

TOOLKIT

STRENGTHENING CAPACITY OF LOCAL AUTHORITIES TO MANAGE SAFE PUBLIC SPACES



PORT MORESBY
SAFE MARKETS
AND SAFE PUBLIC
TRANSPORT

SAFE CITIES AND SAFE PUBLIC SPACES
UN WOMEN GLOBAL FLAGSHIP PROGRAMME

UN Women is the United Nations organization dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide. UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes, and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide. UN Women stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



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Cover image: Women vendors selling their market produce at Gordons Market.

Back cover image: Vendors from an association at Gordons Market, fondly known as the Yellow Cap Mothers.

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Vendors registering at the Gordons Market Bank Fair, the first time banking services was introduced at the markets.

ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
GBV	Gender-based Violence
M&E	Monitoring and evaluation
NCDC	National Capital District Commission
PM SC	Port Moresby Safe City
RPNGC	Royal Papua New Guinea Constabulary
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAWG	Violence Against Women and Girls



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Representatives from RPNGC, NCDC and vendor association executives at a regular Gerehu Market Committee Meeting.

PURPOSE

This Toolkit is applicable with government agencies, development organisations, and any other civil society groups that are engaged in developing the capacity of local, district, and city governments to manage safe public spaces. These organisations are referred to as the implementing organisation in this Toolkit. This Toolkit was developed by UN Women in close consultation with the National Capital District Commission¹ (NCDC). The Toolkit aims to provide an easy-to-use guide for state and non-state entities who are supporting the capacity development of local authorities (typically local government) to reduce Violence Against Women and Girls² (VAWG) in public spaces. This Toolkit describes the capacity support to both institutions and individuals performing a professional function within these institutions.

The context of the interventions informing this Toolkit is the public markets, but can be adapted to fit many other contexts. This Toolkit outlines the process taken in the Port Moresby Safe City (PM SC) Programme for strengthening the capacity of local authorities to keep markets safe. This Toolkit includes practical advice to assist local authorities to manage as well as to ensure respect for the rights of users of public spaces.



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Participants at Safe City Conference trying out the Women's Safety Audit tool in Port Moresby.

1 The National Capital District Commission is the municipal government of the City of Port Moresby. See, <http://ncdc.gov.pg/aboutncdc.php>.

2 Violence against women is defined as any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or in private life (General Assembly Resolution 48/104 Declaration on the Elimination of Violence against Women, 1993).

TARGET AUDIENCE

The Toolkit targets local authorities managing public markets and other public facilities, community-based organizations, faith-based organizations, non-governmental organizations, intergovernmental organizations, and other actors working towards promoting the safety and security of women and girls in public spaces. This Toolkit is applicable with government agencies, development organisations, and any other civil society groups that are engaged in developing the capacity of local, district, and city governments to manage safe public spaces. These organisations are referred to as the implementing organisation in this Toolkit.

STRUCTURE

The Toolkit is divided into the following sections:

1. Introduction and Background
2. Port Moresby Safe City Programme approach;
3. Key steps in Providing Institutional Capacity Support;
4. Challenges Encountered in Capacity Development;
5. Monitoring and Evaluation; and
6. Conclusion.

Also presented in this Toolkit are annexes and references for further reading.



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NCDC officers and UN Women youth advocates at the conclusion of Communications Training.

INTRODUCTION AND BACKGROUND

Public spaces in Port Moresby such as bus stops, parking lots, and market premises were all identified to be common hot spots for all forms of violence, particularly violence against women and girls. A scoping study carried out by UN Women in 2011 in six Port Moresby markets found that multiple forms of violence are common in all markets. In the study, 55% of the women and girls who responded reported that they have experienced some form of violence in the markets surveyed.

Local authorities in charge of security in the markets in Port Moresby such as security personnel, city rangers (public security division engaged as part of the city government), and market clerks experienced a number of challenges to maintaining peace and order in the markets. These challenges include limited access to training, reducing their capacity to carry out assigned duties, overcrowding, dilapidated infrastructure at the markets, and a low level of trust in the authorities by the vendors and general public. Aging infrastructure and inadequate maintenance rendered many people more vulnerable to all types of violence, and in particular women and girls were at higher risk for different forms of violence. Women and girls expressed refraining from using toilets or other spaces in the markets for fear of being attacked by intoxicated men and boys roaming around the markets. This daily fear for their safety limits the access of women and girls to markets and public spaces and has adverse impacts on their ability to secure livelihoods and other basic services.

“Women and girls make up at least 80% of stallholders and customers, and are the most vulnerable to attack.”

UN Women, 2012¹

BOX 1

Public Markets in Port Moresby

About 85% of the Papua New Guinea population depend on subsistence agriculture for their livelihoods, and markets provide access to a small income by enabling people who grow their own food to sell excess produce or goods.² Public markets around Port Moresby, the capital city of Papua New Guinea, provide a vital opportunity for women and men to engage with the cash economy. The city’s markets also provide opportunities for women, girls, men, and boys to join their communities to hear news, exchange ideas, and socialize. In carrying out their buying and selling in the markets, the predominantly female vendors play an important role in connecting rural producers and urban consumers,³ while providing the urban population with affordable and healthy food. However, the opportunity that markets can provide to communities for socialisation and subsistence is greatly affected by violence, which is endemic in Port Moresby, particularly against women and girls.

