



National Department of Education Papua New Guinea Gender Audit Report

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List of Acronyms and Abbreviations

AGE	Accelerating Gender in Education
AS	Assistant Secretary
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CDAD	Curriculum Development and Assessment Division
C4D	Communication for Development
CID	Curriculum and Inspection Development System
CWD	Children with Disabilities
DoE	Department of Education
F&A	Finance and Administration
FGD	Focus Group Discussion
GES	General Education Services
GFP	Gender Focal Point
GMS	Gender Mainstreaming
GPE	Global Partnership for Education
HR/OD	Human Resources and Organization Development
ICT	Information Communication and Technology
M&E	Monitoring and Evaluation
MTDP	Medium Term Development Plan
NCDES	National Capital District Education Services
NEB	National Education Board
NLAS	Office of Libraries and Archives & National Literacy Awareness Secretariat
PNGEI	Papua New Guinea Educational Institute
PNGTA	Papua New Guinea Teachers' Association
PPRC	Policy, Planning, Research and Communication
SBC	Standards based Curriculum
SGD	Standards and Guidance Division
SITAN	Situation Analysis
SLIP	School Learning Improvement Plan
SSS	Staff Support Services
TED	Teacher Education
TSC	Teaching Service Commission
TORs	Terms of Reference
TVET	Technical and Vocational education and Training
UBE	Universal Basic Education
UNCT	United Nations Country Team
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene

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Executive Summary

Introduction

This report presents key findings and suggestions for improvement that have emerged from a participatory gender audit of DoE, conducted from 5-21 November, 2014. The audit was jointly commissioned by DoE and UNICEF Country Office in Papua New Guinea. Its scope included the DoE Head Office in Port Moresby, National Education Board, Teachers' Service Commission and National Library and Archives.

The principal aims of this review are to examine the relevance, efficiency, effectiveness and possible impact of DoE education priorities in promoting/contributing to gender equality at the national level; identify gaps that will help to inform the design, management and implementation of programs in girls' and gender education; and assess the extent to which gender mainstreaming is integrated into the Department of Education and implementation of the Gender Equity in Education Policy.

A social audit methodology was followed as the framework of enquiry based on an already proven process worldwide as an effective tool for conducting gender audits, a synthesis of subjective information and objective facts. This gender audit takes a holistic perspective, not an in-depth exhaustive evaluation of any specific programme.

Five key areas of enquiry provided anchorage for this audit: Accountability and Ownership; Gender integration in Programming; Partnerships in promoting gender; Staff Capacity and Action; and Organizational Gender Culture.

Key Findings

Policy-wise: At the national level, there is a meticulous inclusion of gender equity as a key principle of high priority in all policies: *PNG Vision 2050 (2009)*; *MDTP (2011-2015)*; *Universal Basic Education Plan (2010-2019)*; and the *National Education Plan (2005-14)*. The Education Sector gender priorities are in alignment with all national commitments as well as regional and international commitments for gender equality such as the MDGs and EFA Declarations. More importantly, the *Gender Equity in Education Policy (GEP)*, formulated in 2002/2003, focuses on a number of key priorities for education in PNG and a *Gender Strategic Plan (2009-2014)* aimed at eliminating gender disparities in education by 2015 was also formulated to complement the GEP. As a policy guideline document, GEP (2002/3) is well designed and formulated. It was also widely launched at the time, particularly in schools and provinces that fell within the mandate of the AUS/AID project. However, as time elapsed and the Australian AID project closed down, this policy document was less and less circulated so that during the audit process it was discovered that with the exception of Senior Management and those directly involved in gender education very few people in DoE had even heard of such a document.

Resource-wise: Government Commitment of resources to education programmes is highly commendable (2.5 million school age children and K650 million allocated in 2013 – a 20% of public sector spending on education). For education, the 2000s was a decade of expansion. There has been a significant improvement across basic education sector and emerging evidence of improvements is seen in gender parity across all sectors¹. Enrolments in the average primary school have been on the increase throughout the decade, with a cumulative increase of 85 per cent since 2001 and 58 per cent since the 2000. This growth in enrolments was turbo-charged by the abolition of tuition fees in 2002 and then again in 2012 the UBE/TFF Policy, since 2012, shifted burden of education financing, from households to state. Access is increasing faster in rural areas. Enrolment of girls is rising faster than boys and there is encouraging evidence of higher rates of primary completion among girls.

¹ Howes, et.al. A LOST DECADE and Country Gender Assessment, World Bank et.al., 2011-2012

Programme-wise: Forthcoming plans have already been outlined and are in process:

- Decision to introduce compulsory education;
- A standards-based curriculum (SBC) rapidly being developed by CDAD;
- Gender inclusive curriculum followed carefully (mindful of gender stereotypes);
- Gender issues in pre- and in-service teacher training more consistently implemented; and
- Working towards more effective implementation of SLIP

All the above will add up to further gradual closing of gender gaps in education. It is noted that 5 provinces have already achieved parity in education.²

Areas of Concern

- The Gender Strategic Plan (2009-2014) has not been implemented and there have been no specific reasons cited for this oversight. Moreover, in the current plan as it stands, it does not seem to incorporate new and emerging research (e.g. SRGBV) and does not have clear accountability mechanisms or strong, solid, practical implementation strategies.
- The top management in DoE as well as those related to HIV/AIDs are well informed about GEP in Education but in middle management and at other levels, there is very little awareness and exposure to this policy, in fact almost non-existent in some cases.
- The overall staff perception to GEP is that DoE's commitment to gender equity is rather vague, not concretely defined "implied but not applied." There has been no orientation on the GEP or gender issues except at very beginning after the policy was launched in 2003. Hence, ownership on gender equity is lacking.
- The Gender Desk has been set up within HROD and the Gender Officer recruited. Effective work on gender promotion was achieved initially but when donor funds dried out, initiatives also became less prioritized. The current Gender Desk is not perceived as proactive, visible or dynamic. It is not consulted in Divisional initiatives such as curriculum design, formulation of new NEP, teachers' training, etc.
- DoE's Annual Work Plan or Divisional work plans do not include gender activities internal to the Department. Moreover, the Gender desk receives no funding from DoE's recurrent budget and is totally dependent on donor funds.
- All 13 Divisions within DoE vary in implementation of Gender Equality Policy Directives. NCD schools (those visited only) demonstrate inconsistency in gender practice.
- Since CDAD is working on developing a Standards Based Curriculum (SBC), this is an opportune time to ensure gender sensitivity in all curriculum and teaching materials. It has been learnt that the Activities Handbook for teachers includes a paragraph on gender inclusion. Gender inclusive curriculum should have a wider scope than just guidelines to teachers and must address all learning materials and textbooks. It should also address intersectionalities: e.g. focusing on issues relating to poverty and gender, ethnicity and gender etc. In addition, gender inclusion and gender issues should be outlined in more than a paragraph for teachers, as these can be 'new' areas for teachers and the guidelines should provide thorough background material and definitions to promote knowledge and understanding.
- Aggregated data often hides individual and qualitative differences and inequalities. Disparities are often hidden beneath quantitative figures. Gender gap in education varies considerably in different regions. Participation rates still very low across secondary and vocational sectors though access and participation has considerably improved. Gender parity in education is impeded at certain transit points for girls: moving

² EFA Review Final Draft 2014

from Elementary to Primary schools and from Grade 10 to Grade 11 though rate of girls' performance at grade 9 is reported to exceed that of boys³.

