UNCT Performance Indicators for Gender Equality and Women's Empowerment

United Nations Country Team in Papua New Guinea
Narrative report

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Contents

List of abbreviations

CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CIMC	Consultative Implementation and Monitoring Council
DaO	Delivering as One
DFCD	Department for Community Development and Religion
GBV	Gender-Based Violence
GoPNG	Government of Papua New Guinea
GPR	Gender Programmatic Review
GTG	Gender Theme Group
GTT	Gender Task Team
HIV/AIDS	Human immunodeficiency virus infection and acquired immune deficiency syndrome
NGO	Non-Governmental Organisation
ODW	Office for the Development of Women
PCC	Programme Coordination Committee
PNG	Papua New Guinea
SDGs	Sustainable Development Goals
TOR	Terms of Reference
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNCT	United Nations Country Team
UNFPA	United Nations Population Fund
UNICEF	United Nations Children'sFund
UNRC	United Nations Resident Coordinator
UNRCO	United Nations Resident Coordinator's Office
WHO	World Health Organisation
YWCA	Young Women's Christian Association

1. Background

In provision of assistance to Papua New Guinea (PNG) the United Nations Country Team (UNCT) in PNG uses "Delivering as One"(DaO) approach, where UN operates under one programme, one fund, communicates as one, operates as one and shares one UN house.[1] Current United Nations Development Assistance Framework (UNDAF) for 2012-2015 is a second joint programme of the UN in PNG. Based on the request of the Government of PNG (GoPNG) current UNDAF was extended for another two years to align it with the national planning cycle. In this respect, UNDAF Results Framework was revised to adjust outcomes, outputs and indicator for 2016-2017.

UNCT in PNG is in the process of planning of the next UNDAF cycle. To this end, in 2016 UNCT commissioned external evaluation to assess progress with achievement of UNDAF outcomes and outputs and propose forward looking recommendations for the next UNDAF. In the framework of the planning of next UNDAF cycle, UNCT also decided to conduct a Gender Scorecard assessment which main objective is to assess the effectiveness of the UNCT in gender mainstreaming, promotion of gender equality and women's empowerment as well as provide set of recommendations on improvement.

2. Methodology

Gender scorecard assesses UNCT's performance on gender equality and women's empowerment in the following eight dimensions: planning; programming; partnerships; policies and capacities; decision-making; budgeting; monitoring and evaluation; quality control and accountability.Each of the dimensions is assessed against set of performance indicators and rated by scores from 0 to 5, where 0 is used if indicator is not applicable, 1 means "missing", 2 as "inadequate", 3 as "needs improvement", 4 as "meets minimum standards" and 5 as "exceeds minimum standards."[2]Outputs of the Gender scorecard assessment are (1) narrative report and (2) gender scorecard detailing scoring of each dimension, comments justifying used score and evidences collected to support score and comments.

Gender scorecard assessment was conducted by international consultant with the support of the Coordinator of the Gender Task Team (GTT) during August 2016. To perform the Gender Scorecard Assessment of the UNCT in PNG the methodology established by the Users' Guide on UNCT Performance Indicators for Gender Equality was used. Methodology comprised of desk review of documents relevant to UNCT programming such as UNDAF for 2012-2015, UNDAF Results Framework for 2012-2015 and revised Results Framework for 2016-2017, Annual Progress Reports on implementation of UNDAF, TOR for Task Team, Programme Coordination Committee (PCC), minutes of UNCT meetings, relevant studies and national development programmes. Full list of documents reviewed can be found in the Annex 1 to this Report.

In addition to desk review, interviews with Heads of UN agencies present on the ground, Leaders of Task Teams were conducted. Phone interview with national Non-Governmental Organisation (NGO) the Young Women's Christian Association (YWCA) was conducted. It was not possible to hold a separate interview with bodies representing national women's machinery. However, during the end of UNDP project on Gender-Based Violence (GBV) presentation consultant interviewed a representative of the gender branch of the Department for Community

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[1] Annual Progress Report 2015, United National Papua New Guinea Delivering as One, p.4
[2] UNDG Task Team on Gender Equality, UNCT Performance Indicators for Gender Equality. User's Guide. 2008.

Development and Religion (DFCD). Full list of persons interviewed is attached to this report as Annex 2.

On 16 August, 2016 induction meeting was conducted with members of the GTT to introduce them to methodology of the Gender scorecard assessment and collect their views about UNCT's performance on gender mainstreaming, promotion of gender equality and women's empowerment. Besides, consultant also participated in the meeting of the PCC on 24 August, 2016 and in the end of UNDP GBV project presentation on 25 August, 2016. This meeting was attended by main partners of the UN in the country such as the DFCD, Office for the Development of Women (ODW), provincial governments, human rights and women's NGOs and the Consultative Implementation and Monitoring Council (CIMC). Preliminary findings of the assessment as well as follow-up actions proposed to fill identified gaps were validated in the meeting with UNCT that took place on 26 August, 2016. This report outlines strengths and weaknesses of UNCT in mainstreaming gender, gender equality and women's empowerment and provides set of follow-up actions to improve performance of UNCT on gender mainstreaming, gender equality and women's empowerment. The Gender Scorecard (table) is attached to this report as Annex 3.

3. Findings

3.1. Average score

In general, based on the assessment UNCT's performance in gender mainstreaming, promotion of gender equality and women's empowerment is assessed as "needs improvement". The following table demonstrates score for each dimension:

Dimension	Average score
1 Planning	3.9 (needs improvement)
2 Programming	3.4 (needs improvement)
3 Partnerships	3 (needs improvement)
4 Policies and capacities	2.3 (inadequate)
5 Decision-making	3.5 (needs improvement)
6 Budgeting	4 (meets minimum standards)
7 Monitoring and evaluation	2 (inadequate)
8 Quality control and accountability	3 (needs improvement)

Detailed description of each dimension and reasons for assignment of score are provided in the Gender Scorecard attached to this report as Annex 3.

3.2. Strengths

Planning: During planning of the current UNDAF for 2012-2017 two outcomes and four inter-agency outcomes included gender dimension. Besides, one inter-agency outcome "Gender equality and women's empowerment" established a commitment of UNCT to gender-targeted interventions aimed at addressing existing gender inequalities and supporting national partners to establish systems, policies and services to protect women's rights and stop violations of women's human rights. Planning for previous UNDAF was informed by situation analysis, review of national and policy frameworks and assessment of national capacities summarised in the Strategic Plan for Gender Equality and Women's Empowerment for 2012-2015. This Strategic

Plan provided a framework and outlined a strategy of the UNCT delivering as one to effectively address violations of women's rights taking into account existing opportunities and partnerships. In addition to gender, UNDAF identified other intersectional grounds for discrimination like geographical isolation and ethnicity.

Programming: As mentioned above, UNDAF identified "Gender Equality and Women's Empowerment" as a separate inter-agency outcome. This outcome established a comprehensive approach in promotion of gender equality and women's empowerment. Approach and strategies of engagement with partners to implement this outcome are envisaged by the Strategic Plan for Gender Equality and Women's Empowerment for 2012-2015. This Strategic Plan included also an estimation of required funds and their distribution among outputs and activities. Activities in this area were aimed at addressing violations of women's rights that existed in the country such as GBV, socery-related killings and establishment of opportunities for women's economic empowerment, women's participation in decision-making at the national and sub-national levels, safe environment for women in cities and empowerment of women to play active role in post-conflict reconstruction and development in Bougainville. There are also several joint programmes already ongoing and in the pipeline. Through the budget allocated to the delivery of outcome "Gender Equality and Women's Empowerment", "Peace-building – Bougainville", "Child Protection", "HIV/AIDS", "Health", "Education" UNDAF allocated budget that resulted in notable achievements of UNCT in ensuring better compliance with CEDAW, collection of and analysis of sex-disaggregated data at the national level and mainstreaming of gender in selected ministries.

Through joint activities between agencies and under leadership of the UN Communication Groups UNCT was effective in advocating for such issues as HIV/AIDS, Gender, GBV, Human Rights, SDGs. Activities also include building capacities of journalists and media to report about these issues.

Decision-making: In PNG UN did not establish multi-stakeholder Gender Theme Group (GTG). UN participates in Development Partners Forum on Gender. Development Partners Forum on Gender is a multi-stakeholder forum that meets 4 times a year and co-chaired by the RC and the Minister of the Community Development and Religion. UN Women acts as its secretariat.Out of four technical groups established under the Forum, UN chairs a group on women's leadership (UNDP) and co-chairs the group "Bougainville" (UNDP). Besides, to ensure coordination under the Inter-agency outcome "Gender Equality and Women's Empowerment" GTT was established. GTT is an internal UN coordination mechanism. Representative of the UN Women is a Chair of the GTT and Coordinator is a member of the PCC which is a next high level body after UNCT responsible for implementation of UNDAF.