At the start of the Port Moresby Safe City (PM SC) Programme, there was no dedicated authority managing the markets in the city. The markets were poorly maintained, with the degrading infrastructure leading to increased perceptions of unsafety as well as actual crime and violence. These include unused spaces, where activities such as gambling, sale of alcohol and drugs, and commercial sex took place. Intoxicated men and boys often slept on market benches, adding to the unsafeness

1 See, <http://www.unwomen.org/en/what-we-do/ending-violence-against-women/creating-safe-public-spaces>.

2 Port Moresby: A Safe City for Women and Girls Programme Design Document. UN Women, 2012.

3 UN Women DFAT Milestone 3 Report.

of the markets. Against this background, UN Women, in partnership with the National Capital District Commission (NCDC), designed the PM SC programme to address the situation.

BOX 2

Safe Public Space Programme — Goal, Objective, Expected Results, and Activities

Goal:

To create a safer city through the reduction of violence against women and girls and empowerment of women in public spaces.

Objective:

Local authorities are able to develop and lead strategic programme/programmes that prevent and adequately respond to VAW.

Expected Results (Immediate):

- Increase in proportion of duty bearers provided with education/awareness to reduce VAWG.
- Increase in proportion of duty bearers reporting increased knowledge in managing safe public spaces.
- Increase in proportion of duty bearers demonstrating the ability to provide information and/or direct assistance on violence to women and girls.
- Increase in proportion of women and girls who are satisfied with the duty bearers' performance in terms of responding to VAW in public spaces.
- Improved access to safe public spaces among women and girls.
- Increased income from market sales among women market vendors.
- Equal participation of women, girls, men, and boys in public affairs related to the public space management.
- Increase in proportion of women market vendors and patron organizations that acquire information and/or receive individual advice on their rights and entitlements.

Expected Results (Medium to Long-term):

- Increase in proportion of women in decision-making positions related to use and management of public spaces.
- Rights and entitlements for women and girls incorporated into policies, bylaws, legislation, and budgets.
- Available public spaces are safe or free from all forms of VAWG.

Impact:

Reduced violence against women, specifically sexual harassment and physical and sexual assault.

PORT MORESBY SAFE CITY PROGRAMME APPROACH

The PM SC Programme seeks to improve the usability of public spaces to enhance the participation of women and girls in the civic and economic life in the city. One of the key ways to achieve this goal is through developing the capacity of duty bearers to manage and maintain public spaces and facilities to prevent crime as well as to encourage an inclusive and vibrant social and economic space.

This Toolkit presents the capacity development component of the PM SC Programme, where duty bearers, including market managers, police, security guards and others, are supported in their individual and organizational capacities to maintain and manage safe public spaces.



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Vendors selling their produce at Gerehu Market.

KEY STEPS IN PROVIDING INSTITUTIONAL CAPACITY SUPPORT

I. Sensitisation to Human Rights and Gender Equality Principles

The PM SC Programme design is based on principles of human rights and gender equality. While these concepts are widely accepted, the specific implications around providing frontline support to survivors of gender-based violence (GBV), managing safe public spaces to enhance access for women and girls, appropriate use of force for security personnel, and other related issues are poorly understood. It is essential that key partners be aligned with the principles of the intervention, so that approaches to improving safety in public spaces will be designed on common principles (for example, safety should not be enforced through excessive application of force, particularly on civilians).

In the early stages of the Programme, Human rights and gender sensitisation trainings were conducted for all key partners. This awareness and paradigm are deemed necessary starting points for embarking on the Programme. The discussions that arose in the various trainings were helpful in exploring personal values, scrutinising norms and practices that perpetuated violence against women, and the lower social and economic status of women in Papua New Guinea. Because working with police was an important first response to addressing police brutality against street and market vendors, and also improving the quality of policing at and around markets, UN Women engaged police personnel to deliver human rights and gender sensitisation trainings for police officers.

The Markets Division has been able to resolve the disputes with a new found human rights based approach that was a reflection of their recent training.

UN Women, 2015



Lesson Learnt

A very costly component in conducting trainings for duty bearers is the frequent rotation of police personnel, resulting in the need to retrain newly assigned officers. A more cost-effective approach to this sensitisation is to institutionalise the tools, such as the Survivor Intake Standard Operating Procedures and Forms and regularised means of accountability, as introduced through monthly market committee meetings, where vendor representatives, police, market authorities, and other relevant stakeholders meet to discuss market issues.



Lesson Learnt

Human rights and gender sensitisation for duty bearers, as with any other people, needs to be a sustained process. It is not a one-off “training” where they learn to uphold women’s rights and apply the tools to do so. Employing the human rights lens in conducting their everyday work requires a change in attitude, which can be encouraged through sustained engagement with Programme staff, consistent messaging and related activities.