- Funds have failed to reach 100% of schools, due to poor school management.⁴ Capacity of new secondary schools and vocational centres, as well as current institutions needs to be expanded to accommodate possible increase and full impact of TFFE: in terms of teachers, buildings construction and other resources. A strong "mapping" of strengths and gaps is also in order here.
- A challenge faced by most DoE technical staff is that they are not specialized in gender analysis and do not know how to carry out analytical approach or design gender sensitive monitoring systems.
- In terms of gender balance among DoE staff, more recent appointments in higher management⁵ demonstrate the Secretary's initiative to "promote women as long as they have qualifications." However, the overall staff imbalance in gender composition is tilted in favour of males in all categories, except among the support staff.

Suggestions for improvement

- Review Gender Equity in Education Policy and incorporate accountability mechanisms. Launch and disseminate widely.
- Set up Gender Strategic Implementation Plan for DoE, modelled on existing Strategic Plan (2009-2014), following closely upon the implementation priorities set up in NEP (2015-2019)
- In the NEP (2015-2019), "Gender Equality" should be proposed as a Guiding Value/Principle.
- Set up gender mainstreaming mechanisms within DoE as an institution
- Strengthen Capacity Building of all staff on gender within DoE with particular emphasis on gender analysis.
- Strengthen gender inclusion and gender sensitivity in all curriculum and teaching materials that are being designed under the new Standards Based Curriculum (SBC)
- Strengthen Gender Inclusiveness qualitatively by bringing in intersectionalities on issues of poverty and gender, ethnolinguistic minorities, etc., in all Programming through diverse strategies and approaches
- Engender Monitoring and Evaluation Systems
- Set up School-to-Work transition programmes by establishing a contextualized Technical and Vocational Training System for age group of 16-18 drop-outs.
- Initiate, monitor and evaluate scalability of gender-specific targeted interventions on School Related Gender Based Violence (SRGBV)

³ EFA Review Final Draft 2014

⁴ Standards & Guidance Division & Policy, Planning, Research and Communication Division, DoE, 2014

⁵ 1 Female FAS (acting – Corporate Services) and 7 Female AS (3 TVET, 1 TED, 1 GES, 1 S&G, 1 NLAS)

Part I: Introduction

1.1 Objectives, Scope and Process

Papua New Guinea has just completed formulation of the first draft of its new National Education Plan-NEP- (2015-2019), targeted at achieving “Quality Education for a Meaningful Life”. In its overview of major interventions within the last ten years, NEP mentions the “Gender Equity in Education Policy” (2003) designed as a framework for providing equitable educational opportunities for girls and thereby reducing the gender gaps in education between males and females. As forthcoming plans for the next five years, “Gender Mainstreaming” is noted as a strategy to increase “access” in Elementary Education while Gender Parity Index of 1 is targeted to be achieved by 2017 in Primary Education. A new Gender Equity Officer is to be hired to reactivate the Accelerating Gender Equity in Education (AGE) Committee who will begin providing trainings for the National Department of Education (DoE) staff on gender mainstreaming. The Department will make efforts to take up its responsibility to contribute to gender equity both in its workplaces and in schools.

In view of the proposed targets and strategies as outlined above in NEP (2015-2019), this Gender Audit is most critically timed: first, to review holistically how DOE has so far considered the gender dimensions in the education priorities and contributed to the promotion of gender equality at the national level as proposed in NEP (2005-2014); and secondly, to provide inputs to the DoE on how to enhance prioritization of gender equality in education and strengthen their focus on gender-related issues affecting the rights of children and women in this sector for the next five years. The audit intends to suggest viable mechanisms, strategies and techniques that would help integrate gender within the national education program priorities, identifying appropriate entry points.

More specifically, the audit aims to:

- Examine the relevance, efficiency, effectiveness and possible impact of the DOE education priorities in promoting and contributing to gender equality at the national level taking into consideration current situation of gender equality in PNG, in contribution to the framework of MDGs, and national development plans;
- Assess staff capacity and action on gender sensitivity in programming;
- Identify good practices and lessons learned in promoting gender mainstreaming of the national programme; and
- Identify gaps and opportunities for DoE regarding policies, strategies, institutional mechanisms, financial resources and staff capacity on gender mainstreaming.

The audit will provide recommendations on how knowledge and capacity of DoE officers can be further strengthened on gender issues and strategies. In the long term, it will assist DoE to better mainstream gender equality concerns in their planning, implementation, monitoring and evaluation processes so as to increase the positive impacts on children and women in PNG.

The audit has been jointly commissioned by the National Department of Education (DoE) and the UNICEF Country Office in Papua New Guinea and was conducted from 5-21 November 2014 by an external international consultant Dr. Jyoti Tuladhar with substantive support from the UNICEF Country Office in PNG and the Gender Desk in DoE. The audit was carried out at the national level and its scope included mainly the Head Office of National Department of Education (DoE), but it also touches upon the Teacher Service Commission, (TEC) National Library and Archives (NLAS), and the National Education Board (NEB).

The National Department of Education is the executive branch of the National Education System and is responsible for formulating the National Education Plan through which it determines national policies and standards, and coordinates their implementation through providing support and advisory services to the provinces in areas such as planning, research, training and staff development. DoE operates and develops the national institutions, namely teachers' colleges, technical colleges, national high schools, special education resource centres, the Flexible and Open Distance Education (FODE) and schools in the National Capital District. Eighty two percent of the Department's staff are deployed in the field, and the remaining management, advisory, technical and support staff are based at the Department's headquarters, where their functions include providing technical and advisory support for the provinces. There are 13 Divisions within the structure of the DoE at the Head Office.

A social audit methodology was followed as the framework of enquiry based on an already proven process world-wide⁶ as an effective tool for conducting gender audits, a synthesis of subjective information and objective facts. This gender audit takes a holistic perspective, not an in-depth exhaustive evaluation of any specific programme. Using qualitative information, supported by adequate quantitative data, the review concentrates on exploring the effectiveness of gender mainstreaming in DoE's programmes as a whole rather than on specific activity and project related details. Only key examples are used as illustrations on basis of the information elicited during interviews and from a study of relevant documents. Hence, a detailed analysis and impact evaluation of projects and programme units do not fall within the scope of this assessment.

The in-country review was officially launched on 5 November 2015 with an introductory briefing with the Secretary of DoE followed by a detailed orientation with the Gender Desk Manager and Gender Officer of DoE. Prior to on-site review, some key documents for review were sent to the consultant for preparatory study. A total of approximately 30 documents from various categories were reviewed prior to and subsequent to the country visit. A self-assessment gender survey questionnaire was distributed to the programme staff of various Divisions (120 members), particularly to those who participated in the Focus Group Discussions. Only 75 responses were received back.

Semi-structured individual interviews were held with with Senior Management, Managers and key staff (40) from HROD, PPRC, TED, TVET, CDA, GES, NCDES, ICT, S&G, F&A, Procurement, NLAS, TSC, NEB. Six Focus Group Discussions (FGDs) were also organized. A half-day consultation workshop with select implementing partners took place in order to elicit their views and suggestions on gender mainstreaming within their programmes with DoE. Representatives from 7 organizations attended the meeting and churches which were unable to participate sent in their contributions to the discussion. Field visits were arranged to meet with the teachers and students of two schools: Tokarara (Secondary) and Wardstrip (Primary). The audit debriefing session was held on 25 November 2014 during the TMT session.