Budgeting: UNCT established a system of tracking expenditures per outcome that allows tracking total available resources for the outcome "gender equality and women's empowerment" and expenditures incurred on annual basis.

3.3. Weaknesses

Planning: UNDAF outcomes and outputs not fully reflect gender dimensions and do not include indicators that facilitate measuring outcomes and outputs from gender perspective. Even such areas as education and health that traditionally have strong gender dimension are not formulated in gender sensitive way and indicators used to measure their achievement do not include gender dimension. National statistics in PNG is not collected in a systematic way and in

most of the cases data collected does not provide sex- and age-disaggregation. This general challenge affected also UNCT capacity to provide in UNDAF sex- and age-disaggregated baseline data for indicators. As a result of the review of the UNDAF results framework outputs and indicators that had gender dimensions were removed.

Programming: there is insufficient infrastructure at the UNCT level to mainstream gender during UN programming and respectively, UNDAF. It was mentioned on numerous occasions that despite a corporate commitment of each UN agency to integrate gender as a cross-cutting issue, UN agencies are rather guided by requirements of donors in integrating gender, reporting on it. In most of the UN agencies, gender mainstreaming was understood as having special intervention with women or addressing gender-targeted priorities, for instance, GBV, women's leadership or ensuring equal number of women and men present in the trainings, workshops, community consultations. UNCT supports improvement of national development planning. At this stage, support of the UNCT to mainstream gender to national planning, gender-responsive budget and monitoring and evaluation of national development priorities is emerging. UNCT is currently working with the GoPNG to align SDGs with national planning priorities with emphasis on gender dimensions of the SDGs. Other UNDAF outcomes, outputs do not include gender dimension and at the level of programming such activities as capacity development on gender mainstreaming in bodies and sectors supported by the UN, gender-responsible budgeting, mainstreaming gender in monitoring and evaluation frameworks of policies and programmes supported by the UN are not foreseen.

Partnerships: UNDAF Results Framework and Annual work plans under the outcome "Gender Equality and Women's Empowerment clearly identify national machinery, women's NGOs as partners and beneficiaries of the UN activities. They also took part in evaluation of the UNDAF and validation of results. However, there was insufficient evidence about their involvement to planning of current UNDAF, CCA/UNDAF, development of outcomes and outputs.

Policies and capacities: Development Partner Forum on Gender that is a multi-stakeholder coordination mechanism on gender equality in PNG was mentioned during interviews as not fully effective due to various reasons including capacity and commitment of the DFCD. The Forum is very important platform for coordination, because it has a mandate to coordinate around gender-targeted interventions of development partners to support gender equality and women's empowerment and gender-integrative efforts to ensure that gender equality is integrated across all government policies, sectors and institutions. However, TOR for the Forum and Technical Groups do not establish clear operational procedures in terms of process of convening the Forum and Groups (for instance, deadlines for making decisions about next Forum, periods when parties should respond to proposal to convene the Forum), setting the agenda of the Forum, activities in between the Forums, follow-up actions on decisions reached during Forum, how technical groups feed the Forum and vice versa.

GTT works under generic TOR that do not establish responsibility of the GTT to support and monitor mainstreaming of gender across other inter-agency outcomes that is performed by GTT in practice. UNCT does not maintain a roster of gender experts available at the national, regional and international levels. UN Women keeps a list of CVs of experts and based on request shares it with other UN agencies.

Efforts of the UN to develop capacities on gender mainstreaming are not systematic. Such activities like monitoring of capacity assessment on gender mainstreaming, review of capacity of

UNCT to undertake gender mainstreaming are not implemented. Training on gender mainstreaming for all UNCT staff and specific training for gender specialists and gender focal points are not delivered on a systematic basis.

Decision-making: At the UNCT level issues related to gender equality programming and support are discussed occasionally. Review of UNCT minutes of meetings demonstrated that issues discussed were related to common advocacy on gender equality, submission of proposals to donors, gender scorecard assessment, progress with DHS, difficult relationships with the DFCD, main partner for gender equality and women's empowerment in PNG.

Monitoring and evaluation: UNDAF Results Framework does not include sex-disaggregated data against all outcomes and outputs due to general lack of reliable statistics in the country, but also lack of sex-disaggregation of all outcomes and outputs of the UNDAF for 2012-2015. During review process of the UNDAF Results Framework for 2012-2017 gender-sensitive indicators in "governance" and "disaster reduction management" outcomes were removed due to lack of data.

3.4. Good practice in gender mainstreaming

Several good practices were identified during gender scorecard assessment:

- Gender programmatic review in the UNICEF conducted in June 2016. The Gender Programmatic Review (GPR) is a tool that has been developed to help country offices to strengthen their programmes and make it more gender responsive and transformative. The approach of undertaking gender programmatic review is participatory. It was facilitated by the UNICEF Regional Gender Advisor and consultant and involved extensive consultations with staff of UNICEF and relevant governmental partner. Based on GPR, recommendations on re-formulating outcomes and outputswere provided to ensure they include gender dimension. GPR also resulted in review of existing institutional structures within UNICEF to ensure more effective gender mainstreaming in operational and programmatic aspects of the UNICEF in PNG.

- Situation Analysis and Recommendations for Improving Gender Inclusiveness and Participation in Papua New Guinea's National REDD+ Policies was conducted by the UNDP and Foundation for Peoples and Community Development. The objective of the situation analysis is to inform and assist in drafting of a national REDD+ strategy and possibly REDD+ policy to ensure full and effective participation of institutional and individual stakeholders including women and men. Situation analysis included review of legislation (gender-specific and sector-specific) and policies, assessment of current practices of inclusion of women and men in community consultations, stakeholders mapping and their practice on gender mainstreaming. As a result of situation analysis set of recommendations was developed to ensure that women and men are not only active participants of the REDD+ programmes, but also that REDD+ policy implementation triggers changes in gender roles and transforms them to ensure gender equality.

- 'Engendering the UNDAF' is an integrated approach to mainstreaming gender equality and the empowerment of women across the UNDAF planning and formulation process. It also ensures that gender related concerns and priorities are reflected in the final UNDAF document itself. With support from a regional UN Women Strategic Planning and Coordination Specialist UN Women and the GTT developed an 'Engendering the UNDAF' Roadmap which was subsequently integrated into the UNDAF Roadmap. As part of this process the regional specialist and in-country gender team organized a sensitization workshop for UN staff, government and civil society partners in March 2016. The

workshop highlighted gender equality as a normative principle of the UN and outlined how to integrate gender considerations into UN common country processes. In May a separate workshop on the UN's core programming principles was held with support from the UNDG Regional Senior Human Rights Advisor for Asia-Pacific. Gender was a component of this training. The 'Engendering the UNDAF' Roadmap focused on integrating gender equality principles into other goals through appropriate analysis, outcome language, targets and indicators and addressing key structural issues as part of a transformative agenda. At the programming level the GTT has been assigned to be responsible for working with all relevant colleagues to mainstream gender throughout the UNDAF including working on gender sensitive indictors.

4. Follow-up

United Nations Development Group (UNDG) advises UNCTs to implement gender mainstreaming strategy at the country level encompassing both gender-targeted interventions that support gender equality and women's empowerment in the country and gender-integrated efforts to ensure that gender equality is integrated across the substantive work of all sectors. Thus, in the context of UNDAF gender mainstreaming should be understood as advocating, planning and programming for separate outcome on gender equality and integrating gender equality across all other outcomes of UNDAF.[3] In doing so, UNCTs should change common approach of assigning responsibility for mainstreaming gender to gender focal points or gender units to make sure that gender mainstreaming becomes a responsibility of all staff including senior staff members and that resources and capacities required for mainstreaming of gender are available.[4]

The following actions are proposed to UNCT to improve performance on gender equality and women's empowerment taking into account conceptual approaches to gender mainstreaming and current UNCT weaknesses:

Dimension	Main follow-up issues	Steps to be taken, including technical assistance needed, time-frame, allocation of responsibility, and resources required
Planning Rating: 3.9	UNDAF does not fully reflect gender dimension in all outcomes, outputs and indicators.	1. In addition to dedicated outcomes, outputs to address gender inequality include gender concerns in other outcomes, outputs and actions. This can be done through peer-review process with TT and GTT. 2. Develop indicators that will help to measure gender mainstreaming in all outcomes, outputs. Next UNDAF should be aligned with SDGs most of which include gender target or gender dimension. UN Women (globally) developed proposals for indicators to monitor SDGs that can be adapted to national context during UNDAF planning.
	Data is not sex- and age-disaggregated	1. Includes gender dimension in every sector subject to analysis in the CCA/UNDAF including sex-disaggregated data, gender relations and roles of women and men in the sector, inequalities and discrimination, links to national legal frameworks on gender equality, CEDAW, UPR and SRs reports and recommendations, capacities of national partners to mainstream gender.