It should be noted that sensitisation to the core principles of the intervention needs to be carried out as extensively as possible with stakeholders across the partner institutions/organisations. While it may not always be possible to engage the heads of offices in human rights sensitisation workshops, modified forms of sensitisation can be explored, such as lunch time meetings, or regular Programme updates with a specific focus on how implementing activities around the Programme principles have brought about positive results.

BOX 3

National Law and Commitments to International Human Rights Standards

Papua New Guinea is a signatory to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child. The Family Protection Act (2013), the Lukautim Pikinini Act (2015), and the Criminal Code Act (2002) include provisions related to GBV, including protection to sexually and physically abused children and to survivors of family and sexual violence.

II. Identification of key stakeholders

At the start of the Programme, the discussion with the City Authority (Governor and City Manager) concluded that the markets in Port Moresby were very unsafe and that because most vendors and shoppers are women and girls, it would be a strategic starting place for the PM SC Programme. One of the key strategies to safety in public spaces is building the capacity of duty bearers to prevent and respond to Violence Against Women and Girls (VAWG).

The first step taken in the PM SC Programme was the identification of relevant duty bearers. This entailed answering three questions:

1. Which NCDC officers work directly on making markets safe?
2. Which NCDC officers' work could contribute to make markets safe?
3. Which other duty bearers have a responsibility for making markets safe?

Duty bearers mapping results:


Apart from identifying duty bearers to work with, the mapping process also tries to document what role each duty bearer plays and what form of support and training is required. This is done through direct interviews with the duty bearers, interviews with the managers and review of organisational documents (Terms of Reference, Organogram, Corporate Vision, Annual Work Plans, etc.). The mapping process should be as participatory as possible, with identified duty bearers and their immediate supervisors providing most of the input on capacity gaps and ways UN Women (or the implementing organisation) could provide support.

Within NCDC, the market functions are distributed across numerous departments – Waste Management, Finance, and Health Divisions. Two issues needed to be addressed immediately – the capacity support to duty bearers supporting market functions and the re-organisation within NCDC to ensure market functions are better coordinated and managed.

Apart from identifying NCDC officials working directly on market functions, other staff members whose work overlapped with the PM SC programmatic areas were also identified. These included the Gender Desk Officers, Youth Desk Officers, Community and Social Service Division, Urban Safety Division, Health Division, Assets and Corporate Services Division, and to a less direct extent Physical Planning Division.

In the early scoping studies, it was found that police and security guards were also commonly cited as providing security in the markets (but also alleged to be perpetrators of various forms of violence).

Early mapping results should look like¹ (*this table should be updated quarterly to reflect activities/trainings conducted and new information made available*):

 TOOL 1: Duty bearer mapping with competency requirements (not comprehensive)										
Duty bearer	Reports to?	Specific role in improving markets	Impact on market safety (if fully functional)	Management (HR)	Communications	Information Technology	Data Management	Law and Order in Public Spaces	Vendor Engagement	
Market Manager	Deputy City Manager	Overall manager of all market functions	High	✓	✓	✓	✓	✓	✓	✓
Operations Supervisor	Markets Manager	Manage security guards and clerks	High	✓	✓	✓	✓	✓	✓	✓
Finance Supervisor	Markets Manager	Reports on market income and processes payments to contractors	Medium			✓	✓			
Market Clerks	Operations Supervisor	Engage with vendors, and contractors to keep market safe and clean	High		✓	✓	✓	✓	✓	✓
Police Officers	Police Station Commander	Maintain law and order in markets and surroundings	Medium		✓		✓	✓	✓	✓
Security Guards	Security Manager (contractor)	Maintain order in the markets	High		✓			✓	✓	✓



Lesson Learnt


In the PM SC Programme, when mapping relevant duty bearers, the limited communications between officials of different departments or organisations surfaced in the expressions of frustration at other duty bearers. While a participatory approach is the most appropriate in identifying competency areas for each of the duty bearers with a role to play in market safety, the identification of institutional and structural gaps needed to be led by someone with the professional expertise to recognise such gaps and ways to address these.

¹ This table is not comprehensive. The capacity gaps should be identified with the stakeholders and their managers.

III. Training Needs Assessment

Having determined collectively the key competencies needed by each duty bearer, the implementing organisation needs to explore the various means to meet the competency gaps. For each competency area, list possible trainings, across a spectrum of levels, and indicate which duty bearers would require the trainings. This process is iterative and would require considerable input from duty bearers and their managers.

