendors (e.g. improving market time openings)	1 (F) 5 (M)	<ul style="list-style-type: none"> <li>MVA members do not have an influence on the MMC (F)</li> <li>MVA Execs/members – MMC relationship not good (F)</li> <li>MMC control the market well but the vendors disobey and sometimes misunderstand the management (M)</li> </ul>

5. Benefits of changes in market infrastructure and facilities to in- and outside vendors	10 (phys) 5 (economic)	Major improvement in facilities and cleanliness Security is now good, stopping fights inside and preventing fights coming in from outside Business is bad with few customers and most vending happening at the bus stop and outside the car park. Betel nut ban and blocked access road are major contributors	1 (F) 5 (M)	<ul style="list-style-type: none"> <li>Lack of customers is the only problem, caused by blocked alleyway, departure of other stores that drew customers and betel nut ban (F)</li> <li>Infrastructure and facilities are extremely good, but customer-base is going down (same explanation) (M)</li> </ul>
6. Benefits of changes in market management to in- and outside vendors	10	Market management change has provided good services, especially security Cooked food and betel nuts banned are kept out of the market, smoking as well, keeping the market clean Management helps with the vendor registration /ID cards	1 (F) 5 (M)	<ul style="list-style-type: none"> <li>MMC allocates spaces to vendors but still collects taxes despite absence of customers (F)</li> <li>Previous manager worked well and understood the vendors; new management brings in new ideas and nothing changes (M)</li> </ul>
7. Usefulness of referral pathway info	10	NCDC/ UN Women-backed awareness raising took place. Two MVA vendors had UN women training and now help other women with referrals. They are recognized by women in the market and community, and "feared" by abusive men	1 (F) 10 (M)	<ul style="list-style-type: none"> <li>Under the previous NCDC market supervisor (Mato) a lot of people came to give information (misunderstood question) (F)</li> <li>UN Women training for management and awareness raising is good (misunderstood question) (M)</li> </ul>
n	3		9 (F) 7 (M)	

**Scored out of 10:** 1: extremely low; 2-3: very low; 4-5: low; 6-7: high; 8-9: very high; 10: extremely high

\*Note: Male and Female MVA members CF sessions conducted separately

Market CF Scores from Gordons MVA Constituents				
	MVA Execs		MVA Members	
	Score	Explanations / Comments	Score	Explanations / Comments
1. MVA success in achieving its purpose	10	MMC is doing its work well to control and regulate the market  Since 2012, the MMC has worked closely with the MVA to keep market safe and clean	10 (F)  1 (M)	<ul style="list-style-type: none"> <li>• MVA does well to represent vendors in voluntary capacity despite lack of assistance from NCDC (F)</li> <li>• The MVA has not secured projects for supplementary income as promised (M)</li> <li>• There is a lack of communication between MVA Execs and registered members (M)</li> <li>• Fees are unnecessarily being paid for the MVA's sake (M)</li> </ul>
2. Importance to be an MVA member	X	Not answered. They used the MMC scorecard by mistake?	10 (F)  10 (M)	<ul style="list-style-type: none"> <li>• With the Association now in place, there is control and vendors know each other (F)</li> <li>• MVA ID card brings benefits + access to banks/ financial assistance (F)</li> <li>• MVA a promising concept, with prospect of enabling vendors to borrow from the MVA account against projects secured (M)</li> </ul>
3. Equal membership opportunity	10	Anyone can join the market vendors association  All vendors from different ethnic groups are also represented well in the MVA & the MMC also creates equal opportunity for all	10 (F)  10 (M)	<ul style="list-style-type: none"> <li>• They asked everyone in the market to become member of the association. The membership was open to both those that are selling inside and outside the market. Everyone has equal chance to join in (F)</li> <li>• The MVA umbrella structure with sub affiliations makes it easy for vendors to join their group of choice (M)</li> </ul>