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[3] UNDG, Resource Book for Mainstreaming Gender in UN Common Programming at the country level. 2014, p. 3
[4] UN Women Coordination Division. Guidance on the development of gender equality and women's empowerment policies. 2014, p.6.

		2. Include to UNDAF results and monitoring framework not only quantitative, but also qualitative baseline data that can be taken from reports of SR, CEDAW concluding observations, UPR and report on implementation of Beijing Platform for Action.
Time frame: deadline for completion of CCA and UNDAF draft Responsibility: overall responsibility: UNRCO; contribution to review of CCA, UNDAF outcomes, outputs, indicators: UN Women, GTT. Resources: cost for temporary gender advisor or costs for travel of Gender Advisor from Regional Office of the UN Women in Bangkok to provide support during CCA review, UNDAF prioritisation workshop and review of UNDAF outcomes, outputs, indicators from gender perspective.		
Programming Rating: 3.4	Gender mainstreaming in programming is not fully institutionalised	1. Introduce a peer-review mechanism on gender mainstreaming at PCC level (for instance, checklist on gender mainstreaming) to ensure that all proposals comply with requirements of mainstreaming gender regardless of conditions of funding agency. 2. Introduce responsibility for gender mainstreaming to job description of all programme national and international staff and pay due attention during recruitment to knowledge and skills of gender mainstreaming in programming.
	Capacity development on gender mainstreaming to national planning, national budget is not foreseen in UNDAF and mainstreaming of gender in other outcomes is not sufficiently addressed by UNDAF	1. Introduce to every intervention under UNDAF where capacity development of national government or sub-national government partners is foreseen a capacity development on gender mainstreaming and monitor its implementation. 2. Conduct gender analysis in every intervention under UNDAF where policy support is foreseen (policy formulation, implementation, monitoring and evaluation) to ensure that policies are inclusive of gender and indicators measuring gender mainstreaming are included to monitoring and evaluation frameworks. 3. Include to the outcome focused on improvement of national development planning and aid coordination capacities as well as local development capacities activities on capacity development on gender mainstreaming and gender responsive budgeting. 4. Include to the outcome focused on capacity development of the Parliament interventions aimed at capacity development of Members of Parliament on gender mainstreaming to national policies and legislation, gender-responsive budget through engagement to this activities their peers from other countries where these initiatives were successful and sharing relevant examples on role of Parliaments in CEDAW implementation and gender budgeting (existing tools developed by Inter-Parliamentary Union can be used)
Time frame: UNDAF prioritisation workshop and during formulation of UNDAF outcomes and outputs. Responsibility: overall responsibility: UNRC and heads of UN agencies; PCC; technical and expert support: UN Women and GTT. Resources: costs of temporary gender advisor who would mentor on gender mainstreaming in programming or additional human resource in UN Women should be placed to provide required support to UNCT. All budgets should be inclusive of capacity development activities on gender mainstreaming, gender analysis.		

Partnerships Rating: 3	Low engagement of national women's machinery and women's NGOs to UNDAF planning and development of UNDAF outcomes, outputs.	1.During UNDAF planning and prioritization hold consultations with more active engagement of national machinery, civil society organisations working human and women's rights including from the sub-national level in discussions of gender-targeted outcomes and other outcomes.
	Low inclusion of women from excluded groups as partners	1. In the CCA define clearly which groups of women are included to excluded groups, analyse their capacities and livelihood strategies and involve these women (or groups representing their interests) to planning, implementation, decision-making, monitoring and evaluation of UNDAF.
Time frame: period of CCA drafting, UNDAF prioritisation workshop, formulation of UNDAF outcomes and outputs. Responsibility: UNRCO, GTT Resources: costs of participation of women's NGOs, national machinery, women from excluded groups in UNDAF prioritisation workshop.		
Policies and capacities Rating: 2.3	Development forum on gender is not effective	1. Review the TOR of the Development Partner Forum on Gender and stipulate clear operational procedures for Forum including procedure of convening the Forum, setting agenda items and agreeing on final agenda, communication with technical groups including process of transfer of information between groups and Forum, follow-up on decisions of the Forum and monitoring of how Forum performs its functions especially on gender mainstreaming in policies and institutions across the GoPNG. 2. Review the TOR of the technical groups to establish operational procedures for functioning of these groups, communication with Forum, activities between Forums. 3. Consult with all actors engaged to the Development Forum on revised TOR and propose adoption of these revised TOR during the Forum. 4. Raise issues pertinent gender equality and gender mainstreaming in other development forums that work more effectively compared to Development Forum on Gender and Development Partners Round Table.
	TOR for GTT are generic	1. Draft specific TOR for GTT that will specify GTT responsibility for "Gender Equality and Women's Empowerment" outcome and for gender mainstreaming across the outcomes.
	Lack of mechanism of review of UNCT capacity to mainstream gender	1. Develop a mechanism at UNCT level to regularly assess capacity of UNCT to mainstream gender (once in 2-3 years), monitor capacity development on gender mainstreaming and report about these efforts through UNRC letter to Secretary General and annual progress reports on UNDAF implementation. 2. Conduct trainings (4 days) for Gender focal points once a year. 3. Conduct one days training of the UN Staff and UNCT members on gender mainstreaming once every year.

	Roster of gender experts is not formalised	1. Based on list of CV of gender experts available in the UN Women Country office develop a formal roster of gender experts at the national, regional and international levels. Roster should identify experts by area of expertise (for instance, compliance of national legislation with CEDAW, gender and disaster risk reduction, gender and climate change, gender equality programming and so on) and by skills (analysis, review of legislation, evaluation, training and so on). 2. Share the roster of experts with other UN agencies and Task teams for use.
Time frame: within 3 months period after completion of Gender Scorecard Responsibility: UN RC, UNRCO, GTT, UN Women, Heads of UN agencies.		
Decision-making Rating: 3.5	Gender equality programming is discussed occasionally at the UNCT level	1. Include gender programming as agenda item to UNCT meetings and possible PCC to have substantial discussions around gender issues in UNDAF, gender mainstreaming across UNDAF outcomes, capacities of UNCT on gender mainstreaming, coordination with development partners on gender .
Time frame: next UNCT and PCC meetings Responsibility: UN RC and UN RCO		
Budgeting Rating: 4	Budget on gender trainings is not foreseen.	1. Allocate special budget for training on gender mainstreaming for gender focal points and UNCT members and measuring impact of these trainings.
Time frame: At the stage of UNDAF formulation and budget development Responsibility: UN RC and UN RCO Resources:costs of training, costs of gender evaluation and gender audit.		
Monitoring and evaluation Rating: 3	Gender evaluation of UNDAF, gender audit were not conducted during UNDAF period.	1. In the next UNDAF cycle conduct gender evaluation (alternatively, in the next UNDAF evaluation special questions on gender analysis should be introduced and consultant selected should have strong gender expertise) and gender audit to improve performance of UNCT on gender equality and women's empowerment and gender mainstreaming.
	UNDAF Results Framework does not fully integrate gender perspectives	1. Fully engender outcomes, outputs and indicators in the next UNDAF Results framework and as much as possible include sex- disaggregated baseline data. 2. Address gender specific issues in every outcome in Annual Progress Reports, RC Letters to Secretary General. 3. Share examples from the UN system in PNG on gender mainstreaming to UNDAF and across the outcomes to bring attention of the GoPNG about commitment of UN to gender equality and use them as an example to introduce gender mainstreaming in monitoring and evaluation of the national development programmes.
Time frame: At the stage of UNDAF formulation Responsibility: UN RC and UN RCO Resources: costs of gender evaluation and gender audit.		

Quality control and accountability Rating: 3	Additional attention to gender mainstreaming is required.	1. Introduce a requirement during UNDAF prioritisation workshop to formulate outcomes, outputs and indicators in gender-sensitive ways, mainstreaming of gender in all capacity building activities with national partners. 2. Under PCC quality control mechanism of the CCA include "gender mainstreaming and human rights based approach" as a separate area requiring quality control and revision of CCA if this requirement is not fully met by CCA.
Time frame: At the stage of CCA finalisation and UNDAF formulation Responsibility: UN RC and UN RCO, PCC.		

Annex 1. Documents reviewed

Alotau Accord 2012.

Annual Progress Reports on UN Delivering as One in Papua New Guinea, 2012, 2013, 2014, 2015.

Annual Work Plans of the UNDAF outcome "Gender Equality and Women's Empowerment", 2012, 2013, 2014, 2015, 2016.

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Human Rights Council. 2015. Report of the Special Rapporteur on extrajudicial, summary or arbitrary executions, Christof Heyns, Addendum,Mission to Papua New Guinea (3 to 14 March 2014), A/HRC/29/37/Add.1.

Human Rights Council. 2016. Report of the Working Group on the Universal Periodic Review Papua New Guinea, A/HRC/33/10.

JICA. 2010. Country Gender Profile: Papua New Guinea.Japanese International Cooperation Agency.