A number of constraints were experienced during this exercise, particularly with regard to availability of programme managers and staff for interviews and FGDs. The audit was scheduled at a time when "end of the year" processes were afoot and several important consultations were urgently being completed. Pressure of time was felt by everybody. In some cases, entire Departments were away in workshops and deliberations on key policy matters. Some programme staff members were unavailable due to conflicting priorities and on-duty travel. Full team participation would have benefitted this review significantly. Interaction with GFPs from provinces was also expected towards the latter part of the review but since the workshop was postponed, the interaction was not possible. This was a critical opportunity lost for the consultant to derive a broader view of how gender dimensions are being implemented on the ground.

⁶ The ILO Participatory Gender Audit Methodology, introduced by the ILO in 2001, has been used globally in Africa, Asia and Latin America. See Revised ILO Manual on Participatory Gender Audit, 2010. UNICEF Gender Core Package is modelled on it.

Five key areas of enquiry provided anchorage for this audit: Accountability and Ownership; Gender integration in Programming; Partnerships in promoting gender; Staff Capacity and Action; and Organizational Gender Culture. Within these key areas, issues explored are the following:

- (i) Extent to which gender equality has been integrated into all programme components including basic, alternate and inclusive education, child friendly schools, education in emergencies, early childhood care, knowledge and policy advocacy, health and nutrition, HIV/AIDS and other cross-cutting issues;
- (ii) Extent to which gender equality considerations are included in the strategies and activities (proposed or recorded) of education programme documents;
- (iii) Use and extent of gender analysis and research as basis for programme designing and programme planning; patterns of gender differentials and discrimination identified in problem analysis in thematic areas – extent to which gender equality goals are explicit in programme objectives;
- (iv) Use of gender sensitive quantitative and qualitative indicators in monitoring and evaluation; accountability modalities for reporting on gender issues, extent to which differential impact on boys and girls is consistently reported;
- (v) Types of mechanisms and strategies that exist in the office to promote gender mainstreaming in education activities and whether they support or impede the progress;
- (vi) Priority areas where the Department of Education should be able to make a difference on gender equality.

Findings in these areas with concomitant suggestions for improvement are presented in three parts:

- Part I includes an Introduction to gender responsive policy and programming in education in the national context of gender inequalities in PNG; and emphasizes gender considerations critical to gender in education;
- Part II reviews how and to what extent gender integration has been effective in key DoE programme components and crosscutting issues; and
- Part III presents consolidated observations and recommendations.

1.2 National Context and Gender Responsive Policy and Programming in Education in PNG

1.2.1 Gender Disparities in National Context

PNG faces a mammoth task in addressing gender inequalities in the country. Gender related challenges are so pervasive and ingrained that the Medium Term Development Plan (2011-2015) recognizes gender inequality as a “threat to future development”. Gender inequalities are deeply entrenched into the social and cultural institutions of the country and these disparities have been further affected by a complex combination of the country’s traditional forms of gender roles and relations and the relatively recent exposure of traditional and largely isolated and tribal society to rapid modernization. This inequality limits women’s capabilities to achieve higher levels of human development.

In 2011 Gender Inequality Index (GII) that reflects inequality in achievements between women and men in reproductive health, empowerment and the labour market was calculated as 0.674, which ranked PNG as 140 out of 146 countries. In 2012 PNG has a GII value of 0.617, ranking it 134 out of 148 countries. Indicators on which this was based were: 2.7 percent of parliamentary seats held by women, 6.8 percent of adult women reached a secondary or higher level of education compared to 14.1 percent of their male counterparts; for every 100,000 live births, 230 women die from pregnancy related causes; and the adolescent fertility rate is 62 births per 1000 live births; female participation in the labour market is 70.6 percent compared to 74.1 for men⁷. In 2014, the Gender Inequality Index (GII) again ranks PNG as 134 out of 148 countries⁸.

The severity of the gender dimensions of PNG's development challenges is such that the 2010 MDG Progress Report for PNG clearly points out that the targets set for the promotion of gender equality and women's empowerment are not likely to be reached by 2015. In the Second National Progress Report for PNG on the MDGs, the Government's summary on the third MDG (MDG 3) notes that:

"PNG's gender culture places women in a disadvantaged position. Gender-based violence in particular is widespread and this is one of the factors that fuels the HIV/AIDS epidemic. This poses an enormous threat for future development and must be considered as a crosscutting challenge for the achievement of all MDGs. Moreover, PNG's very high level of maternal mortality is another clear indication of lack of empowerment of women"⁹.

It is evident that inequalities between women and men exist across all indicators, including education, economic opportunity, political empowerment and health. The 2011-2012 Country Gender Assessment of Papua New Guinea (World Bank 2012¹⁰) provides three key pillars of gender disparity: (1) Access to resources through education, health and entrepreneurship; (2) Access to rights through legal and social empowerment (including power to address gender-based family and sexual violence); and (3) Access to voice through participation in decision-making.

*Education*¹¹: Despite significant increase in enrolment during the last three/four years, there is a persistent gap in the percentage of girls and boys of eligible age enrolled in secondary school, tertiary education and vocational training institutions. At primary school level, the gender gap has narrowed in the last 15 years. It is reported that only 57 per cent of women claimed they could read and write, compared to 69 per cent of men.¹²

Health: There has been little improvement in key health indicators, especially for the majority rural population. With limited improvements in health service delivery, the impact of this is larger for women who face greater obstacles (security risks, for example) to accessing health care than men. Girls and women are more vulnerable to HIV/AIDS and this pattern in the infection is linked to their unequal status. Women have substantially poorer access to health care services. Gender inequality at home (decision making and control over resources) hinders women's health seeking behaviour, which can cause delays in seeking medical help during birth delivery and affect decisions on the use of family planning methods.

⁷ Human Development Report UNDP, 2013

⁸ Human Development Report UNDP, 2014

⁹ Second National Progress Report for PNG on the MDGs, 2010

¹⁰ Country Gender Assessment, World Bank, et.al., 2011-2012

¹¹ Education sector will be taken up in detail in the following sections

¹² Household Income and Economics Survey, 2009/10

Gender Based Violence (GBV), commonly known in PNG as Family and Sexual Violence (FSV) has been recognized as a serious problem for several years now. Almost twenty years ago a government-commissioned study revealed shocking levels of violence throughout the country. More recent studies¹³ reveal very serious implications for public health and social policy, economic development, and justice and law enforcement. Studies also indicate that such violence appears to be widely accepted, with extremely high rates of GBV perpetuated by men in the Autonomous Region of Bougainville in Papua New Guinea, in addition to high rates of what the study referred to as ‘economically and emotionally abusive acts’ against women. The high prevalence of such violence in PNG can be attributed to the low status of women in most contexts and in most communities in PNG and the cultural “acceptance of violence”. There are also typically severely limited protection services available for GBV victims.

Employment: There are continuing differences and inequality between women and men in formal labour force participation, occupations and wages. Although labour force participation for males and females is high (close to 61 percent for both men and women), the preliminary findings from the 2009-2010 HIES indicate that this is because most rural men and women are engaged in informal economic activities, including farming, fishing and trading, all of which count as participation. In the formal sector men are almost twice as likely as women to work for wages (40 percent of men vs. 24 percent of women nationally). That gap is consistent across both urban (43 percent vs. 23 percent) and rural (36 percent vs. 18 percent) areas. Only one in eight persons with access to cash income is female. There are inequalities in men’s and women’s economic opportunities in the agriculture sector (access to extension services and training, for example). Women traders are more disadvantaged than men due to lack of access to credit, banking and markets; by unsafe and insanitary markets, and poor transport infrastructure.