4. Vendors' influence on market management decisions through MVA	10	MVA & MMC work together; they discuss/meet with MMC & make decisions. These decisions are announced over the PA system/loud hailer to all vendors	1 (F) 9 (M)	<ul style="list-style-type: none"> <li>• Vendors used their own money to do things. Management used their names/Association to get money and use it for their own good. The management are just doing nothing (F)</li> <li>• Most of the decisions that are made by the market management are based entirely on their own perception and understanding. Vendors' representative committees are either overlooked or had not been involved in the market operation decision making (M)</li> </ul>
5. Benefits from changes in market infrastructure and facilities benefit to in- and outside vendors	10	<p>Only the toilet had been renovated &amp; no other changes made. The market remains the same</p> <p>Drainage system is cleaned by the MVA, MMC provides equipment</p> <p>Police post established in 2014 has reduced stealing inside the market; they work with vendors to keep the market safe</p>	1 (F) 5 (M)	<ul style="list-style-type: none"> <li>• No change/improvement has occurred. Other than the police post, nothing has happened (F + M)</li> <li>• Security concerns remain high (e.g. theft of <i>bilums</i> + overnight theft of goods) in the market despite police post (M)</li> <li>• Security service provision is poor + allowing a security service staffed from one ethnic group brings risk of compromise</li> </ul>
6. Benefits from changes in market management to in- and outside vendors	10	<p>Ticketing system introduced from 2012</p> <p>Cooked food vendors brought back into the market from 2012</p> <p>Security firm has changed four times</p>	10 (F) 5 (M)	<ul style="list-style-type: none"> <li>• With the new management system from 2013 there has been control replacing chaos, with rubbish everywhere and no security (F)</li> <li>• The market management is incompetent in managing the daily operations and regulations, leading to bribery and extortion (e.g. vendors bribing management to hold a space for another vendor) (M)</li> </ul>

7. Usefulness of referral pathway info	10	<p>UN Women meets with MVA monthly</p> <p>Awareness raising involves women &amp; girls – its beneficial to women who do not know how to address GBV issues</p> <p>Additionally have conducted financial literacy, SME and leadership training</p>	<p>1 (F)</p> <p>10 (M)</p>	<ul style="list-style-type: none"> <li>• They had not heard of this service. They only recall UN women visiting once (F)</li> <li>• Aware of several agencies that had done awareness at the market, including money management (Banking), mobile clinic with information on STDs and HIV/AIDS and information's on GBV or VAWG with vital information on point contact. The information given on GBV was very helpful, because this had encouraged Victims / Survivors of GBV to come out and to seek appropriate help. More awareness raising needed (M)</li> </ul>
n	4		<p>10 (F)</p> <p>4 (M)</p>	

**Scored out of 10:** 1: extremely low; 2-3: very low; 4-5: low; 6-7: high; 8-9: very high; 10: extremely high

\*Note: Male and Female MVA members CF sessions conducted separately

# ANNEX V - MERI SEIF & MERI BUS CF SCORES AND EXPLANATIONS

	Meri Seif Bus Crew		Bus Users	
	Group Score	Explanations / Comments	Average Score	Explanations / Comments
1. Meri Seif/Meri bus success in achieving its purpose	10	<ul style="list-style-type: none"> <li>The MS buses were put in place to provide safety for women and girls and in our opinion, it has achieved this purpose because we have observed that when women and girls get on the bus they feel comfortable and at ease unlike in the normal PMV they have to be on the alert every time for bag snatchers, pickpockets and drunkards</li> <li>However, we cannot say that most women and girls choose to get on the MS buses because sometimes even if we are there at the bus stops, most of them would still get on the PMV buses. One major reason for this is that we usually follow traffic rules. When there's traffic jam normal PMV drivers at times don't follow traffic rules and make short cuts to reach their destination quickly</li> </ul>	MSB 9 MB 10	<ul style="list-style-type: none"> <li>The MSB/MB bus service achieves its purpose, providing a safe and affordable service for women and girls</li> <li>The MSB/MB bus service minimises changes and accumulating charges. In contrast, with PMV buses there are lot of connections and changing of buses before one reaches her destination, with an expense of K4.00 – K5.00 or even more. We are able to save the bus fee to use for other purposes</li> <li>The MSB/MB service is successful in preventing youth (including drunkards and drug addicts) from getting on the buses and harassing or pickpocketing/ bag snatching from women and girls</li> <li>An additional important aspect of this success is that the MSB crew is all female and trustworthy (the MB crew has male security as money is being exchanged). The normal PMV buses are not safe in part because the bus crew are not honest and get women and girls into trouble. PMV drivers drive carelessly</li> </ul>