Papua New Guinea Medium Term Development Plan, 2016-2017.

Papua New Guinea Development Strategic Plan 2010-2030.

Papua New Guinea Vision 2050.

Papua New Guinea National HIV & AIDS Strategy 2011-2015.

Papua New Guinea National Health Plan, 2011-2020.

Papua New Guinea National Strategy for Sustainable Development.

Strategic Plan for Gender Equality and Women's Empowerment for 2012-2015, UNDAF for 2012-2015.

Letters of the UN Resident Coordinator in PNG to the UN Secretary-General for 2012, 2013, 2014, 2015.

Lund, A, Lovai, B. 2016. Independent Evaluation of the UN Development Assistance Framework (2012-2017) UN Country Team in Papua New Guinea.

Minutes of the UNCT meetings held in 2014, 2015 and 6 months of 2016 (total 26 minutes of meeting).

TOR "Government of Papua New Guinea and Development Partners Forum on Gender", 2009

TOR for Technical Working Group on Gender, Violence and Vulnerability, GoPNG-Development Partners' Gender Forum, 2014.

TOR for Technical Working Group on Women's Economic Empowerment GoPNG-Development Partners' Gender Forum, 2013.

TOR PNG-UN Country Programme Steering Committee.

TOR for Program Coordination Committee, 2015.

TOR for Inter-agency Task Teams, UN, PNG.

TOR for the UN Operating Committee, 2015.

TOR for UN Communication Group.

TOR for Consultancy: UNDAF Country Analysis in PNG.

UNDAF 2012-2015 Papua New Guinea.

UNDAF Results Framework for 2012-2015 and revised Results Framework for 2016-2017

UNDP and Foundation for Peoples and Community Development. 2016. Situation Analysis and Recommendations for Improving Gender Inclusiveness and Participation in Papua New Guinea's National REDD+ Policies.

UNDP. 2014. National Human Development Report Papua New Guinea. From Wealth to Wellbeing: Translating Resource Revenue into Sustainable Human Development.

UNDG. 2016 Resource book for Mainstreaming Gender in UN Common Programming at the Country Level, https://undg.org/wp-content/uploads/2015/03/Resource-Book-for-Mainstreaming-Gender-in-UN-Common-Programming.pdf

UNICEF. 2016. Papua New Guinea Gender Programming Review – Child Protection.

UNICEF. 2016. Papua New Guinea Gender Programming Review – Young Child Survival and Development.

UNICEF. 2016. Papua New Guinea Gender Programming Review – Early Childhood Care and Development.

UNICEF. 2016. Papua New Guinea Gender Programming Review – Education.

UN Women. 2014. Guidance Note. Gender Mainstreaming in Development Programming, http://www.unwomen.org/~/media/headquarters/attachments/sections/how%20we%20work/unsystemcoordination/gendermainstreaming-issuesbrief-en%20pdf.pdf

UN Women. 2015. Position Paper. Monitoring Gender Equality and the Empowerment of Women and Girls in the 2030 Agenda for Sustainable Development: Opportunities and Challenges, UN Women, 2015, http://www.unwomen.org/~/media/headquarters/attachments/sections/library/publications/2015/indicatorpaper-en-final.pdf?v=1

Annex 2. List of persons interviewed

1. Mr. Jeffery Buchanan, UN Gender Task Team Lead, UN Women;
2. Ms. Danielle Winfrey, UN Gender Task Team Coordinator, UN Women;
3. Ms. Beatrice Tabeu , National Program Specialist, UN Women;
4. Mr. John Keating, Monitoring and Evaluation Specialist, UN RCO;
5. Mr. Hisashi Izumi, Head of Programs, UNDP;
6. Ms. Julie Bukikun, ARR (Governance), UNDP, Lead of Governance and Peace Building Task Teams;
7. Mr. Stuart David Watson, Country Representative, UNAIDS, JUNTA Task Team Leader;
8. Ms. Gwen Maru, Environment, Climate Change and Disaster Risk Management Team Leader;
9. Ms. Selina Pahun, National Financial Inclusion Coordinator, UNCDF;
10. Dr. Gilbert Hiawayler, Assistant Resident Representative, UNFPA;
11. Mr. Steven Paniu, National Program Analyst, UNFPA;
12. Mr. Khalil Omarshah, Program Coordinator, IOM Vulnerable Migrants Assistance Unit;
13. Mr. Olushola Ismail, Country Representative, UNICEF;
14. Mr. Asefa Tolessa Dano, Child Protection Task Team Lead, UNICEF;
15. Ms. Hennie Kama, Child Protection Office, UNICEF;
16. Ms. Chika Kondoh, Communication Specialist, UNRCO, Head of UN Communication Group;
17. Mr. Khusrav Sharifov, DRR Programme Manager, UNDP;
18. Mr. George Gigauri, Country Representative, IOM;
19. Mr. Roy Trivedy, UNRC;
20. Ms. Iwona Spytkowski, Head of the UNRCO;
21. Ms. Josephine Mann, National Human Rights Office, OHCHR, Human Rights Task Team leader;
22. Ms. Susan Ferguson, Counsellor, Australian High Commission (Department of Foreign Affairs and Trade of Australia);
23. Mr. Kia-Henry Nema, SPA Task Team Lead, UNDP;
24. Dr. Pieter J.M. Van Maaren, WHO Representative, Health Task Team Leader,
25. WHO Gender Focal Point
26. Mr. Vincent Pyati, National Programme Officer, UNHABITAT
27. Ms. Bekky Tarubi, Gender branch of the DFCD;
28. Induction meeting for the GTT attended by UNFPA, OHCHR, IOM, UN Women;
29. End of project presentation, UNDP GBV Project conducted in Crowne Plaze Hotel attended by DFCD, ODW, CIMS, provincial governments, NGOs.

UNCT Performance Indicators for
Gender Equality and Women's Empowerment

At the stage of the planning of the next cycle of UNDAF

Rating

5 = exceeds minimum standards

4 = meets minimum standards

3 = Needs improvement

2 = Inadequate

1 = Missing

0 = not applicable

Dimensions	Definition	Rating Include reviewer comments and evidence base
1. PLANNING (CCA/UNDAFs)[5]		
1.a - Adequate UNCT review of country context related to gender equality and women's empowerment Source: UNDG Guidance[6]	**Exceeds minimum standards** • Includes an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources. • The analysis notes links to national legal frameworks, relevant to the promotion of gender equality and women's empowerment, and specific measures for follow up to CEDAW reports and CEDAW Committee concluding comments.	Rating: 5 (Exceeds minimum standards) Comment: In 2012 Strategic Plan on Gender Equality and Women's Empowerment (2012-2015) was developed in the framework of UNDAF. Plan includes an in-depth situation analysis of the gender inequality in the country, links it to CEDAW concluding observations, data presented in sex-disaggregated way. The analysis also includes assessment of current capacities of national women's machinery in the country and NGOs working on women's rights. The plan outlines approach of the UN to addressing challenges with achievement of gender equality, comparative advantages of the UN and strategy for achievement of outcome and outputs. Evidence base: Strategic Plan on Gender Equality and Women's Empowerment (2012-2015).

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[5] To be completed once during the CCA/UNDAF period. Countries that don't have a CCA/UNDAF, including conflict/post conflict/crisis countries, should apply these indicators and standards to any other common country planning and programming that the UNCT agrees on. This process will be reviewed on an ongoing basis by the Development Operations Coordination Office.

[6] Key source documents are provided as an Annex to the Users' Guide.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	• All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. • Critical capacity gaps are identified in the area of the promotion of gender equality. **Meets minimum standards** • Includes an analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in access to and control of resources. • The analysis notes links to national legal framework relevant to the promotion of gender equality and women's empowerment, and includes reference to CEDAW reports and concluding comments. • All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. **Needs improvement** Any two of the above three areas (under *Meets minimum standards*) are met. **Inadequate** Any one of the above three areas (under *Meets minimum standards*) is met. **Missing** **Not applicable**	
1.b - Gender equality and women's empowerment in UNDAF outcomes	**Exceeds minimum standard** More than one outcome clearly articulates how gender equality and women's empowerment will be promoted. **Meets minimum standard** One outcome clearly articulates how gender equality will be promoted.	Rating: 5 (exceeds minimum standards) Comment: Two UNDAF outcomes for Cluster 2 and 4 clearly articulate how gender equality and women's empowerment will be promoted: • "By 2015, PNG progresses towards becoming a more inclusive and equitable society where all citizens enjoy political, economic, and social rights, free from discrimination and irrespective of gender, ethnicity, or geographical isolation."