Discriminatory social and cultural practices such as polygamy, early marriage and ‘witch hunts’, based on custom, continue to perpetuate gender inequality in the family, particularly in rural areas. ‘Big Man’ leadership is embedded in the culture, signalling a system of control associated with masculinity and physical strength, with leaders expected to be men. Thus, it is clear that among the four critical dimensions of inequality and exclusion that exist in PNG such as rural/urban divide; provincial and district level variations; and differences derived from wealth, it is disparities and discrimination based on gender differences that remains the most fundamental.

The unique economic situation that PNG is faced with currently further complicates these issues. The key developmental challenge for PNG is how to transform strong macroeconomic performance and extractive industry revenues into a broad improvement in living standards and well-being for women, men, girls and boys. The country is endowed with substantial natural resources. There are extensive reserves of oil, natural gas, mineral deposits of gold and copper; forest products and rich marine life. However, these “wealth inducing” elements for economic growth are not yet transformed into sustainable and equitable living standards for its people.

The most notable and recent investment is a 15 billion United States dollars (USD) joint venture liquid natural gas project. Other investments in communications, construction and real estate have also created jobs and have had flow-on effects into other sectors. These investments have supported growth in formal employment, but further such growth is restricted by a shortage of skilled labour. The economy is hampered by bottlenecks and the country is suffering from a high level of youth unemployment, corruption, issues of law and order, unequal distribution of wealth, urban drift, and lack of skilled workforce. Furthermore, ensuring the integrity of public financial management for service delivery, improving efficiency of sectoral spending, and raising the performance of the civil service and improving

¹³ Reports by PNG Family and Sexual Violence Action Committee, Médecins Sans Frontières, Amnesty International, and CEDAW submissions by Amnesty International

transparency and accountability in budget management remain critical. Maintaining law and order, improving the business climate and equitably accessing resources (including land) for development; developing infrastructure – electricity, telecommunications and transport – all remain critical preconditions for accelerated growth and improved livelihoods.

Intertwined with this enormous challenge, achieving gender equality has been made an explicit goal in the national development strategies of the Government. It is irrefutably recognized that gender equality makes good economic sense by contributing to higher productivity and income growth. Global evidence also clearly shows that high levels of gender inequality provide a serious constraint on promoting sustainable and inclusive human development for society as a whole. Hence endeavours to promote greater gender equality in entitlements and access to economic opportunities not only lead to poverty reduction but also improve the opportunities and outcomes of the next generation. Hence, promoting gender equality is good economic development policy. The PNG Government has fully endorsed this perspective in its national planning documents and strategies.

Gender Equality in National Level Policies: At the national level, there is a meticulous inclusion of gender equity as a key principle of high priority in all policies. There are three key documents which provide the strategic context for development interventions in PNG: the long-term Vision 2050, the 20-year Development Strategic Plan 2010-2030 (DSP) and the five-year Medium Term Development Plan 2011-2015 (MTDP).

PNG Vision 2050 (2009) puts up gender in the First of 7 pillars: Human Capital Development, Gender, Youth and People Empowerment and mentions how “gender gap in access to education and dropout rates of girls constitute a huge challenge.”

MTDP (2011-2015) in its Sectoral Strategies specifically notes the following objectives:

- Achieve equal access to education for all males and females
- Increase the rate of functional literacy among girls and women
- Increase women’s access to economic opportunities and awareness of their economic rights
- Gender mainstreaming in the bureaucracy, legislation and judicial system
- Ensure equal access to and full participation in power structure and decision-making
- Prevent and eliminate violence against women and children by strengthening legislation on family welfare, child and women protection

The National Policy for Women and Gender Equality 2011-2015, couched within the three strategic documents, highlights three main aspects of concern: equal opportunities, equal treatment and equal entitlements. It lists two specific goals:

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

Several specific strategic actions are prioritized under 10 Priority Action Areas drawn from the Beijing Platform for Action and National Platform for Action, and from extensive stakeholder consultations held during 2010 and 2011. The 10 Priority Action Areas are: (i) gender- based violence, (ii) health, (iii) HIV/AIDS, (iv) education and training, (v) cultural norms and traditions, (vi) women’s economic

empowerment, (vii) employment opportunities and conditions, (viii) decision-making and political participation, (ix) agriculture and market opportunities and (x) environment. The Policy document includes an Implementation Plan with details under each of the ten Action Areas with regards to issues, objectives, implementation strategies, performance indicators and sources of verification, and key actors, along with an illustrative budget for the five-year time frame. The Department for Community Development (DCD) is identified as the nodal department, but shared responsibility across government agencies for gender mainstreaming and implementation of the actions is strongly emphasized.

Even while presenting the ten Priority Action Areas, the government fully realizes the key challenge as trying to transform gender relations into a process of broader institutional change¹⁴. Thus, though these strategic documents include aspirational promotional statements on gender equality, and seek space for programmes and strategies, neither the DSP nor MTDP has availed of the opportunity to mainstream gender issues and to address them across all sectors and programmes systematically. As in most developing countries, policies present ideal aspirations and visions but the implementation aspects have not been fully or systematically followed.

Regional and International Commitments:

At the regional level, PNG has adopted The Pacific Platform for Action (PPA), which incorporates both the Beijing outcomes and the commitments under CEDAW. It describes five strategic areas with recommended actions that all nations and territories that are SPC members (including PNG) are required to implement to advance the rights of women: physical quality of life, empowerment of women, enhancement and protection of women's and indigenous people's rights, women's contribution to the realisation of just and peaceful societies in the Pacific, and institutional arrangements and mechanisms (including CEDAW).

PNG is also a member of other international intergovernmental bodies beyond the Pacific, including the United Nations (UN), the Commonwealth, and the Association of South East Asian Nations (ASEAN), which also have global frameworks for promoting gender equality, for example, the Commonwealth Plan of Action for Gender Equality 2001-2015. PNG has ratified all international instruments set out to accelerate progress on gender equality and women's empowerment at the global level such as the BPFA; CEDAW; the Millennium Declaration and MDGs; and UN Security Council Resolutions 1325, 1820, 1888 and 1889.

1.2.2 Gender Responsive Policy in Education

In keeping with the national level high-order policies and strategies, gender equity is recognized as a key principle of high priority in all educational policies: the National Education Plan (2005-14) and the Universal Basic Education Plan (2010-2019). The Education Sector gender priorities are in alignment not only with all national commitments but also with regional and international commitments for gender equality such as the MDGs and EFA Declarations.

More importantly, DoE has formulated the *Gender Equity in Education Policy (GEP)* in 2002/2003 that provides a framework of values and principles for achieving gender equity in education. It focuses on a number of key priorities for education as follows:

- Equality of opportunities and outcomes for both male and female students;

¹⁴ Learnt from interviews with government officials in DoE

- Preferential treatment for either boys or girls at least for a period of time through affirmative action;
- Strategies to improve girls' and boys' education;
- Need for gender sensitive and gender inclusive curriculum in content and language, addressing stereotypes and unfair cultural practices, etc.