A possible training needs assessment matrix could look like² (though the actual trainings would be determined by the programme context):

 TOOL 2: Example competence area: Information Technology								
Duty bearer	Uses information technology for:	Basic IT skills — file management, using a computer, etc. (in house)	Basic MS Word (service provider)	Basic MS Excel (service provider)	Basic MS PowerPoint (service provider)	Basic MS Access (service provider)	Intermediate MS Word (service provider)	Intermediate MS Excel (service provider)
Market Manager	Report writing, presentations, research, monitoring performance				✓	✓	✓	✓
Operations Supervisor	Report writing, presentations, research, monitoring performance		✓	✓	✓		✓	
Finance Supervisor	Vendor database, report writing, research			✓	✓	✓	✓	✓
Market Clerks	Daily reports	✓	✓	✓				

Service providers are usually commercial entities, but could sometimes be government bodies, non-governmental organisations, or other not-for-profit service providers. Depending on the locality, the availability of service providers to meet capacity needs may be limited. Where possible, the same service provider should be engaged to provide a whole series of trainings to maximise consistency in the curriculum as well as for efficiency in procurement. Other options to engaging local service providers for trainings could include hiring a consultant who can train the duty bearers on a series of identified trainings. In special cases, supporting duty bearers to travel to other cities or countries to access specialised trainings could be explored.

² This table is not comprehensive, but indicative of the information required to guide the procurement of training.

BOX 4

Some trainings for duty bearers conducted through the PM SC Programme:

- Joint Markets Management Division and Police training on stakeholder roles and responsibilities as partners in crime prevention at the markets.
- Training in emergency and critical incident management provided to members of the Markets Management Division, Gender Desk, and Police responding to the markets. The training strengthened the police capacity to maintain law and order in the markets and established a more strategic partnership with the NCDC and UN Women. (Content later included as part of Market Operations Manual.)
- A Professional Development Training Programme was implemented regularly and topics covered include: written and verbal communication skills, analytical skills, interpersonal abilities, giving and receiving feedback, problem solving, conflict resolution, and gender sensitive approaches to working with the public.
- Global System for Mobile Communications Connected Women delivered training-of-trainers to the NCDC Markets Division on key functions and value of SMS, mobile money, and mobile bill pay. The training enhanced the Markets Division's ability to strengthen the Bill Pay System. Market vendors at Gerehu are more confident with using their mobile phones for banking and using Bill Pay to pay for their market spaces.
- G4S Security conducted basic security training for market security guards and NCDC Urban Safety Police. The training was jointly delivered by UN Women and included modules such as gender sensitisation and HIV/AIDS awareness.
- Information technology training was conducted for Market Managers and Clerks, to enhance their ability to make use of digital technologies to improve their efficiency and effectiveness in operating and managing markets.

Basic security training was delivered to personnel from the Wap & Co Security Firm contracted to Gordons Market. The training aimed to support the security personnel to increase their professionalism, responsibility, and accountability when performing duties to keep the market space safe for all vendors and market users. The training also focused on gender sensitisation of participants to the particular needs of women vendors and the importance of a human rights approach when completing duties.

Through the training NCDC Markets Division's ability to manage the markets efficiently, professionally and resourcefully improved. It was observed by other professionals in Markets Division's day to day work that the team's ability to assemble thoughts and communicate them more effectively increased, whether in a meeting, conference or at office. The written correspondence improved and personnel are able to write more clearly and concisely. Staff is using different techniques to manage and resolve conflict.

UN Women, 2015

IV. Building Institutional Capacity

Having identified capacity gaps through engaging professional expertise, it is important to discuss with the partners whether and how to address these. During the PM SC Programme, key gaps identified at the start of the Programme included:

- The absence of a Markets Division within NCDC hampered effective coordination of services and management of markets.
- Personnel working on market-related issues did not have clear Terms of Reference and coordination mechanisms between individuals and departments within NCDC.
- There was no official document or guidelines to direct market operations processes, service standards, and rules within markets.
- Market contractors are managed independently from market operations, with limited performance feedback to hiring managers.

In assessing institutional gaps, some questions that need to be answered are:

1. **Who are the key decision-makers that need to be engaged? How should they be engaged?**
2. **What are the main obstacles preventing the better management of markets (or other programme-specific objectives)?**
3. **What are the opportunities for improving efficiency and effectiveness?**

The assessment of institutional gaps must always be conducted in close consultation with the key partners within the institution, and then panning out to other relevant stakeholders. The wider the consultation, the more likely it is to uncover opportunities and challenges for improved performance. Institutional re-structure can only take place with the approval of the head of the institution (and sometimes requires even higher level authorisation). This should be proposed only if the gains from such an extensive intervention can be well justified.

With high-level support from NCDC³ (including Governor, the NCDC Board, and the City Manager) and technical guidance from an organisation development expert, the PM SC Programme was able to present a new division structure for the Markets Division, complete with organogram (reporting channels) and individual Terms of Reference. Over time, despite the changing of individuals within the structure, the capacity within the Division has continued to grow consistently.



Lesson Learnt

When the PM SC Programme started in 2011, capacity development started with individual duty bearers identified in the previous step. It took a considerable amount of advocacy and sensitising for partners within NCDC to accept that a different way of doing things could improve processes and outcomes significantly. In 2014, the newly formed Markets Division was formally instituted in the NCDC structure, with some new positions created. Staff in the Division observed the enhancements in coordination and planning through working with the new structure.

³ It is important to note that high-level support is essential for institutional re-structure to take place. If the implementing organisation has taken a “bottom up” approach, choosing to work only with duty bearers whose work directly influences project sites, this re-structuring may not be possible.