<p>2. Suitability of <i>Meri Seif/ Meri</i> bus to women and girls of Port Moresby</p>	<p>8</p>	<ul style="list-style-type: none"> <li>• The MS buses are driven and crewed by women and (are therefore) suitable for women and girls</li> <li>• Women with young male child/ children can also get on although we have not (yet) experienced that</li> </ul>	<p>MSB 9 MB 9</p>	<ul style="list-style-type: none"> <li>• The MSB/MB service is suitable for women and girls of Port Moresby, including younger and older women</li> <li>• The MSB/MB service prevents younger women and girls getting harassed by youth</li> <li>• The MSB/MB bus service is also very suitable for older women, as it helps them to avoid all the pushing and nagging at the PMV bus stop. There is enough space to sit and the bus is very comfortable. Men at the PMV stops and in the PMVs are rude and steal from those who are old and vulnerable</li> <li>• One woman reflected: <i>“We can laugh and tell stories (on the MSB/MB service) without fear of being scolded by the men who want us to stop talking and laughing”</i></li> </ul>
<p>3. Extent to which the <i>Meri Seif/ Meri</i> bus enables women and girls to reach their destinations safely, without any fear or risk of being harassed, touched, robbed, intimidated, ripped off, or attacked</p>	<p>8</p>	<ul style="list-style-type: none"> <li>• We have different routes going around in the city and operate from as early as 7am to 11am and then we take a break and start operation from 2pm-6pm</li> <li>• We usually have a lot of passengers for the buses within the city’s central areas like Town, Boroko and Waigani especially in the mornings and afternoons when women want to get to work or finished from work</li> <li>• We usually make stops at normal PMV bus stops when someone wants to get off or signals the bus to stop to get on. This means that we don’t usually take passengers right to their specific locations but we stop at the normal bus stops or nearby</li> </ul>	<p>MSB 9 MB 9</p>	<ul style="list-style-type: none"> <li>• As described above, the MSB/ MB bus service allows us to get to our destination without experiencing harassment or robbery</li> <li>• However, to get to their destination the MSB/MB drops off them off at the same bus stops as the PMV buses. These main bus stops are always unsafe and that’s where the most incidents of harassment or robbery occur</li> <li>• At Gordons market <i>“they leave us at the far end of the market where I have to make a long walk to the market”</i></li> </ul>

<p>4. Reliability of the <i>Meri Seif/ Meri</i> buses in keeping their routes, schedules and stops (compared to normal PMVs)</p>	<p>10</p>	<ul style="list-style-type: none"> <li>4. Reliability of the <i>Meri Seif/ Meri</i> buses in keeping their routes, schedules and stops (compared to normal PMVs)</li> </ul>	<p>MSB 8 MB 9</p>	<ul style="list-style-type: none"> <li>For most respondents, the MSB/ MB service tends to be reliable and arrive at the scheduled time</li> <li>Some reported late arrival of MSB/MB, meaning that if they are in a hurry they will take a normal PV</li> <li>Respondents reported overwhelmingly that the MSB/MB always took them to their destination and always completed its scheduled route</li> <li>The only challenge was to know well the schedule times that the buses arrives, so to catch the appropriate ride to arrive in time at your destination</li> </ul>
<p>5. Likelihood that women and girls would take the <i>Meri Seif/Meri</i> bus to go to their destinations if they had to pay the same bus fee as for the normal PMV</p>	<p>10</p>	<ul style="list-style-type: none"> <li>We believe that women and girls would still choose to (pay to) get on MS buses because of the security provided</li> <li>MS buses are very safe and we also feel that the youths who usually cause trouble for women and girls have a lot of respect for these buses and the work these buses are doing</li> <li>Even when we drive through settlements they (the youths) do not touch us</li> </ul>	<p>MSB 8 MB 9</p>	<ul style="list-style-type: none"> <li>Most respondents who were positive about the MSB/ MB service would continue to use the service if they had to pay the same fee as a normal PMV</li> <li>No MB respondents commented negatively on having to pay the (reduced) bus fare</li> </ul>