Dimensions	Definition	Rating **Include reviewer comments and evidence base**
Source: UNDG Guidance	**Needs improvement** One outcome includes reference to gender, but does not clearly articulate how gender equality will be promoted. **Inadequate** Gender equality or women's empowerment are given 'token' or minimal attention. **Missing** **Not applicable**	• "By 2015, GoPNG and civil society have enhanced their capacity to implement biodiversity conservation, low carbon and climate resilient development initiatives for environmental sustainability and improved community livelihoods to reduce the vulnerability of women, girls, men and boys to disaster risks" In addition, there are three UNDAF interagency outcomes and one interagency sub-outcome that articulate how gender equality will be promoted: • By 2015, the Autonomous Bougainville GoPNG (ABG) leads post-conflict recovery and development planning and budgeting and provides a safe, secure, stable and sustainable environment in which girls, boys, women and men enjoy their rights to equitable access and utilization of basic services and their protection from violence, discrimination, exploitation, injustice and inequality. • By 2015, women, men, boys and girls have increased opportunities to access services, resources, rights and decision-making processes through equal participation and benefits from the economic, social and political development of PNG. • By 2015, GoPNG and civil society have enhanced their capacity to implement biodiversity conservation, low carbon and climate resilient development initiatives for environmental sustainability and improved community livelihoods to reduce the vulnerability of women, girls, men and boys to disaster risks" • By 2015, the capacity of the GoPNG and relevant stakeholders strengthened in order to improve quality, access and utilization of maternal, newborn, child and adolescent health services, including sexual and reproductive health in line with KRA 4 and 5 of the National Health Plan 2011-2020 Evidence base: UNDAF for 2012-2015, UNDAF Results Framework for 2012-2015 and revised framework for 2016-2017
1.c - Gender equality and women's empowerment in UNDAF outputs **Source: UNDG Guidance**	**Exceeds minimum standard** At least one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improvements in progress toward gender equality and women's empowerment. **Meets minimum standard**	Rating: 3 (needs improvement) Comment: out of 53 outputs only 11 (one fifth) clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. Evidence base: UNDAF Results Framework for 2012-2015.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	Between one third and one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. **Needs improvement** Less than one third of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. **Inadequate** Outputs refer to gender equality or women in passing, but with no logical connection to changes in gender equality. **Missing** **Not applicable**	
1.d - Indicators to track UNDAF results are gender-sensitive **Source: UNDG Guidance**	**Exceeds minimum standard** At least one indicator at outcome level, and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results. **Meets minimum standard** At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results. **Needs improvement** No gender-sensitive indicators at outcome level, and less thanone third of indicators at output level are gender sensitive. **Inadequate** Token reference to gender equality or women in indicators.	Rating: 4.5 (between meets minimum standard and needs improvement) Comment: One third of outcome-level indications (26 out of 69) and one forth of output level indicators (69 out of 232) are gender sensitive and adequately track progress towards gender equality results. However, 50% of gender sensitive output-indicators track changes under "GE and WE" outcome and in the process of review of indicators gender-sensitive indicators (for instance, for DRR) were removed due to lack of data. Evidence base: UNDAF Results Framework for 2012-2015 and revised UNDAF Results Framework for 2016-2017, Interview with UN RCO

Dimensions	Definition	Rating Include reviewer comments and evidence base
	Missing **Not applicable**	
1.e - Baselines are gender-sensitive **Source: UNDG Guidance**	**Meets minimum standard[7]** All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. **Needs improvement** Some data is sex-disaggregated but sex-disaggregation is not systematic. **Inadequate** There is token sex-disaggregation of data. **Missing** **Not applicable**	Rating: 2 (Inadequate) Comment: Overall lack of statistics and sex-disaggregated statistics in PNG affects also UNDAF Results Framework. Baseline data is mostly unavailable. Available data either provided women-specific data, only in one instance UNDAF provided sex-disaggregated data (i.e. referring to women and men). Evidence base: UNDAF Results Framework and revised UNDAF Results Framework, Interviews with UN RCO, UNFPA, UN Women, UNDP.
2. PROGRAMMING		
2.a - Gender perspectives are adequately reflected in joint programming[8] **Source: ECOSOC 1997, 2004, 2005, 2006, TCPR 2007, World Summit Outcome 2005**	**Exceeds minimum standard** • Promoting gender equality and women's empowerment is reflected in long-term programming consistent with the opportunities and challenges identified in the UNCT's background analysis of gender inequality and women's rights situation (e.g., in CCA/UNDAFs, MDG report, etc.). • UNCT joint initiative(s) (e.g., advocacy and other initiatives) in support of gender equality and women's empowerment exist. **Meets minimum standard** • There are detailed, practical and adequately funded programmes addressing the problems and challenges	Rating: 5 (Exceeds minimum standards) Comment: UNDAF identified "Gender Equality and Women's Empowerment" as a separate interagency outcome. Strategic Plan on Gender Equality and Women's Empowerment (2012-2015) provides analysis of situation with gender inequality and women's rights in the country and outlines efforts of the UNCT to address challenges identified taking into account UN comparative advantage and strategies to be applied at national, sub-national and regional levels including existing tools and methodologies. Activities in this area are aimed at addressing violations of women's rights that exist in the country such as GBV, socery-related killings and establishment of opportunities for women's economic empowerment, women's participation in decion-making at the national and sub-national levels, safe environment for women in cities and empowerment of women to play active role in post-conflict reconstruction and development in Bougainville. UN acts at macro-, meso- and micro-level to support government in improvement of respective legislation and policy at the national level, integrate new

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[7] It is not possible to exceed the minimum standard in this case, because the indicator refers to an absolute value (all data).
[8] For background information and guidance on joint programming and joint programmes, see http://www.undg.org/index.cfm?P=237

Dimensions	Definition	Rating Include reviewer comments and evidence base
	identified in the background analysis of gender inequality and women's rights situation. • UNCT joint initiative(s) in support of gender equality exist. **Needs improvement** Meets either one of the two areas above (under *Meets minimum standard*). **Inadequate** Token reference to gender equality in programming. **Missing** **Not applicable**	approach at addressing mentioned violations of women's rights at sub-national levels and provision of services to women suffered from violations and other services aimed at their economic and political empowerment. UN engages with wide range of partners starting from national machinery on gender equality and women's empowerment, Constitutional Law Reform Commission, Department of Justice and the Attorney General at the national level and civil society organisations working at national and local levels. In addition to inter-agency outcome, UN agencies developed and implement joint programs addressing gender-specific problems. Some of the examples are UN Women and UNDP Joint Programme "Bougainville Women in Leadership Programme" and UN Women and UNICEF Joint Programme "Planim Save, KamapStrongpela (Plan Knowledge, Grow Strong). New Joint Programmes focusing on gender equality and women's empowerment are in the pipeline. UNCT also provides support to address problems related to maternal and child health and women, improving parity in education sector inter alia through mainstreaming gender in the education management and services. It is also focused on promotion of reproductive and sexual rights among adolescents and youth, family planning. UN provided strong support in gender-sensitive response to HIV/AIDS in PNG that in addition to "traditional" women and men division addresses interests of LGBTI, MSM, sex-workers. To sum up, the approach of the UNCT in addressing gender-specific problems existent in PNG is comprehensive. There are several activities on joint advocacy of UNCT to support gender equality: • UNAIDS and UN Women HIV and Gender Journalism Awards for work on the topics of HIV/AIDS, Gender, GBV and Human Rights in 2014 and 2015. • Awarded journalists were nominated to participate in the five-day UN Joint Journalist Training to be done by Thomson Reuters Foundation on 29 August-2 September, 2016 in Port Moresby. Objective of the training is to equip journalists with analytical and reporting skills with focus on reporting about UN activities. Curriculum of the training covers such issues as reporting on child's rights, GBV, reproductive health and rights. In addition to lectures, journalists will be required to hold interviews with victims of GBV and visit hospitals as part of practical assignments.