Other means of developing institutional capacity:

Improved Coordination Between Divisions

One of the gaps identified was the lack of coordination between departments within NCDC. To address this, PM SC supported the capacity strengthening of key partners within NCDC – namely Gender Desk, Youth Desk, and Markets Division – by developing coordinated work plans and enhancing communications and reporting within divisions and desks. PM SC facilitated the establishment of formal coordination channels between Markets and Gender, Youth, Urban Safety, Engineering, Health, Waste Management, Physical Planning, and others through the establishment of the fortnightly Safe City meetings, which provided a regular platform for coordination of activities at the markets by the various divisions. These meetings ran from 2011 to 2015 and improved inter-division relationships and coordination, bringing improved services and safety to the markets.



Lesson Learnt

When UN Women stopped organising the Safe City meetings in 2015, these regular coordination meetings ceased. Ad hoc coordination for specific events still took place between officers who had developed good working relations. The fortnightly meetings should have been organised by NCDC from the start and institutionalised as part of the regular internal coordination process.

Develop Institutional Tools

Over the years of implementation of the PM SC Programme, the Programme supported NCDC in developing the institutional tools needed to improve the management of the markets. These tools were identified jointly with various stakeholders within NCDC over time (these were gaps that kept resurfacing, which pointed to the absence of essential tools).

Some of these include:

- 1. Markets Operation Plan** – The process of drafting this plan enabled the PM SC Programme team to clearly lay out the basic parameters for running markets. The process also provided space for the members of the team to discuss the possibility of doing things differently, and to agree on a consistent way forward on areas of ambiguity.
- 2. Operations Manual** – Information contained in the manual includes: Formal markets operational parameters; Compliance with Papua New Guinea Acts and Regulations; Roles and Responsibilities in NCD Markets; Market Maintenance; Selection and Management of Contractors; and Security Plan.
- 3. Security Plan** – The Markets Division was supported by UN Women to develop and implement a Security Plan that outlines security provider roles and responsibilities in the management of security services in and around the market. Police, both the Royal Papua New Guinea Constabulary (RPNGC) and NCDC Reservists, Vendors' Association members and security were consulted in the development of this plan. This plan also captures the police responsibilities and the Markets Division's responsibilities in the overall security of the market to be captured in the plan.
- 4. Market Policy** – Similar to the Operations Plan, the drafting of the Market Policy provided the opportunity to set the guiding parameters and service levels for market operations. The develop-

ment process for this document included a thorough internal consultation process, where all relevant sections and divisions were consulted for consistency and accuracy. The feedback received through consultation improved the content of the document and enhanced understanding within the NCDC of the functions of the Markets Division. Measures taken in the formulation and implementation of public space (market) policies and bylaws include:

- Providing technical advice and professional support to citizen's groups and NCDC in developing new standardized bylaws and policies for the prevention of and protection from violence in city markets.
- Supporting NCDC in the adoption of new and revised bylaws and policies, and a behavioural code of conduct to protect women and girls from violence and ensure their rights to safe marketplaces.
- Assisting NCDC to ensure that Markets Division is delegated full responsibility and adequate resources for implementing and monitoring adopted bylaws and policies for the prevention of violence against women and girls in markets.
- Support Market Management in training NCDC market officials and other relevant officials within NCDC to ensure they have an in-depth understanding of the new and existing standardized bylaws and policies and are committed to implementation of these.
- Raise community awareness of bylaws, policies, legislation, and code of conduct for behaviour through information, education, and civic education sessions.

5. Market Bylaws – Most market users had some notion of what was allowed and prohibited in the markets, but the lack of official by-laws opened the space for abuse and extortion. Security guards, police personnel and market clerks often book vendors and shoppers for “infringements” of the rules and demand arbitrary fees. This behaviour contributed to the lack of safety in markets. Women and children were often targeted for such penalties as they were deemed the “softer targets”. The NCDC Market Bylaws is largely a compilation of the rules most people somewhat know and abide by. But the document goes further to prescribe the official penalty of each infringement. Prior to finalization, the document was presented to internal stakeholders in NCDC for their input and to market vendor representatives at different markets. The final document incorporates feedback from stakeholders on the law enforcement and the user perspectives.

6. Markets Strategic Plan – The drafting of the document was an invaluable process. Many NCDC stakeholders attended the workshop on strategic planning and they actively participated, repeatedly raising the issue of internal coordination within the institution. Although the discussions were focused on the vision and strategies for improving markets in the city, through the process staff from various departments developed mechanisms for improved communications and coordination. It was also helpful for Markets Division to receive the perspectives from colleagues in other Divisions such as Gender, Youth, Urban Safety, Waste Management, etc. Through this process, it became apparent that internal coordination and reporting back was needed in the institution. However, as that was out of the scope of the PM SC Programme, direct interventions were not carried out. However, recommendations were made for the consideration of the management.

The Strategic Plan lays out the vision for city markets within a 10-15 year time frame and sets up the plan and mechanisms to achieve this vision. Mechanisms described in the Strategic Plan include improved reporting and accountability channels within the Markets Division, introduction of regular inter-department/division coordination, and updates on market activities and operations, among others.