<p>6. Likelihood that women and girls take the <i>Meri Seif</i> bus (instead of the normal PMVs) to go to any of the markets of Gerehu, Gordons, Boroko or Koki markets</p>	<p>10</p>	<ul style="list-style-type: none"> <li>• As we responded above, we feel that women and girls will (continue to) use MS buses to get to market because their safety is guaranteed</li> <li>• And we also make our stops at the places or near the bus stops the normal PMVs usually make their stops so it is highly likely that they will still get on MS if they got on the right MS bus that go through markets they wanted to go to</li> </ul>	<p>MSB 7 MB 8</p>	<ul style="list-style-type: none"> <li>• Most respondents would use the MSB/MB service to get to the markets for the reasons described above</li> <li>• For some respondents, the lack of proper public information on the MSB/MB Schedules and routes) of service, explained why PMV buses were used more often than the MSB/MB</li> <li>• For some respondents whose priority was to get to work as quickly as possible or by a specific time, they would still prefer to use normal PMV services because of their greater frequency. One Meri bus user reflected this when commenting: <i>"It depends on which bus comes at the time I'm at the bus stop. If the PMV bus comes first than I get on otherwise it's the Meri bus"</i></li> <li>• One respondent reported that she could not get onto MSB with her market bags</li> <li>• Some respondents reported that the MSB/MB timetable did not fit with their schedule, particularly those needing to get to the market very early. One MB user reported: <i>"I have to get up very early around 5-6am and the Meri buses do not run during those times"</i></li> </ul>
<p>7. Level of helpfulness of the information provided to the <i>Meri Seif</i> bus users (if any) about services and contacts for women and girls in case of violence and sexual harassment</p>	<p>8</p>	<ul style="list-style-type: none"> <li>• Our crews usually provide this information verbally. So although we are not issued with cards to hand out for referral pathways, we do tell them verbally the places to go for help that we are aware of, for instance, the police</li> </ul>	<p>MSB 10 MB 10</p>	<ul style="list-style-type: none"> <li>• Most MSB respondents (45 out of 58) and MB respondents (22 out of 26) had not experienced onboard messaging provided</li> <li>• For the minority of MSB users that had experienced it, however, they found the information provided very educational and useful. One user reported: <i>"As a victim/survivor of domestic violence the information obtain from the Meri Seif bus had assisted me to secure help. I have obtained a divorce certificate and had separated from my abusive husband"</i></li> </ul>

8. Relevance are the <i>Sanap Wantaim</i> campaign messages to the <i>Meri Seif</i> bus users	7	<ul style="list-style-type: none"> <li>• Yes, they (<i>Sanap Wantaim</i>) have come into our buses a number of times. The messages are usually directed at young girls</li> <li>• It (<i>Sanap Wantaim</i>) is good but we feel that the type of language they use is not appropriate. They speak too fancy English which many mothers who are illiterate cannot understand and sometimes these mothers get irritated and instead of listening they ignore them</li> <li>• These youths must be taught how to relay their message in appropriate language that is suitable for the kind of environment and people they are targeting</li> </ul>	MSB 8 MB 9	<ul style="list-style-type: none"> <li>• Most MSB respondents (54/58) and MB respondents (24 out of 26) had not experienced the <i>Sanap Wantaim</i> on-board campaign</li> <li>• The very small minority that had experienced the campaign found it very useful and relevant</li> </ul>
n	16		MSB 58 MB=26	