Dimensions	Definition	Rating Include reviewer comments and evidence base
		• UNCT was effective on joint advocacy of GBV issue that was central to the UNCT advocacy agenda and resulted in adoption of the National GBV Strategy that should be endorsed by the Parliament soon. • Initiative of the UN Communication Group on Radio and TV shows about SDGs though not directly focused on gender will also contribute to raising awareness about SDG 5 and other SGDs as most of them have gender-specific targets. Evidence base:UNDAF 2012-2015, Annual Progress Reports on UN Delivering as One 2012-2015, Strategic Plan on Gender Equality and Women's Empowerment (2012-2015), TOR for Thompson Reuters Journalist Training, UNAIDS and UN Women Contribution Agreement on PNG HIV/AIDS and Gender Journalism Award, interviews with GTT and Head of UN Communication Group, UN RC, Heads of UN Agencies,
2.b – Joint programmes **Source: UNDG Guidance**	**Exceeds minimum standard** Key national gender equality and women's empowerment priorities are being addressed through a Joint Programme on gender equality, and through mainstreaming gender equality into other Joint Programmes. **Meets minimum standard** A Joint Programme on promoting gender equality and women's empowerment is in place, and work is in progress to mainstream gender into other Joint Programmes. **Needs improvement** Joint Programme on promoting gender equality and women's empowerment being formulated, and limited mainstreaming in other Joint Programmes. **Inadequate** No Joint Programme on promoting gender equality and women's empowerment being formulated, and limited attention to gender in Joint Programmes **Missing**	Rating: 3 (Needs improvement) Comment: Same as above. GM in other UNDAF interagency outcomes is rather non systematic. Usually, individual UN agencies were mainstreaming gender, because it was a conditionality to receive funding from donor. For instance, UN Peace Building Fund has a system of assigning a gender marker to every proposal and in reporting information on progress with achievements of outcomes and outputs should provide gender-disaggregated information. There are emerging initiatives to better mainstream gender in projects/programmes through initiatives of selected UN agencies contributing to delivery UNDAF Interagency Outcomes. For instance, UNICEF Gender Programmatic Review 2016 provides a list of recommendations how to improve gender programming in education, child protection. Under Interagency outcome "Environment, Climate Change and Disaster Risk Reduction" UNDP conducted situation analysis and recommendations for improving gender inclusiveness and participation in PNG National REDD+ policies. In the framework of the developing a proposal for Green Climate Fund it is also foreseen to engage gender expert who will be in charge of conducting of gender analysis of disaster situation and provide recommendations on mainstreaming gender in the upcoming project. Evidence base: UNDAF for 2012-2015, Draft Situation Analysis and Recommendations for Improving Gender Inclusiveness and Participation in PNG National REDD+ policies, TOR for Gender Expert for the Technical Evaluation of Outer Island Water and Environmental Vulnerability Water Resilience and Disaster Early Warning Communication Measures, Interviews with UN Agencies, Leaders of the Task Teams.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	Not applicable	
2.c - UNCT support for national priorities related to gender equality and women's empowerment **Source: TCPR 2007**	**Exceeds minimum standard** UNDAF budgetary allocations support implementation of national gender equality legal frameworks, including: - National Plan of Action on Gender Equality and Women's Empowerment. - implementation of CEDAW, and follow-up to CEDAW Committee concluding comments. - collection and analysis of sex-disaggregated data at the national level. - gender mainstreaming in ministries other than the women's machinery. **Meets minimum standard** Meets any three of the above. **Needs improvement** Meets any two of the above. **Inadequate** Meets one of the above. **Missing** **Not applicable**	<u>Rating:</u> (3) Needs improvement <u>Comment:</u> Through the budget allocated to the delivery of outcome "Gender Equality and Women's Empowerment", "Peace-building – Bougainville", "Child Protection", "HIV/AIDS", "Health", "Education" UNDAF allocates budget that resulted in notable achievements in UNCT work on ensuring better compliance with CEDAW, collection of and analysis of sex-disaggregated data at the national level and mainstreaming of gender in selected ministries. UNCT was effective in reform of legislation in the following areas addressed by the CEDAW Concluding Observations back in 2010, reports of the Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment (2011), Special Rapporteur on Violence Against Women, its Causes and Consequences (2013), Special Rapporteur on extrajudicial, summary or arbitrary executions (2014): • criminalising family violence and providing protection from abuser and counselling services for survivors and abuser. • criminalising human trafficking and introducing immunity of victim from criminal prosecution for prostitution caused by trafficking. • repealing Socery Act 1971 and adoption of the Socery National Action Plan; • establishing women's rights to land management; • supporting women to run for elections at national and sub-national level; • ensuring women get equal rights to share of common property after divorce; • support in drafting and subsequent adoption of the National GBV Strategy pending endorsement by the Parliament; • review of Employment Act and support in drafting of Employment Relations Bill and Industrial Relations Bill to remove elements in law that discriminate against women ensuring prohibition of sex discrimination, pregnancy discrimination and sexual harassment in private sector workplaces. UNCT supports the National Statistics office to conduct Demographic Health Survey (DHS). DHS will cover 19'000 households and will focus on both women and men thus reaching all the regions of PNG. In addition to "traditional" issues covered by DHS module on gender roles was also included. National Statistics office will be trained on development of research tools, data collection, data processing and data analysis. Preliminary findings of the DHS will be available in April-May 2017 and can be used for revision of the Results framework of the next UNDAF.

Dimensions	Definition	Rating Include reviewer comments and evidence base
		UNICEF supported Gender Audit of the Ministry of Education, UNAIDS worked on mainstreaming gender in HIV/AIDS Strategy and response system. UNCT also provided support in mainstreaming gender through its safe cities programme and project of UNHABITAT to the municipality of Port Moresby and conducting gender audits of markets. UNCT supported Autonomous Bougainville Government (ABG) in post-conflict recovery, development planning and budgeting. This outcome under UNDAF has strong gender dimension. In practice, UN was effective in establishment of gender desk in the ABG and mainstreaming gender in education, health, disaster management. Despite these achievements more concerted efforts are required by UNCT to ensure collection and analysis of sex-disaggregated data in other sector where gender dimension is not visible (like, transport, environment, public service, etc.), gender mainstreaming across all line ministries, development of a new Strategy and Action Plan on Gender Equality and Women's Empowerment with realistic implementation plan and funding. UN also established strong partnerships with the Parliament, Department of National Planning, Department of Provincial and Local Government Affairs, provincial governments, National Disaster Center, Climate Change Development Authority, policy and immigration authorities. However, activities aimed at mainstreaming gender in these agencies and, respectively, sector were not implemented on systematic basis despite ongoing support of the UN to build capacities of these bodies. Budget for these activities should be allocated under every UNDAF outcome. Evidence base: UNDAF 2012-2015, Annual Progress Reports on UN Delivering as One 2012-2015, Report on National Review on the Implementation of the Beijing Declaration and the Platform for Action and the Outcomes of the 23rd Special Session of the General Assembly, August 2014 drafted by the Department for Community Development, interviews with Heads of contributing UN agencies, UN RC and GTT Coordinator.
2.d - UNCT support to gender mainstreaming in programme based approaches Source: TCPR 2007	Exceeds minimum standard • Capacity development provided to relevant government ministries for mainstreaming gender in Poverty Reduction Strategy Papers or equivalent. • Capacity development provided to relevant government ministries for mainstreaming gender in General Budget Support programming.	Rating: 3 (Needs improvement) Comment: Same as above. As mentioned above, UN established strong partnerships with government bodies in a number of sectors. However, efforts to mainstream gender to national development strategies, in ministries and budgets and development of capacities of ministries to mainstream gender to development plans were insufficient. There are selected initiatives of the UNCT members to mainstream gender in HIV/AIDS policies and response. There was a Gender Audit of education sector supported by the UNICEF.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	• Capacity development provided to relevant government ministries for mainstreaming gender in Sector Wide Approaches and/or National Development Plans. **Meets minimum standard** Meets any two of the above. **Needs improvement** Meets any one of the above. **Inadequate** Token attention to gender mainstreaming in programme based approaches. **Missing** **Not applicable**	Activities of the UN Women and UNDP on development of GBV strategy also included efforts on costing of GBV support systems, i.e. example of gender budgeting for particular programmes. There are some emerging initiatives of UN agencies to mainstream gender in environment, climate change and disaster programming. So far, the efforts of UN agencies on gender mainstreaming were mainly focused on ensuring that women and men are involved in activities of the projects (trainings, stakeholder consultations and so on). Capacity development on gender mainstreaming in development strategies, gender budget support programs is not a priority approach or strategy identified by the UNDAF and UN Agencies. Evidence base: Annual Progress Reports of the UN Delivering as One in PNG, UNDAF for 2012-2015 and revised UNDAF Results Framework for 2016-2017, UNICEF Programmatic Review, 2016, Interviews with UN agencies, Interview with Australian High Commission, Interviews with Leaders of Task Teams responsible for implementation of UNDAF Interagency outcomes.
2.e - UNCT support to gender mainstreaming in aid effectiveness processes **Source: TCPR 2007**	**Exceeds minimum standard** • Gender-responsive budgeting (GRB) is promoted in the Ministry of Finance and other key ministries. • UNCT takes lead role in strengthening the Government's ability to coordinate donor support to promote gender equality. • UNCT supports monitoring and evaluation of gender mainstreaming in National Development Plans, Poverty Reduction Strategy Papers or equivalent, General Budget Support programming, and Sector Wide Approaches. **Meets minimum standard** Meets any two of the above. **Needs improvement** Meets one of the above. **Inadequate**	Rating: 3 (Needs improvement) Comment: Through interventions on GBV UNCT provided support in costing of GBV response and calculated cost of implementation of GBV national strategy. In provincial level (Bougainville) issue of GRB was also addressed. At this stage, aid coordination on gender equality through Development Partners Forum on Gender is ineffective. UNCT does not have full picture on development partners working on promotion of gender and gender mainstreaming to lead the process of strengthening the Government's ability to coordinate donor support to promote gender equality. UNCT supports work of Department of National Planning in development planning, aid coordination. However, it did not have special activities aimed at building capacity on gender mainstreaming to development planning and budgeting. Evidence base:UNDAF 2012-2015, Annual Progress Reports on UN Delivering as One 2012-2015, interviews with Task Team Leaders, UN agencies and DFAT.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	Token attention to gender mainstreaming in aid effectiveness processes. **Missing** **Not applicable**	
<td colspan="3" style="background-color:yellow">**3. PARTNERSHIPS**</td>
3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level[9] **Source: UNDG Guidance**	**Exceeds minimum standard** Women's machinery/department participates fully in: • Consultations about CCA/UNDAF planning (e.g. the prioritization retreat). • Development of UNDAF outcomes, outputs and indicators. • As key informants/stakeholders in the monitoring and evaluation of UNDAF results. Full participation means that the women's machinery/department is present at meetings, is involved in decision-making, and that recommendations made are followed-up and there is involvement at the implementation level. • Role of women's machinery in supporting achievement of UNDAF outcomes clearly defined. **Meets minimum standard** • Women's machinery/department participates fully in CCA/UNDAF consultations. • Role of women's machinery/department in supporting achievement of UNDAF outcomes clearly defined. **Needs improvement**	Rating: 3 (Needs improvement) <u>Comment:</u> DFCD, ODW and NCW participated actively in UNDAF evaluation and provided their feedback on the report. DFDC is a major partner for several UNDAF outcomes and its role is clearly identified in Annual Work Plans of the GTT. <u>Evidence base:</u> AWP "Gender Equality and Women's Empowerment" 2012, 2013, 2014, 2015, 2016, interview with DFCD staff, UN RCO, GTT Coordinator.