Above all, the policy highlights the fact that inherent within this GEP is the understanding that gender equity will be implemented in all education workplaces through affirmative action and positive discrimination, supported by EEO policy. It also indicates key responsibilities for mainstreaming gender at national and school levels and includes operational detail, divisional strategies, indicators and equity targets for each of department's divisions and provinces. The gender equality objectives are clearly and specifically outlined with respect to gender sensitive and gender inclusive curricula and teaching methodology. In fact, very detailed implementation guidelines are provided as to what should be included within the gender sensitive curricula and how, to what extent and why.

As a policy guideline document, GEP (2002/3) is well designed and formulated. It was also widely launched at the time, particularly in schools and provinces that fell within the mandate of the AUS/AID project. However, as time elapsed and the Australian AID project closed down, this policy document was less and less circulated so that during the audit process it was discovered that with the exception of Senior Management and those directly involved in gender education very few people in DoE had even heard of such a document.

The National Education Plan (2005-2014) also provides a wide range of approaches to address issues of gender equity:

- It mentions Gender Equity Policy (GEP) among its mission goals (improving educational opportunities for women and girls) and the need to develop an implementation plan for GEP at all levels as well as monitor implementation of GEP.
- It advocates for formulating and adopting a Gender Mainstreaming Policy (GMS) for DoE to ensure equal opportunities for women and men at all levels including the executive and train all officers at all levels. Gender imbalance should be addressed by appointing competent women to Executive positions at grade 16+.
- There is also a need to develop an equal opportunities policy and more urgent endeavours to be made to achieve more equal representation in Boards of Management at schools.
- The NEP also mentions poor representation of women in full time enrolments in technical institutions and states that due consideration be given to issues related to gender and special needs in Primary Teachers' Colleges – increase their knowledge and provide adequate gender equity materials to trainee teachers
- Specific mention is made of ensuring gender sensitivity in curriculum as well as collection and planning of all data to be centralized – disaggregated by sex and age.
- The EFA Goal 5 on “Eliminating gender disparities in primary and secondary education by 2015, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality” is also recognized and interwoven within NEP.

The Gender Equity in Education Strategic Plan (2009-2014) was developed to support, assist and facilitate implementation of the Gender Equity in Education Policy. The plan was made available throughout the DoE Head Office, Provincial Offices and Local Education Authorities, to all schools, elementary, primary, secondary, tertiary, and all teacher training institutions to support and assist all personnel, education systems and institutes to implement the Gender Equity in Education Policy.

The Strategic Plan aimed at a number of critical activities that would ensure eliminating gender disparities in education by 2015. First and foremost, it mentions mainstreaming gender equity activities and targets into divisional planning. Secondly, it seeks to build capacity of DoE to collect, analyze, and interpret sex disaggregated data that can then be used to develop a divisional gender equity action plan; provide gender sensitization training and awareness, with specific focus on violence against women as well as strengthen alliances and linkages with stakeholders to support gender initiatives. Thirdly, it considers developing professional capacity of DoE staff by implementing improved personnel management systems, policies, and training programmes; and also developing appropriate gender-based indicators from corporate and strategic planning (such as the Universal Basic Education and National Education Plans).

The Strategic Plan clearly notes that major challenges to implementing the Plan include perceptions that gender issues are a low priority, as well as limited institutional commitment, leadership, capacity and resources to address gender issues. Although the country has progressive national laws and policies, the lack of capacity for their coordination implementation and monitoring is currently a major limitation.

The Gender Equity Strategic Plan is a sound document and is detailed enough to guide the practical application of the Gender in Equity Policy. However, the Strategy has never been put into operation to any meaningful extent and no explanation has been forthcoming as to reasons for not implementing it. The Strategy was silently shelved and now needs to be picked up again for modification and re-formulation¹⁵.

The Universal Basic Education Plan (2010-2019) is based on the vision of providing all school aged children equal access to quality basic education. All children should enter elementary school at a specific age of 6 years; complete the elementary and primary cycles of education that constitute a basic education, that is, nine years of basic education; and all children should reach a required standard of literacy and numeracy at the end of these years of education which provides them with life-long skills in order to contribute to the development of the country. It is linked to the GEP and its approaches. The National Communication Strategy for UBE clearly points out the special needs of girl children and how additional efforts are needed to ensure that they are enrolled in schools and also retained.

Other Policy Guidelines for implementation that support these documents were also put in place. *An Equal Employment Opportunity, Anti-Discrimination and Harassment Policy* was formulated and disseminated in 2009. The National Special Education Policy (2003) provides guidelines for ensuring inclusive education practices in schools but does not specifically address gender.

1.2.3 Gender Focus in NEP (2015-2019)¹⁶

Compared with NEP (2005-2014) which had charted out a much wider scope for gender mainstreaming in education spanning both the organizational and programmatic dimensions and demonstrated a better

¹⁵ in a recent workshop on gender mainstreaming in Education, it was found that only one person even knew of the existence of this strategic plan. The rest of the 50 or so attendees did not, and this included the GFP in the Gender Desk. This would be a critical document to strengthen, publicize and hold up as an important one.

¹⁶ NEP (2015-2019) is still in a draft form under process of formulation

understanding of the implications of the gender mainstreaming process, the gender responsiveness of NEP (2015-2019) is not as adequately articulated. Perhaps in NEP (2015-2019) it is assumed that the fuller scope for gender mainstreaming has already been discussed earlier and would not need further elaboration in this Plan.

Several concrete activities have been spelled out¹⁷ but the Plan has not elaborated any broad approaches or strategies on how the gender equality goals are to be achieved. It has failed to consider gender responsive programmatic areas such as gender inclusive curriculum, girl-friendly educational environment, quality assurance mechanisms or monitoring tools. Gender based violence has been identified as a strong deterrent to access for girls but NEP has outlined no steps to address violence and lack of discipline in schools. In fact, the term “gender mainstreaming” is used only twice in the document and shows a serious lack of understanding on how this strategy works. It is not a piecemeal or ad hoc application of this strategy that will achieve effective results.

The situation analysis that forms the basis for this NEP does not present any data on gender inequalities in education, either in terms of gaps or in terms of progress and achievements. It lacks an in-depth gender analysis to identify “trends and causes” of inequalities in access to education which could have then helped provide appropriate guidance to interventions.

If secondary analysis of relevant data could have been undertaken to explore into in-depth focused gender analysis, measuring performance and qualitative aspects of change that lead to reduction in inequities in education, improved intervention measures could be planned. Through use of diverse gender analytical tools, critical issues of gender differentials in access and control to resources; participation in decision making; benefits and constraints in gender related roles; power relations between men and women, etc. could be clearly brought out. Such an analysis can provide more specific guidance in designing appropriate interventions. Instead, it is implicitly assumed that increasing access and attaining gender parity will automatically address all gender equality issues.

In terms of promotion, recruitment and professional development of DoE staff, and improving the status of women employees in the education sector as a whole, only vague and generalized statements are made. Gender equity in workplaces and in schools are to be promoted since “all schools in PNG have a role to play to achieve equal opportunity in education as well as to teach about the equality of all human beings”. **No targets are set. No affirmative measures are mentioned. No career plans and training opportunities are outlined.**

A critical point of emphasis here is that the goals of National Education (increased access, improved retention and enhanced quality) can only be achieved if the female segment of the population that has been lagging behind fully participate in education. Gender equity must necessarily focus on that segment of society which is disadvantaged and has failed to participate fully in education so that gender balance is established. Furthermore, retention is also an issue that affects girls more than boys. Hence, in matters of access and retention, it is critical to address gender issues and cultural barriers that have impeded fuller participation of girls and women in this sector. Women’s leadership in education is also another matter that deserves utmost attention.