BOX 5

Creating safe, healthy spaces in Port Moresby's markets

The NCDC Market Division was established in 2012 as part of the UN Women/NCDC Safe City Programme to improve the management and operation of markets in Port Moresby. Before that, markets were managed by the NCDC Health Section.

David Uki, the Market Division's operations supervisor for more than five years, has seen significant changes in the markets, especially at Gerehu Market, which is the pilot for the programme. David says improvements in the infrastructure and amenities and changes to the management of the market have transformed Gerehu Market into a safe and economically productive public space for vendors and patrons. *"In Port Moresby, the safest market is Gerehu Market,"* he says. *"To date there has not been any law and order problem reported from this market since the programme was introduced."*

David says the programme engaged community and other partners, including government institutions, to address health and social issues at the market and reduced many forms of violence, especially GBV. He noted, *"This is the model we would like to replicate in the other markets in the city."*



CHALLENGES ENCOUNTERED IN CAPACITY DEVELOPMENT

1. To enhance the capacity of the local government in managing safe public spaces, both individual and institutional capacities need to be supported. The key challenges encountered in building individual capacity were the rotation of personnel resulting in the frequent need for retraining. Furthermore, even though trainings were planned in close consultation with participants, external events, such as election campaigning and visits by VIPs, often oblige training participants to attend to other work duties and miss trainings. Repeat trainings were often organised to provide flexibility in timing for participants.
2. Interventions requiring changes at institutional level, including policies, processes, and structures, take a very long to pass through the system for adoption. Where there is a change in decision-makers within the chain of approval, additional sensitisation is required to ensure there is alignment in objectives and understanding of the institutional changes proposed. Internal and external consultations were conducted during the development processes for the institutional interventions to increase the legitimacy of the proposed changes.

For both individual and institutional capacity enhancement, a supportive environment for practicing and strengthening new capacities is required. UN Women has endeavoured to provide this support through a sustained partnership over an exceptionally long programme life span. While several of the early trainings and tools have been well integrated among the partners, the tools and trainings introduced in more recent times are still in early stages of adoption.



MONITORING AND EVALUATION

Monitoring and evaluation (M&E) can and should be evident throughout the life cycle of a programme, as well as after completion (Kusek and Risk, 2004). To ensure that the programme activities are implemented as planned and produce the desirable outcomes, an M&E framework should be developed stating the objective, expected results, indicators, means of verification/measurement, and activities. Baseline data should be gathered by the programme implementation team so that any achievements resulting from the programme can easily be measured. The programme should develop a monitoring plan and tools to give information on where a programme is at any given time (and over time) relative to respective targets and outcomes. As is the case for all United Nations agencies, UN Women employed a Results Chain model to guide implementation and measure progress of the PM SC programme.



TOOL 3: A Checklist of Issues to Consider on M&E

- Are structures and mechanisms for M&E established from the earliest stages of the public space programme to ensure that appropriate baseline information exists for comparison with the programme's targets? Are indicators both qualitative and quantitative? Do indicators include gender and human rights dimensions?
- Are mechanisms in place for the equal participation of women, girls, men, and boys in the M&E?
- Are efforts made to engage targeted users of the public space and other stakeholders such as civil society organizations and development actors, in designing and implementing the programme as a way of enhancing ownership of the results and ensuring appropriate expertise in designing and implementing the programme?
- Are transparent communication channels established so that findings from on-going M&E activities are disseminated in a timely manner to duty bearers, users of the public space, and other relevant stakeholders as applicable?

In the work plan formulation stage, the M&E framework should be jointly developed with the project partners. While mapping out the capacity gaps and training needs of duty bearers to maintain safe public spaces, a recording matrix for monitoring the proportion of officials trained in each of these areas needs to be regularly updated.

Evaluation on the effectiveness of capacity support work entails both qualitative and quantitative methods, and will require input from both the partners and the beneficiaries.



TOOL 4: Sample matrix for monitoring the proportion of officials trained

Training	Number of relevant staff ³	Market Clerk 1 (name)	Market Clerk 2 (name)	Market Clerk 3 (name)	Security Guard 1 (name)	Security Guard 2 (name)	Police 1 (name)	Police 1 (name)	Police 1 (name)
Assistance to survivors of GBV									
Training on intake form and referral pathway	20	Date of training							
Sensitization on VAWG and access to services	30	Date of training							
Knowledge to manage safe spaces									
Basic IT skills									
Written and verbal professional communications									

³ Recommended to report on number of men and women trained separately to maintain clarity of the gender mix in the capacity development work.

CONCLUSION

The Markets Division has been institutionalized within the NCDC organizational structure through the efforts of the PM SC Programme. The division staff are increasing their capacity and independence to establish and maintain systems for safe and inclusive markets. This is evident in the improved safety at city markets, as well as the expanding portfolio and budget of the Markets Division without a corresponding increase in head count. To date there have been a number of achievements and examples of the growing capacity of the Markets Management Division to effectively manage the daily running of markets in a transparent and coordinated manner.