**Scored out of 10:** 1: extremely low; 2-3: very low; 4-5: low; 6-7: high; 8-9: very high; 10: extremely high

# ANNEX VI - CRAMS CF SCORES AND EXPLANATIONS

	HRDs		NCDC FSVU	
	Score	Explanations / Comments	Score	Explanations / Comments
1. CRAMS effectiveness in their referral of victims to the appropriate services (e.g. police, courts, health services, counselling)	13	<ul style="list-style-type: none"> <li>The HRDs are respected in the communities. Any issues the people in the community faced they go to the HRD to help. The HRD works effectively as individuals, providing counseling, advice and helping survivors along the appropriate referral pathways (including doing things other partner in the CRAMS network are supposed to do)</li> <li>Pathways to medical services can be unclear for some victims and HRDs, especially when they cannot reach the Family Support Centre (FSC) due to financial reasons or during weekends and go to main hospital and clinics, where the assistance is poor. Also, Medical reports from the hospital and FSC are not always provided to the police FSVU as quickly as needed</li> <li>Assistance from the police (FSVU) depends on whether individual officers are willing to go out of their way to help, given the challenges they have on their part. The police work well with the HRDs at Gerehu but less so at Waigani (especially around fuel costs needed to assist HRDs with survivors)</li> </ul>	8	<ul style="list-style-type: none"> <li>HRDs are trained effectively to undertake basic counseling and deal with gender and human rights matters broadly, and GBV issues specifically. The NCDC Family and Sexual Violence Action Committee (FSVAC) also trains the partners of HRDs</li> <li>The HRDs work effectively in the markets and in their own communities. A change is observable in communities where they operate: people are starting to realize that violence against women is wrong</li> <li>The HRDs are constrained, however, by a high caseload, administrative burden and financial limits. One HRD defender, for example, deals with 30 cases in one week. The forms are difficult to collect. Data collecting is a challenge. Bus fares add up to a high cost and they work to demanding timeframes</li> <li>HRD effectiveness is further constrained by failings in the partner network which is not always effective and at times some things do not work as they should.</li> </ul>