It appears that NEP has not internalized the gender dimensions in education as a systematic whole but has rather approached gender issues in terms of activities to be completed. Gender inequalities permeate

¹⁷ See section 1.1 Introduction

the entire societal structures in PNG and if education is an instrument to uplift the quality of life and increase access of both boys and girls to improved opportunities in life, then the issue of imbalance and inequities have to be first addressed through educational channels. There is a popular saying: “You educate a woman, you educate the whole family.” Hence NEP (2015-2019) needs to prioritize gender issues much more highly than it does in the current draft, and recognize “gender equality” as one of its guiding values or principles.

1.2.4 Strengths, Gaps and Challenges in Policy Implementation

As noted previously, gender equality in education is an overarching policy priority and the Strategic Plan provides adequate guidelines for implementation. This is a significant achievement in itself. But no specific sub-sector strategies to achieve gender parity commitments have yet been fully developed. Neither the DSP 2010-2030 nor Vision 2050 identify strategies, programmes, or budgets for achieving gender parity goals. NEP’s Implementation Plan and Financing Schedule have been gender-neutral. Similarly, the UBE does not specify clear strategies for achieving its gender equity goals. It notes instead that the generic strategies identified for reaching 100 percent enrolments will help to close any gender gap in education opportunities. The Gender Strategic Plan (2009-2014) has not been implemented and there have been no specific reasons cited for this oversight. Without a specific implementation plan, it is not feasible to have a systematic and consistent gender mainstreaming throughout the institution.

Structure-wise, though established in 1999, the Department’s Gender Equity Desk was vacant until late 2010. One person, who was also the Executive Officer for the Accelerating Gender Equity in Education Committee, staffed it for some time. Effective work on gender promotion was achieved initially but when donor funds dried out, initiatives also became less prioritized. The gender position remained vacant for some time. Now, however, the Gender Desk has been set up within HROD and the Gender Officer recruited but does not yet have a budget to implement gender-related policy initiatives. The current Gender Desk is not perceived as proactive, visible or dynamic. It is not consulted in Divisional initiatives such as curriculum design, formulation of new NEP, teachers’ training, etc.

There is mention in NEP (2015-2019) of a new Gender Equity Officer to be hired to reactivate the Accelerating Gender Equity in Education (AGE) Committee and trainings for the National Department of Education (DoE) staff on gender mainstreaming will be provided by that Officer. It is not clear whether this is an additional position to supplement the current Gender Desk Officer or whether the functions of these two positions are to be seen as overlapping.

The Gender Desk has developed a full-fledged plan for in-house training but not materialized yet due to lack of funds. A gender training of provincial focal points was planned with UNICEF support and the event was intended for the second week of this audit but for various reasons was postponed. Gender Focal Points are appointed within DoE Divisions but are not uniformly active. Some have, however, received gender training, at the ILO Turin Centre as well as with UNICEF support. However, no Divisional Gender Action Plans have yet been finalized. In fact, DoE Annual Work Plan or Divisional work plans do not include gender activities internal to the Department. Moreover, the Gender desk receives no funding from DoE’s recurrent budget and is totally dependent on donor funds.

Even though gender mainstreaming and establishing a gender balance is explicitly mentioned in the policy; and *An Equal Employment Opportunity, Anti-Discrimination and Harassment Policy* does exist as a formal policy document, the overall staff imbalance in gender composition is tilted in favour of males in all

categories, except among the support staff¹⁸. However, more recent appointments in higher management demonstrate the Secretary's initiative to "promote women as long as they have qualifications" is a right step in the direction of equal representation in decision making.

Resource-wise, the Government's Commitment of resources to education programmes is highly commendable (2.5 million school age children and K650 million allocated in 2013 – a 20% of public sector spending on education). For education, the 2000s was a decade of expansion. There is adequate evidence of the efforts made to facilitate equal access to education through these years. There has been a significant improvement across basic education sector and emerging evidence of improvements is seen in gender parity across all sectors. Enrolments in the average primary school have been on the increase throughout the decade, with a cumulative increase of 85 per cent since 2001 and 58 per cent since the 2000.

In terms of programme effectiveness, this growth in enrolments was turbo-charged by the abolition of tuition fees in 2002 and then again in 2012 (the first abolition was short-lived, as fees were re-introduced in 2003). The UBE/TFF Policy, since 2012, shifted burden of education financing, from households to state. Access is increasing faster in rural areas. Enrolment of girls is rising faster than boys and there is encouraging evidence of higher rates of primary completion among girls¹⁹. However, at the national and provincial levels, some institutions still remain under-resourced. It is reported that funds have failed to reach 100% of schools, due to poor school management. Capacity of new secondary schools and vocational centres, as well as current institutions needs to be expanded to accommodate possible increase and full impact of TFFE: in terms of teachers, buildings construction and other resources²⁰.

Aggregated data often hides individual and qualitative differences and inequalities. Disparities are often hidden beneath quantitative figures. Though access and participation overall has considerably improved, participation rates across secondary and vocational sectors are still very low. A large minority of children does not attend school; they have no interest and feel an education will serve no purpose in their life, or that their parents do not allow them to attend school. Gender gap in education varies considerably in different regions. Local cultural beliefs and other issues such as school-related or gender-based violence are creating large gender gaps in certain provinces. Gender parity in education is impeded at certain transit points for girls: moving from Elementary to Primary schools and from Grade 10 to Grade 11 though rate of girls' performance at grade 9 is reported to exceed that of boys²¹.

The top management in DoE as well as those related to HIV/AIDs appear to have more knowledge of GEP in Education, but in middle management and at other levels, there is very little awareness and exposure to this policy, in fact almost non-existent in some cases²². The overall staff perception to GEP is that DoE's commitment to gender equity is rather vague, not concretely defined – "implied but not applied" – the policy exists but is not widely disseminated. There has been no orientation on the GEP or gender issues except at very beginning after the policy was launched in 2003. Hence, ownership on gender equity is lacking.

A challenge faced by most DoE technical staff is that they are not specialized in gender analysis and do not know how to carry out analytical approach or design gender sensitive monitoring systems. They may have basic knowledge of gender issues in education, but except for gender parity, all other technical areas

¹⁸ Staff composition details are discussed in Section 2.1 under HR&OD

¹⁹ This is a matter of concern and should be noted. If we take the position that this is contributing to faster acceleration towards gender equality, we should examine its further implications.

²⁰ See Section 2.3 for further discussion on TFFE

²¹ EFA Papua New Guinea Final Draft, October 2014

²² As learnt through individual interviews

related to gender such as “gender inclusive curriculum”; “engendering monitoring systems”, “gender mainstreaming into outputs and outcomes”; “gender budgeting”, etc. pose challenges for them. The priority key issue, as they perceive, is “bringing about a shift in mind sets with regard to social norms, cultural attitudes and perceptions on gender roles. We need to shift paradigms away from the current prevailing attitudes towards gender. Cultural diversity and disparities have to be accepted and understood and shifted where needed.”