Some of the major successes to date are the redevelopment of Gerehu Market, the coordination of the design and vendor relocation for the redevelopment of Gordons Market, and improved communications with various Vendors' Associations across the city. The development of the security plan and contractor management arrangements, the significantly improved revenue collections for the Commission, and the strategic partnerships formed with the Royal Papua New Guinea Constabulary, the NCDC Gender and Youth Desks, and service providers responding to persons involved in Family and Sexual Violence through joint trainings and programme activities have all enhanced the capacity of the Markets Division to manage safer and more inclusive markets.

The Markets Division team have improved waste management and sanitation at all markets and implemented an on-call contract management system that enables a quick response to minor maintenance issues (at the start of the programme a broken faucet took weeks to address, with water flowing at full speed the whole time; such issues are attended to within the same day now). These initiatives have significantly improved the overall management, atmosphere, community engagement, and ownership of the markets. The establishment of the Markets Division within the NCDC has improved coordination between functions and over the management of all market staff to achieve a safer, more efficient, and well managed market that has significantly contributed to achieving the reduction of all forms of violence and crime occurring at the markets and to meet the goals of the Safe City Programme.

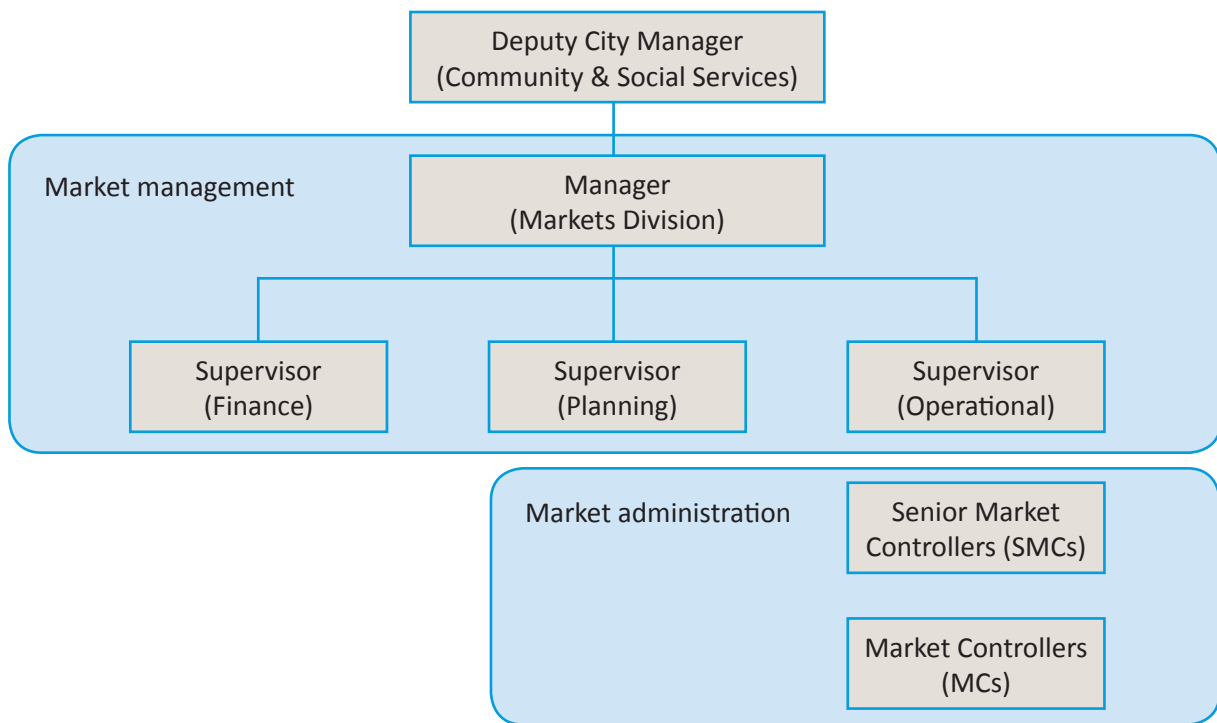
ANNEX 1:

Public Space Management Organizational Structure (using markets as an example)

Example of the main duties of local authorities in charge of public space management

Supervisor — Operations	Supervisor — Financial and Contract Administration
<ul style="list-style-type: none"> • Oversight of the operation of the public spaces. • Ensure compliance with the by-laws. • Submit an annual operational plan and budget to senior management for approval. • Monitor the public space financial performance against budget limits and in consultation with finance division, monitor revenue collections, and ensure all revenue is banked. • Oversee the performance of the waste collection system. • Instigate a recording ledger of public space activity to include reporting of all services, waste, security, toilets, gates, fencing, and non-functioning infrastructure. 	<ul style="list-style-type: none"> • Oversight of the public space budgetary considerations and contract agreements. • Plan and maintain recurring maintenance plans. • Consult with planning and operations or other supervisors to review and identify strategies to best cover the fiscal years operation of the market budget. • Actively participate in the improvement and implementation of community services with consideration weighted towards health, safety, and prudent expenditure.
Supervisor — Planning	Controllers (e.g. Market Controllers)
<ul style="list-style-type: none"> • Extensive and regular consultations with managers and any other interested parties. • Assist by developing an on-going plan for the management of the public space and development that requires attention. • Develop a strategy for management or upgrading of public spaces that have the greatest need. • Develop policies and legislation to ensure public spaces are effectively regulated. • Lead in monitoring and, where necessary, revision of market's mission, goals and strategies. 	<ul style="list-style-type: none"> • Oversight of the daily opening of the markets and check that the night cleaners and waste removal contractors have done their work satisfactorily and security guards are in place. • Collect and issue receipts for fees from market traders. Remit funds for banking as directed. • Check the facilities (buildings, lighting, toilets, water supply, drainage, etc.) and report failures and maintenance requirements. • Constantly liaise with security contractors on site and ensure they are patrolling the market and dealing with troublemakers.