<p>2. CRAMS accessibility to women and girls in Port Moresby</p>	<p>5</p>	<ul style="list-style-type: none"> <li>• At the level of the individual HRD, CRAMS are very accessible (10/10). The HRDs are well known in their communities and they have survivors approaching directly them for assistance.</li> <li>• It is the other parts of the system where there are limits to accessibility, which constrains the overall access of CRAMS as a system (see above)</li> </ul>	<p>4</p> <ul style="list-style-type: none"> <li>• Most women and girls in Port Moresby do not know about CRAMS which impacts on its accessibility</li> <li>• HRDs themselves do awareness raising on radio and through the media</li> <li>• Within communities and markets where they operate, their accessibility grows as people find out about them by word of mouth, passing on information on what the HRDs have done</li> <li>• Overall accessibility is limited by the relatively small scale of the operation on the ground and by the fact that most of the HRDs are volunteers</li> </ul>
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<p>3. CRAMS accessibility in Gerehu, Gordons, Boroko and Koki markets</p>	<p>3</p>	<ul style="list-style-type: none"> <li>• Not all the HRD are based in the market or are vendors. About 8 or 10 of them are market vendors</li> <li>• People in the market – mostly vendors and community people visiting the market -- who know of these HRDs seek help from them</li> <li>• There is no proper identification to clearly identify the HRD vendors, so sometimes women and girls at the market don't know who to go to</li> <li>• When these HRD are not there in the market when the incidents happened, it often goes unresolved</li> <li>• The police have a huge role and responsibility in the CRAMS system. But as much as they are needed at the markets to help the HRDs, police are sometimes part of the problem, particularly when abusing their power (through physical violence of financial extortion) outside the market fences when. This means that people are often scared to approach the police if experiencing abuse</li> <li>• Community policing in the markets (notably Moresby South/Koki) work better than the regular police and have rapid response. However, they are not effective to deal with the situations such as GBV and sexual assaults properly, thus the HRD takes it on again and furthers these cases. Community police need specialized training on how to deal with GBV and sexual assaults</li> </ul>	<p>5</p> <ul style="list-style-type: none"> <li>• HRDs operate only in Gordons, Gerehu and now Boroko market. For the purposes of discussion, they have operated in Gordons and Gerehu markets only</li> <li>• HRDs are part of the Market Vendors Association, and they assist other vendors</li> <li>• For instance, in Gordons market the HRDs report to Gordons police station. There was an incident that involved a policeman abusing a vendor, this was captured in the National newspaper</li> <li>• While HRDs work effectively in the markets, they are limited in number, with only 2-3 HRDs in each market Also, there are no HRDs at the (high risk) bus stop areas</li> <li>• Furthermore, there is no training for the PMV association, which is also where instances of violence/ sexual abuse occur. There is only one HRD driver for the <i>Meri Seif</i> Bus. There is a need for HRDs to deal with issues on the buses and bus stops</li> </ul>
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4. Level of importance to be an HRD	10	<ul style="list-style-type: none"> <li>• HRDs are VERY important in the communities They want to help people and change communities</li> <li>• They work hard and tirelessly for a good and safe community</li> <li>• Even their very presence in the community affects how the people in the community behave, particularly the perpetrators</li> <li>• Their presence gives hope to survivors knowing they can always get help when they experience violence in the community</li> </ul>	N/A	<ul style="list-style-type: none"> <li>• This question was not posed to the NCDC FSVU key informant</li> </ul>
5. Level of confidence with which HRDs are performing their role	10	<ul style="list-style-type: none"> <li>• As individual HRDs, even operating with limited resources, they are 100% confident to perform their role as an HRD</li> <li>• They have achieved a lot in the last 3 and their work has been recognized by the governor, Hon. Powes Parkop</li> <li>• Their confidence is affected by a lack of finances and fuel problems (see above)</li> <li>• Also, they are putting their lives at risk to especially intervene and rescue survivors. They protect other people but who will protect them? <i>“Where do we go to when we are attacked for saving lives?”</i> Nonetheless they continue to have faith and to help others and another despite these risks</li> </ul>	5	<ul style="list-style-type: none"> <li>• To become an HRD, there are criteria. HRDs must be passionate about ending violence against women and also have some status in the community, which gives them the best chance to be confident and effective</li> <li>• The HRDs are not supported effectively, however, facing logistical and funding difficulties to carry out their work. They sometimes end up having to provide for survivors and their children out of their own resources</li> <li>• There was a discussion about including the HRDs on the NCDC payroll, but this did not happen. There was also an idea to give them food vouchers</li> </ul>
6. Extent to which the HRDs were able to obtain the technical support, training and services needed to be a good HRD	5	<ul style="list-style-type: none"> <li>• They have been able to get good training and technical support from UN Women, equipping them with the tools and knowledge to confidently help and assist survivors</li> <li>• They need more legal training and feel that they need to be legally mandated</li> <li>• They also need an office to operate in, transport provided and paid for and consistent financial support</li> </ul>	4	<ul style="list-style-type: none"> <li>• The HRDs receive training but further capacity building training needed for HRDs to grow in their role and be more effective</li> <li>• Specifically, there is a need for more HRD counseling training</li> <li>• Funding is the only constraint to providing more HRD training</li> </ul>

7. How well people know and value the HRDs	10	<ul style="list-style-type: none"> <li>• All HRDs are well known in their communities, because of the work they have been doing, serving their communities</li> <li>• They are well respected, valued and appreciated</li> <li>• Even the police officials respect them</li> </ul>	10	<ul style="list-style-type: none"> <li>• Most HRDs have status, meaning that people already know them</li> <li>• Significantly, the communities where they operate have seen the need for the HRDs and go to them to seek help</li> </ul>
n	(10)		(1)	