Gender disaggregated data are regularly collected by both the Department and the Office for Higher Education, segregated by sex and age mainly. Only data from schools in districts and provinces are used but often these data are not made available systematically unless requested by DoE. Some qualitative studies are also being undertaken by the Research Section under PPRC. Data generation could be enriched to raise potentials for higher levels of analysis.²³

Gender inclusive curriculum seeks to redress any existing gender imbalances in curriculum and teaching/learning materials, and promotes non-stereotyped images of women and men. This is vital for creating a learning atmosphere that is fair and sustainable for all. Attitudes of teachers and school administrators, as well as biased curriculum and teaching/learning materials, often act as hurdles to girls’ and boys’ equal learning. Since CDAD is working on developing a Standards Based Curriculum (SBC), this is an opportune time to ensure gender sensitivity in all curriculum and teaching materials. However, it has been learnt that as of yet, it is only the Activities Handbook for teachers that includes a paragraph on gender inclusion. Gender inclusive curriculum should have a wider scope than just guidelines to teachers and must address all learning materials and textbooks. It should also address intersectionalities: e.g. focusing on issues relating to poverty and gender, ethnicity and gender etc. In addition, gender inclusion and gender issues should be outlined in more than a paragraph for teachers, as these can be ‘new’ areas for teachers and the guidelines should provide thorough background material and definitions to promote knowledge and understanding. These teacher guidelines should also include a handy glossary of definitions for teacher reference. It is expected that as SBC is further developed, utmost endeavors will be made to ensure that all curricula is tested for gender responsiveness.

Future programme-wise, several plans have already been outlined and are in process: the first significant one is the decision to introduce compulsory education for all. If and when enforced, this would help to strengthen fuller implementation of “equal access for all.” Secondly, a standards-based curriculum (SBC) is rapidly being developed by CDAD and utmost endeavors made to ensure that all curricula is gender responsive, gender inclusive and mindful of gender stereotypes. Thirdly, gender issues are planned to be incorporated more systematically and consistently in pre- and in-service teacher training. All of these are expected to contribute to further gradual closing of gender gaps in education. It is noted that 5 provinces have already achieved parity in education.

Despite some commendable achievements in opening up access and increasing enrolments over the last decade, it is evident that policy implementation has been weak and in many cases non-existent, both programmatically and structurally. Gender mainstreaming has not been consistently followed. Without mechanisms for regular review of gender policy commitments and programme implementation, it is unclear how appropriate policy and programme adjustments can be made, if required.

The ad hoc nature of gender activities is obvious in how all 13 Divisions within DoE vary in implementation of Gender Equality Policy Directives. Capital District Schools (those visited only) demonstrate inconsistency in gender practice²⁴.

²³ See section 2.2 for further details

²⁴ See details under NCDES in section 2.4

1.2.5 Gender Considerations Critical for Education Sector

The issue of gender equality and its implications for education need to be clearly understood by both DoE policy designers and management as well as the implementing technical staff, particularly in two dimensions: (i) what constitutes gender equality outcomes in education; and (ii) systematic steps involved in gender mainstreaming as an institution. Above all, gender equality should be recognized as intrinsic to achieving educational goals for all, not as an “add-on”.

First and foremost, a common understanding must be reached on three key terms: gender “equality”, “gender equity” and “gender parity.” *Gender parity* is a prerequisite for gender equality in education and covers issues of access and participation. It is a quantitative measurement term dealing with numbers, percentages and ratios of access and achievement and may be used for comparison purposes. *Gender equality* covers a much broader range of issues: learning environments, learning and teaching processes, learning outcomes, and the link between individual development of student and broader social development (UNESCO, 2012). Because of the differing status of girls and boys, equality between them can rarely be achieved by providing exactly the same services and protections to each, or by providing services and protections in exactly the same ways. So specially tailored development interventions are needed to ensure genuinely equal outcomes. *Gender equity* refers to such affirmative measures based on the principle of fairness and justice (levelling the base ground) to bridge the inequality gaps so that the targeted outcomes be reached.

From discussions carried out with DoE management and staff, it appears that education implementers need to internalize the fact that equality of opportunity is a necessary but not sufficient condition for the achievement of gender equality. Gender parity is not synonymous with gender equality which requires full attention to the prevention and ending of discrimination. The goal of gender equality can only be achieved by a focus on equality of outcome, or substantive equality, as elaborated by the CEDAW Committee²⁵. Hence, the statistics of enrolment that is provided to demonstrate equality of access for girls and boys so far refer only to gender parity. Increase in enrolments is measured only in terms of gender parity. Care must be taken not to misrepresent this achievement as “gender equality” outcomes.

A Gender Responsive Approach in Education needs to make girls’ schooling affordable not only in terms of reducing direct tuition costs but also cover indirect costs and compensate for opportunity costs. It must focus on building schools with community support and flexible schedules, provide schools close to girls’ homes with pre-school and child care programmes, wherever needed. Schools should be rendered more girl-friendly with sufficient private latrines; and safety and security measures which also helps to prevent school-related gender-based violence (SRGBV). Teaching that discourages gender stereotypes and encourages girls to achieve should be promoted and female teachers hired to demonstrate as role models for girls. For all of this, focus on the quality of education is a must with adequate number of teachers; teacher education and training levels improved; and curriculum that “equips children for the 21st century”. Educators must be mindful of the reality that their students include members of social sub-groups, defined by age, religion, race, ethnicity, economic status, caste, citizenship, sexual identity, ability/disability and urban/rural locality, and each sub-group may experience various forms of discrimination.

²⁵ To achieve substantive equality in all spheres CEDAW requires two types of actions by the State: (1) actions to achieve equality of opportunity between men and women, and (2) actions to correct the inequalities of power between men and women. The first type of action requires that all women regardless of their race, ethnicity, etc. have the right to equality of opportunities with men of access to the resources of a country or community. This must be guaranteed through laws and policies with their respective mechanisms and institutions to assure compliance. For CEDAW the indicators of equality are not in policies, law, or institutions that have been created to give opportunities to women, but in what all these laws and policies have achieved. For example, according to CEDAW, substantive equality has not been achieved, even though laws and special policies exist to advance or improve women’s opportunities, if these have not really and effectively resulted in women having the opportunities that men have in all spheres of life.

As stated above, there is a growing evidence that local cultural beliefs and other issues such as school-related or gender-based violence are creating large gender gaps in certain provinces. Gender parity is also impeded at certain transit points for girls: moving from Elementary to Primary schools and from Grade 10 to Grade 11. Retention at certain levels is thus a critical issue. A recent survey by National Research Institute/Australia National University (ANU) ²⁶ that tracked changes in 166 primary schools over a ten year period (2002-2012) showed some slight improvements in facilities and resources for schools. Despite this, children, particularly girls, have regularly dropped out of school in order to assist their families in the household and agricultural activities. The dropout rate of girls is typically higher than that of boys, reflective of the broader gender disparity in the country. The lack of qualified teachers and unfilled teacher positions is another matter of concern, as is the growing class size that will need to be addressed to ensure that all children at least have access to a quality level of basic education. For a “hard to reach” core of girls, there needs to be a direct challenging of attitudes, and “transformative approaches” to gender inequality²⁷.

The second dimension that DoE seriously needs to attend to is to institute and practice gender mainstreaming within its institution as a whole. As directed in NEP (2005-14) and elaborated in the Gender Strategic Plan, the entire DoE as an organization has to put in place 6 vital elements:

- Explicit gender related programming strategies
- Specific Gender Budget allocation
- Visible accountability procedures - quality assurance mechanisms
- Concrete setting of targets for recruitment and promotion
- Office-wide gender awareness training; and
- Monitoring systems that would analyse different impacts on women and men at the work place

Mainstreaming a gender perspective involves assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels; and it is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated²⁸.