MARKET DIVISION ORGANIZATIONAL STRUCTURE (SAMPLE)



ANNEX 2:

Security Plan – NCDC Gordons Market Plan as a Model

NATIONAL CAPITAL DISTRICT COMMISSION

GORDONS MARKET SECURITY PLAN

INTRODUCTION

Purpose: To provide all stakeholders the details of what is required of them in the overall security of the Gordons Market and other markets in the city. The plan provides a more detailed guide to the security provider of their roles and responsibilities in the management of security services that are provided in and around the market area.

Security provider's role: To ensure that they comply with the requirements of their contract with the central tenet/precept of providing a safe venue through professionalism, efficiency, and effectiveness in partnership with all the stakeholders of the market. This includes providing a 24/7 security service to Gordons Market and other markets that are easily and readily accessible and available to market patrons, vendors, and police.

National Capital District Commission's role: To monitor and audit the performance of the security providers to ensure they are fulfilling the requirements of their contract. They are also responsible for monitoring the security situation at the market to ensure that any problems are quickly responded to and a planned or emergency response can be attended to.

The Royal Papua New Guinea Constabulary's (RPNGC) role: To preserve peace and good order, to maintain and, as necessary, enforce the law in an impartial and objective manner. The RPNGC have established in partnership with National Capital District Commission a Police Unit in Gordons market to maintain law and order within the market and the market surrounds.

SECURITY

Gordon's Market Security Office

- A security office is to be established so members of the public, stall holders, and other stakeholders can report security concerns.
- The office shall be clearly marked and is to be staffed 24 hours a day.

Hours of Operation

- Security will be present at the Gordons Market 24 hours a day, seven days a week.
- The Market will operate from 6:00 am to 5:00 pm daily, seven days a week.

Security/Patrol Areas

- **Wholesaler Drop-off Area:** Wholesalers start arriving around 5:00 am to meet with market vendors to drop off produce. Patrols are essential from this time to ensure no crime is committed.
- **Vendor Arrivals:** Coordinate and oversee vendor arrivals and facilitate ease of access to their

assigned market locations. This does not involve accepting payment from any vendor or wholesalers.

- **Patron Arrivals:** The markets open at 6:00 am and security personnel must be in attendance to ensure safe movement throughout the market.
- **PMV/Taxi Drop-off Areas:** PMV/Taxi drop-off areas are generally the most congested areas of any market. It is important to constantly patrol these areas to ensure that the traffic flow is maintained and to monitor the patrons arriving and leaving.
- **Perimeter Patrols:** Perimeter patrols should be undertaken continuously throughout the day and night.
- **Main Entrance Patrols:** Entrances that are used as main corridors for patrons and vendors should be monitored continuously throughout the day with a heightened degree of monitoring at the busiest periods, i.e. late afternoon.

STAKEHOLDER ENGAGEMENT

- Security officers must interact and liaise with other key stakeholders, particularly the police and NCDC Market Management personnel.
- There should be daily meetings and briefings between the stakeholders to identify any concerns or problems.

PROFESSIONAL CONDUCT

- **Do your job.**

Many security personnel in market locations have a poor image and reputation. The role of security personnel is distinctly defined by the security company and the contract through which they are employed. Some of the complaints received by NCDC about security are:

 - Sleeping in the security office.
 - Being drunk on duty.
 - Having sexual relations with prostitutes and market vendors and patrons.
 - Forcing vendors to “pay” to enter the market place (this is not your job and under no circumstances are security personnel to collect money for the NCDC or for their own corrupt purposes).
 - Not doing their job and looking after the interests of their “wantoks”, showing favouritism and being part of the problem instead of the solution.
- **Compliance**

This Security plan has been developed by the National Capital Markets Division to ensure that the security issues in the markets are appropriately managed. This plan must be followed by individuals working in the market, at the organisational level and at the inter-organization level, in order for it to work. This security plan is not a one-off document; it must be reviewed and updated annually.

RESOURCES AND ADDITIONAL READING

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PORT MORESBY

**SAFE MARKETS
AND SAFE PUBLIC
TRANSPORT**

SAFE CITIES AND SAFE PUBLIC SPACES
UN WOMEN GLOBAL FLAGSHIP PROGRAMME