**Scored out of 10:** 1: extremely low; 2-3: very low; 4-5: low; 6-7: high; 8-9: very high; 10: extremely high

# ANNEX VII - SANAP WANTAIM CF SCORES AND EXPLANATIONS

CF Scores from Youth Leaders and Youth Mobilizers				
	Youth Leaders		Youth Mobilizers	
	Score	Explanations / Comments	Score	Explanations / Comments
1. <i>Sanap Wantaim</i> campaign success in achieving its purpose	7	<ul style="list-style-type: none"> <li>The campaign is “slowly working towards achieving its goals (in schools, communities and buses)”</li> <li>(But) women and girls are still harassed, e.g. when going to Gordons market</li> </ul>	8  Gerehu 5	<ul style="list-style-type: none"> <li>The SWC leadership Programme has helped to build the confidence of prefects (for some it’s their first time to be student leaders and the Programme is helping them to be a leader)</li> <li>They are still trying to achieve some purpose of the campaign such as respecting women and girls, and males dominate when there should be equality</li> </ul>
2. How well the media has covered the campaign	5	<ul style="list-style-type: none"> <li>Registered vendors of the MVA benefit through protection and representation Early media coverage in first year of SWC (2016) but since then focus has shifted to schools, communities and buses. “media needs to be engaged not only during events but on a day-to-day basis”</li> <li>The media has covered the SWC through TV, radio and newspaper but when they go out on their campaigns people often ask them who they. This is because most people don’t have access to these media</li> </ul>	5  Gerehu 8	<ul style="list-style-type: none"> <li>In 2015-2016 the SWC was started &amp; it was covered by the media, however over time its deteriorated, there is less media coverage. SWC is not really covered in all forms of media</li> <li>Broad coverage in media but in terms of outreach they need to target markets and settlements as well as schools</li> </ul>

3. Extent to which people in the markets, schools, on the buses etc. in Port Moresby know and value the campaign	7	<ul style="list-style-type: none"> <li>• Good feedback from women bus users from awareness on GBV, referral pathways and on the rights of women and girls + sharing this knowledge with other women</li> <li>• School awareness or sessions are in the afternoon and it's a challenge due to low concentration levels, although an 'information expo' was successful</li> <li>• Increases in knowledge and valuing of campaign reported in targeted communities, with sessions on alcohol abuse particularly valued</li> </ul>	5  Gerehu 8	<ul style="list-style-type: none"> <li>• Though the campaign is important, people are ignorant about it, mostly the youths and the ordinary people. This is because people are assuming it is just an awareness and are not seeing it in action. PNG see it to believe it, therefore, they should use drama etc more</li> </ul>
4. Level of importance for youth to be a grassroots youth mobilizer	10	<ul style="list-style-type: none"> <li>• "Campaign has changed our lives". Joined SWC to make a change, make other youths believe that change is possible, inspire them to think beyond the box</li> <li>• Change requires individual change makers. We have a purpose and role in making a change</li> <li>• We like to be a good example for the youth on the street and to raise their rights awareness</li> </ul>	10  Gerehu 10	<ul style="list-style-type: none"> <li>• To be a leader helps you to be confident, have courage &amp; help others be strong. The Programme has helped the school leaders to know other students and understand who they are</li> <li>• Becoming a youth mobilizer is good for prefects, as they can bring impact to classroom, families and their communities. It is good for us to learn about the importance of respect</li> </ul>
5. Level of confidence with which youth mobilizers are performing their role	7	<ul style="list-style-type: none"> <li>• Confidence depends on the individual. Young people get involved in the SWC through friends of friends. Most of the youth mobilizers (YM) are not confident but there are few who are. Training is capacity building and helps them to build their confidence</li> <li>• Yms are assigned work based on their confidence. Those who are very confident do the talking while those who aren't that confident assist with handing out of posters and leaflets</li> </ul>	7  Gerehu 6	<ul style="list-style-type: none"> <li>• Student leaders may be confident and play their roles well but sometimes students don't listen to them and at times keep quiet</li> <li>• As a school prefect, <i>Sanap Wantaim</i> campaign can improve leaders' role in school. They can set good examples, and be role models to other students. They need more training to be more confident in front of the youths in the school and outside as well</li> </ul>