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[9] To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	• Women's machinery/department participates fully in one of the above (under *Meets minimum standard*). **Inadequate** Token participation by women's machinery/department. **Missing** **Not applicable**	
3.b - Involvement of women's NGOs and networks[10] **Source: UNDG Guidance**	**Exceeds minimum standard** Women's NGOs and networks participate fully in: • Consultations around CCA/UNDAF planning (e.g. the prioritization retreat). • Development of UNDAF outcomes, outputs and indicators. • Monitoring and evaluation of UNDAF results. Full participation means that women NGOs and network representatives are present at meetings, involved in decision-making, that recommendations made are followed-up, and that they are also involved at the implementation level. • Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. **Meets minimum standard** • Women's NGOs and networks participate fully in CCA/UNDAF consultations. • Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. **Needs improvement**	Rating: 3 (Needs improvement) Comment: Women's NGOs participated in UNDAF evaluation, participated in validation workshop and received draft report for comments. Their feedback was included to the evaluation report. Evidence base: Interview with YWCN, GTT Task Team Coordinator, UNRCO.

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[10] To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	• Women's NGOs and networks participate fully in one of the above (under *Meets minimum standard*) **Inadequate** Token participation by women's NGOs and networks.\ **Missing** **Not applicable**	
3.c - Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives **Source: UNDG Guidance**	**Exceeds minimum standard** • Women from excluded groups and their capacities and livelihoods strategies, clearly identified in UNCT country level analysis. • UNCT proactively involves women from excluded groups in planning, implementation, decision-making, and monitoring and evaluation. • Women from excluded groups are participants and beneficiaries in key UNCT initiatives, e.g. in UNDAF outcomes and outputs. **Meets minimum standard** • Women from excluded groups clearly identified in UNCT country level analysis. • Women from excluded groups are participants and beneficiaries in key UNCT activities, e.g. in UNDAF outcomes and outputs. **Needs improvement** Meets one of the above (under *Meets minimum standard*). **Inadequate** Token involvement of women from excluded groups. **Missing** **Not applicable**	Rating: 3 (needs improvement) Comment: UNDAF and Annual progress reports on UNDAF UN Delivering as One in PNG do not establish criteria which groups are considered as excluded group and does not provide gender dimension of exclusion. It is implied that rural women and girls, sex-workers, LGBTI, women and girls with disabilities can be included to this group. UNDAF is strong with engagement of this group as participants and beneficiaries in implementation of UNDAF outcomes and outputs. It was also stressed during interviews that UNHCR was closely involved with women from excluded groups (refugees, migrants) and provided lots of assistance in their inclusion, but when UNHCR closed its operations, the issue of involvement of excluded group is not adequately addressed. Evidence base: UNDAF for 2012-2015, Annual Progress Reports UN Delivering as One in PNG, 2012-2015, interviews with UN Agencies and Task Team Leaders.

Dimensions	Definition	Rating Include reviewer comments and evidence base
4.UNCT CAPACITIES		
4.a - Multi-stakeholder Gender Theme Group is effective **Source: TCPR 2007**	**Exceeds minimum standard** • Gender Theme Group adequately resourced, and resourced equally to other Theme Groups. • All key stakeholders participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, trades unions, employer organizations, the private sector, donors, and international NGOs). • Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. • Gender Theme Group has a clear terms of reference with membership of staff at decision making levels and clear accountability as a group. **Meets minimum standard** • Gender Theme Group adequately resourced. • Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. • Gender Theme Group has a clear terms of reference. **Needs improvement** Meets any two of the above (under *Meets minimum standard*). **Inadequate** Meets any one of the above (under *Meets minimum standard*). **Missing** **Not applicable**	Rating: (3) Needs improvement Comment:There is no multi-stakeholder GTG in PNG. There are two levels of coordination around GE and GM issues where UNCT is engaged: • Development Partners Forum on Gender – multi-stakeholder forum that meets 4 times a year and co-chaired by the RC and Minister of the Community Development and Religion. UN Women is a secretariat for the Forum. Four technical groups cover the following issues: 1) women's leadership (led by UNDP) 2) women's empowerment (led by the WB); 3) Gender Based Violence (led by DFAT and DFCD) and 4) Bougainville (Department of Community Development and UNDP). Among others the mandate of the Forum includes establishment of a mechanism for coordination, harmonisation and alignment of programmes and activities of development partners on gender equality women's empowerment; support integration of gender perspective and commitment to financing gender equality in the implementation of the Paris Declaration on Aid Effectiveness at all government levels including monitoring of effectiveness of aid and impart on gender equality and collection of sex-disaggregated data; effective gender mainstreaming in all development programmes and projects in PNG to improve the impact of aid interventions. So far, the Forum wasn't an effective coordination mechanism due to difficult partnership between UN and Department for Community Development, poor capacity of the Department for Community Development to lead the process (short deadlines, inconsistency in calling meetings and general lack of prioritising Forum as an important event for better promotion of gender equality agenda in the country). • GTT is an internal UN coordination mechanism in charge of delivery of development results under UNDAF inter-agency outcome "Gender equality and women's empowerment". The GTT works under generic TOR developed for Task teams responsible for delivering UNDAF inter-agency outcomes. Though the mandate of the GTT is to coordinate delivery of respective inter-agency outcome, GTT is also approached for advice and expertise on mainstreaming of gender in projects and programs not specifically addressing GE and WE issues. It was mentioned on numerous occasions that it was a mandate of GTT to mainstream gender in UN programmes and UNDAF despite this responsibility is not specifically assigned to GTT by its TOR. Evidence base: TOR of Development Partners Forum on Gender, TOR of Technical Working Groups, Minutes of Meeting of Technical Partners Forum on Gender, Interviews with UN

Dimensions	Definition	Rating Include reviewer comments and evidence base
		RC, Australian High Commission, UN Women, UNDP, Interviews with Leaders of the Task Teams responsible for delivering inter-agency outcomes.
4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming **Source: ECOSOC 2006**	**Exceeds minimum standard** • Resident Coordinator systematically promotes, monitors and reports on capacity assessment and development activities related to gender equality and women's empowerment. • Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years). • The impact of the gender component of existing training programmes regularly reviewed, and revised based on the review. • Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every year after this). • Gender specialists and gender focal points receive specific training (minimum four days of training a year on gender equality and women's empowerment programming). **Meets minimum standard** • Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to gender equality and women's empowerment • Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every two or three years). • Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every two years after this). • Gender specialists and gender focal points receive specific training (minimum two days of training a year on gender equality and women's empowerment programming).	Rating: 2 (Inadequate) Comment: During current UNDAF only one training for senior level UN staff was conducted on Engendering of UNDAF with support of the UN Women Regional office in Bangkok. Members of the PCC and UNCT members as well as all external stakeholders involved to UNDAF implementation (governmental partners working with UN, civil society organisations etc.) took part in this training. GTT and gender focal points were not provided with special training. UN staff goes through online gender training which is compulsory for all UN Staff in the Learning Management System (LMS) platform. There is no special mechanism established at UNCT level to undertake capacity assessment of UNCT on gender mainstreaming. Evidence base: Interviews with Leads of TT, UN agencies, UNRC.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	Needs improvement Any two of the above (under *Meets minimum standard*) are met. **Inadequate** Token attention to capacity development of UNCTs in gender mainstreaming. **Missing** Not applicable	
4.c - Gender expert roster with national, regional and international expertise used by UNCT members[11] **Source: ECOSOC 2006**	**Exceeds minimum standard** • Gender expert roster exists, is regularly updated and includes national, regional and international experts. • Experts participate in key UNCT activities (e.g. UNDAF planning, development of Joint Programmes on gender equality and women's empowerment). • Roster used on a regular basis by UN agencies (dependent on size of UN country programme). **Meets minimum standard** • Gender expert roster exists. • Roster used on a regular basis by some UN agencies (dependent on size of UN country programme). **Needs improvement** Roster in place but not updated or utilised. **Inadequate** No roster exists.	Rating: 2 (Inadequate) Comment: There is a list of CVs of gender consultants available in the UN Women office and if requested CVs are shared with other agencies. However, this list of CVs is not a formalised roster that identifies consultants by areas of expertise, skills and knowledge and so on. Evidence base: Interviews with UN agencies, GTT Coordinator, validation meeting with UNCT.