6. Extent to which the youth mobilizers able to obtain the training and support needed to be a youth mobilizer	7	<ul style="list-style-type: none"> <li>UN Women has an induction Programme for new volunteers who join the SWC; induction is based on the purposes related to SWC. New volunteers yet to go through some of these trainings</li> <li>UN Women provides funding for other organizations such as YWCA, Toast Masters and the Media (such as communication specialist from UN Women and UNDP) on public speaking, leadership and information and communication</li> </ul>	7 Gerehu 6	<ul style="list-style-type: none"> <li>The SWC train them to be good leaders but student leaders feel that there is more room for training as they only just started 2 months ago; also sometimes they don't turn up at the scheduled times</li> <li>SWC teaching has to be more practical and with clearer messages in order that student leaders can become confident &amp; believe that they can mobilize youths to make a safe city</li> <li>The training is good but trainer needs to come as scheduled and there could be more frequent trainings (2 times per week would be better)</li> </ul>
7. Extent to which the campaign makes youth believe they can make the city a safer place by "standing together"	8	<ul style="list-style-type: none"> <li>Timing is a challenge as most sessions are held for an hour. As a result most youths are not confident to make a change. There need to be follow up sessions</li> </ul>	8 Gerehu 10	<ul style="list-style-type: none"> <li>The SWC has the potential to bring youths together to create a better community</li> <li>This is a good campaign that not only impact the school, but outside as well where the youth leaders live, and interact now and in the future</li> </ul>
Total respondents	(12)		(6) Gerehu 6	

**Scored out of 10:** 1: extremely low; 2-3: very low; 4-5: low; 6-7: high; 8-9: very high; 10: extremely high

CF Scores from Targeted Youth in Konedobu and 9Mile			
	Average Scores (n=7) from two communities		Explanations / Comments
	Konedobu	9Mile	
1. Sanap Wantaim campaign success in achieving its purpose	7.5	8.3	<ul style="list-style-type: none"> <li>• There is behavior change in the community through sports like martial arts</li> <li>• Through the involvement of youths in the <i>Sanap Wantaim</i> campaign in the community is helping youths to create a safer community</li> </ul>
2. How well the media has covered the campaign	4.3	4.7	<ul style="list-style-type: none"> <li>• 9mile area has a lot of media coverage on <i>Sanap Wantaim</i> campaign (SWC)</li> <li>• Media only comes once in a while during the campaigns (particularly at Konedobu community)</li> <li>• But in the city, media covers it well</li> </ul>
3. Extent to which people in the markets, schools, on the buses etc. in Port Moresby know and value the campaign	5.3	7	<ul style="list-style-type: none"> <li>• Campaign has really had an impact in the community – Programme is known within the (target) communities</li> <li>• <i>Meri Seif</i> also does awareness for women and girls who use the buses</li> </ul>
4. Level of importance for youth to be a grassroots youth mobilizer	10	9.3	<ul style="list-style-type: none"> <li>• “It’s important because when SWC came into the community, it changed our lives</li> <li>• The campaign has created a culture of respect – its allowed for the community to work together – youths who took drugs &amp; alcohol have changes their behavior</li> <li>• It’s very important to be a member of the SWC</li> </ul>
5. Level of confidence with which youth mobilizers are in performing their role as a youth mobilizer	4	6.3	<ul style="list-style-type: none"> <li>• SWC is good but there are people in the community who do not know what it is all about</li> <li>• Mobilizers are not all confident to carry out campaigns. There are some who are younger and some who are older and there are those who learn quickly and those who a slow to learn. Majority are confident whilst very few are not</li> </ul>
6. Extent to which the youth mobilizers able to obtain the training and support needed to be a youth mobilizer	3.8	9.7	<ul style="list-style-type: none"> <li>• UN Women training on making awareness on respect &amp; discipline; there is enough training and support given to them; there is also training from SWC</li> <li>• New and young members can go through training but confidence has to be built up by individuals</li> </ul>
7. Extent to which the campaign makes youth believe they can make the city a safer place by “standing together”	7.5	10	<ul style="list-style-type: none"> <li>• It has a lot of impact on the community and particularly on youths</li> <li>• Youths at Konedobu are joining events such as Walk for Life, SWC, Yoga – these Programmes have created respect amongst youths</li> </ul>

**Scored out of 10:** 1: extremely low; 2-3: very low; 4-5: low; 6-7: high; 8-9: very high; 10: extremely high

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