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[11] The roster can be maintained at national or regional levels.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	Missing **Not applicable**	
5.DECISION-MAKING		
5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group **Source: TCPR 2007**	Yes/No	Rating: Yes, 4 (meets minimum standards). Comment: This is a different arrangement in PNG. • UN RC chairs multi-stakeholder Development Partner Forum on Gender; • Chair of GTT group (UN Women representative) is a member of the UNCT. GTT Coordinator is a member of the Programme Coordination Committee (PCC) which next high level body after UNCT in charge of delivery of UNDAF outcomes. Evidence base: Interviews with UNRC, UN Women, GTT Coordinator.
5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues **Source: TCPR 2007**	**Exceeds minimum standard** • Gender equality programming and support issues included in 75% of Heads of Agency meetings. • Decisions related to gender equality programming and support issues are followed through. **Meets minimum standard** • Gender equality programming and support issues are included in 50% of Heads of Agency meetings. • Decisions related to gender equality programming and support issues are followed through. **Needs improvement** Heads of Agency meetings occasionally include gender equality programming on their agenda. **Inadequate** Token attention to gender equality programming and support issues. **Missing** **Not applicable**	Rating: 3 (Needs improvement) Comment: Review of minutes of meetings of the UNCT from 2014 till present revealed that out of 26 UNCT meetings 9 mentioned gender issues in terms of common advocacy, challenges of work with the DFCD, Gender Scorecard assessment, DHS work, submission of proposals on gender to donor. Thus, gender equality programming is discussed occasionally. Evidence base: minutes of the UNCT meetings in 2014, 2015 and six meetings in 2016.

Dimensions	Definition	Rating Include reviewer comments and evidence base
6. BUDGETING		
6.a - UNCT Gender responsive budgeting system instituted **Source: ECOSOC 2005**	**Exceeds minimum standard** The UNCT has implemented a budgeting system which tracks UNCT expenditures for gender equality programming, as a means of ensuring adequate resource allocation for promoting gender equality. **Meets minimum standard** The UNCT has clear plans for implementing a budgeting system to track UNCT expenditures for gender equality programming, with timelines for completion of the plan noted. **Needs improvement** Discussions ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming. **Inadequate** The issue of implementing a budgeting system to track UNCT expenditures for gender equality programming has been raised, but a decision was taken not to proceed with this. **Missing** **Not applicable**	Rating: 5 (Exceeds minimum standards) Comment: Tracking of budgetary allocations isperformed through GTT and Annual Progress Reports UN Delivering as One in PNG. Based on review of annual progress reports it is possible to track total funding available for implementation of the gender equality programming and track expenditures on annual basis. This information is open to public and can be found in the Annual Progress Reports on UN Delivering as One in PNG. Evidence base: UNDAF for 2012-2015, GTT Annual Work Plan (AWP) and Annual Progress Reports on UN Delivering as One 2012-2015.
6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment **Source: ECOSOC 2005**	**Exceeds minimum standard** Specific budgets to strengthen UNCT support for gender equality and women's empowerment located for: • Capacity development and training of UNCT members. • Gender equality pilot projects. • Support to national women's machinery. • Support to women's NGOs and networks. • Maintenance of experts' roster.	Rating: 3 (Needs improvement) Comment: During current UNDAF cycle there was one training conducted by the UN Women on engendering UNDAF. Costs for gender scorecard assessment were co-shared by UN agencies. The roster of gender experts at national, regional and international levels is not maintained in a formalised way. UNCT is effective in allocation of budgets for implementation of gender specific activities based on UNDAF requirements and earmarking of funds by donors for UN agencies implemented programmes under Inter-agency outcome "Gender Equality and Women's Empowerment". Practice of

Dimensions	Definition	Rating Include reviewer comments and evidence base
	• Gender mainstreaming in CCA/ UNDAF exercises (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.). **Meets minimum standard** Specific budgets allocated for any four of the above. **Needs improvement** Specific budgets allocated for any three of the above. **Inadequate** Specific budget allocated for one or two of the above. **Missing** **Not applicable**	mainstreaming of gender in other programmes is diverse across the UN agencies as mentioned under dimension "programming" above. In most of the UN agencies the issue of gender mainstreaming was addressed at the request of donor (DFAT, UN Peace Building Fund). UNDAF supports national women's machinery and women's NGOs through implementation of the Projects under Inter-agency outcome "Gender Equality and Women's Empowerment", "HIV/AIDS". Evidence base: Annual Progress Reports UN Delivering as One in PNG, Interview with UN RC, interviews with UN agencies.
7. MONITORING AND EVALUATION		
7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment **Source: UNDG Guidance**	**Exceeds minimum standard** • A dedicated gender equality evaluation is carried out once during the UNDAF period. • Gender audit undertaken once during UNDAF period. • The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. • Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. • All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. • The UNDAF Annual Review reports on the main gender-related expected results. • Resident Coordinator reporting covers the main gender-related expected results.	Rating: 2 (Inadequate) Comment: UNDAF Results Framework does not include sex-disaggregated data against all outcomes and outputs due to general lack of reliable statistics in the country, but also lack of sex-disaggregation of all outcomes and outputs of the UNDAF for 2012-2015. During review process of the UNDAF Results Framework for 2012-2017 gender-sensitive indicators in "governance" and "disaster reduction management" outcomes were removed due to lack of data. Annual Progress Reports on UN Delivering as One on systematic basis report on "Gender Equality and Women's Empowerment" and "Peace Building" Inter-agency outcomes. UN RC Letters to the Secretary general include reports on main gender-related outcomes and developments in the national context pertinent gender equality and women's empowerment. Evidence base: Annual Progress Reports UN Delivering as One in PNG, 2012-2015, UN RC Annual Letters to the Secretary General for 2012, 2013, 2014, 2015, interviews with UNRCO.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	• Gaps against planned results are rectified at an early stage. **Meets minimum standard** • The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. • Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. • All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. • The UNDAF/CAP Annual Review reports on the main gender-related expected results. • Resident Coordinator reporting covers the main gender-related expected results. **Needs improvement** Any four of the above (under *Meets minimum standard*) are achieved. **Inadequate** Less than four of the above (under *Meets minimum standard*) are achieved. **Missing** **Not applicable**	
8. QUALITY CONTROL AND ACCOUNTABILITY		
8.a - CCA/UNDAF quality control[12]	**Exceeds minimum standards** • Gender experts involved in all aspects of CCA/UNDAF preparation.	Rating: 3 (Needs improvement) Comment: Currently, UNCT is in process of holding CCA. The TOR for Consultant to perform GTT establishes that content-wise CCA should be drafted using human rights based

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[12] To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating Include reviewer comments and evidence base
Source: UNDG Guidance	• Readers' Group comments refer specifically to gender equality and empowerment of women. • Evidence of changes based on Readers' Group comments concerning gender equality and empowerment of women. • Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA/. • Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF. **Meets minimum standard** • Gender experts involved in all aspects of CCA/UNDAF preparation. • Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA. • Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF. **Needs improvement** Meets only one or two of the above (under *Meets minimum standard*). **Inadequate** Token attention to gender equality during review and quality control exercises. **Missing** **Not applicable**	approach and gender equality. Among technical criteria for evaluation of applicants, TOR establish that practical experiences in the areas of UN common country programming processes and substantive knowledge of programming principles notably human rights and gender equality provide 30% of total weight. PCC established a quality review group for CCA. GTT Coordinator was assigned a responsibility for coordination of feedback from PCC members on first draft of findings of desk review. Among areas of quality control of the CCA, adherence to gender mainstreaming and human rights based approach is not identified as a separate area requiring quality control. <u>Evidence base:</u> TOR for Consultancy: UNDAF Country Analysis Consultant, draft report on findings of desk review for CCA, interview with GTT Coordinator, meeting of PCC, interview with UNRCO.