Furthermore, *Gender Equity and Social Inclusion (GESI) Policy*, put forward by the Department of Personnel Management, reinforces the requirement that all National Public Service institutions should uphold respectful, equitable and inclusive workplace culture. It defines gender equity and social inclusion and offers detailed information on strategies to transform workplaces “enhancing the rights of workers and improving levels of health and well-being of staff.” It also provides guidelines on institutional roles and responsibilities in relation to GESI; outlines how internal and external gender mainstreaming can be carried out. It offers an Action plan for implementing GESI across the National Public Service. It is also learnt from the DoE Gender Desk that GESI has forwarded a Directive to DoE to restructure the positioning of the Gender Desk and place it directly under the Secretary’s supervision in order to give it a higher profile. It is, however, not certain as to when and how this will be operationalized.

In brief, all gender related interventions need to be guided by *three Guiding Principles*:

²⁶ Lost Decade, Howes, et.al. NRI, 2013

²⁷ Millennium Project Gender Task Force

²⁸ ECSOC definition of gender mainstreaming, 1997

(i) A recognition that gender is a complex, multi-faceted equity issue, interwoven with other equity issues, yet the most fundamental as the primary cultural frame for organizing social relations and has intrinsic links with cultural values and practices. This is a highly significant dimension for PNG since gender inequalities are so deeply ingrained in its social and cultural fabric. Local traditions and values pose the greatest challenge for ensuring equality in education.

(ii) An understanding of how gender is viewed programmatically is crucial to assessing how gender mainstreaming is done within an organization. DoE seems to have adopted gender equality as a high priority at the policy level but in terms of organizational structure and service delivery programmatically, gender parity, rather than gender equality, is what seems to have been largely pursued as an outcome. It is absolutely crucial to accept that gender parity is only the first step but this must be followed mandatorily by an express push for gender equality related strategies.

(iii) There is a need to consider both aspects of gender integration: an identification of critical gender issues pertinent to national context, institutional priorities, social realities and programmatic needs; as well as technical details of gender analysis, programme designing, target setting, outcomes, outputs and indicators. It is only through a systematic approach to gender mainstreaming, consistently following all steps essential for incorporating gender into the system and programmes, as well as service delivery mechanisms and then setting in place and operationalizing accountability mechanisms and monitoring of gender equality outcomes that gender equality in education in full sense can be achieved.

Part II: Gender Integration in DoE Key Programme Divisions

Introduction

For the purposes of this gender audit, each of the 13 Programme Divisions in the DoE Head Office in Port Moresby are viewed through gender lenses. Gender related strengths of programme areas are highlighted and gaps pointed out. Four categories of departments/divisions have been identified based on the extent to which gender integration has been operationalized in each of those divisions. Only those issues that have important gender considerations are discussed. Areas of concern and the suggestions for improvement also pertain to gender considerations alone. It is re-iterated here that this review does not profess to be an in-depth exploration of any specific programme *per se* but adopts a holistic approach to assessing levels of gender integration in various programme components and activities. The sequence and presentation of sections is guided by the depth of the level of details obtained in each of these Divisions.

Key Findings

2.1 Human Resources & Organization Development and Teacher Education

The HROD and TED have been categorized together in this section because of their close association with the Gender Equity Desk. It was TED which had been responsible for developing Gender Policy in 2002 under AUS/Aid assistance. After formulation, the Policy had been disseminated to Teachers' Colleges and Secondary schools and also dispatched to provinces. The Gender Desk was initially placed in TED and training on GEP was also provided to schools and provinces. The DoE Divisions, however, were not trained in 2003 except CDAD. The Gender Equity Desk was later moved to HROD and amalgamated with the HIV/AIDs Section.

Though **Teacher Education (TED)** no longer houses the Gender Equity Desk, it still supports and coordinates gender awareness and equity programs within its mandate of providing relevant pre-service and in-service teacher training programs for elementary, primary and vocational sector schools and coordinating support services for teachers colleges and Special Education Centres and programmes. It carries out professional, supervisory, administrative, curriculum resource allocation and staff development activities. The management and staff in TED are still cognizant of the Gender Policy and seek to ensure the incorporation of gender issues in all training curricula for teachers. They are comparatively knowledgeable and well aware of the relevance and priority that need to be assigned to gender issues within teacher training programmes. Gender components are included in all teachers' training curricula.

In the 2013 DoE Annual Report, all information provided in relation to TED activities on Pre-service Teachers Colleges, and staff data on appointments across Colleges are sex disaggregated. For example, of the 233 appointed in various colleges, 59.6% are male and 34.33 are female. In terms of enrolments for year 1 and 2 for 2013, of the total, the number of male students is 940 and female students is 879. A slight reduction in the number of female students in 2013 has been noted. One reason for the reduction is the availability of bed spaces in the dormitories on campuses. Moreover, all records on Elementary Trainers in Provinces, teachers and public servants sponsored by DoE for a variety of long term and short term in-service training and development programs and staffing and students for inclusive education are also provided by gender. This means that TED has ensured all data and information to be meticulously sex-disaggregated. This is extremely meaningful in charting the trends in numerical growth of male and female teachers comparatively in the country and their professional development. It is worth noting that there has been an Increase in the number of female graduates in teaching this year and that many female teachers are being promoted to principals in provinces.

Currently, gender mainstreaming is an activity assigned to HROD under Organizational Development but the 2013 Annual Report acknowledges clearly that mainstreaming of the Equity in Education Gender Policy is yet to be carried out. Most of the activities for Gender Equity and HIV/AIDS have not been implemented due to lack of funding. Gender Committee meeting (AGE) and focal point establishment are yet to be implemented. Under staff and education Capacity Development, two officers were trained in 2013 within HIV/AIDS and Gender. Furthermore, gender is perceived as closely linked to HIV/AIDS only and not connected much to other mainstream programmes.

Contrary to the audit team's expectations, discussions with the Managers and the staff in HROD revealed that the majority were neither familiar with the Gender Policy nor the EEO and Anti-harassment Policy. The presence of the Gender Desk Officer was well recognized but no efforts had been made to provide training or sensitization on gender to the staff in this Division. There had been an informal discussion with regard to volunteering as GFPs within Divisions and a few informal talks on gender activities. Gender Policy documents and other gender information were observed on the shelves but it was learnt that due to lack of funds documents were not being disseminated either within the Department or sent out into the provinces.

The **Human Resources and Organization Development (HROD)** is responsible for DoE's substantive programs including policy analysis, management of personnel affairs and organizational procedures, in-service training and staff development for non-teaching personnel, finance and accounting staff. Though HROD has the mandate of conducting training, training for both DoE staff and provincial personnel have not been adequately implemented due to financial constraints. Funding Constraints resulted only in one induction training conducted in 2013 out of 2 training. The department does not allocate enough funds for training, specialized for promotions and upgrading, especially for females. Performance Assessment

does not include topics and checklists/gender indicators on gender for staff assessment. If this were done, perhaps more importance and priority would be given to gender issues.

The Gender Desk Officer in HROD has worked out a detailed training plan on gender mainstreaming for DoE staff but due to lack of prioritization and funding constraints, these plans remain shelved. In fact, one of the initiatives such as the training package of 2014 for DoE was implemented with UNICEF assistance but the manner in which it was undertaken did not adequately fulfil DoE's identified needs. More recently with assistance from UNICEF gender funds, a gender workshop was in the planning process for provincial gender focal points. It was scheduled to coincide with the gender audit but due to logistical complexities it was held only after the gender audit on site was completed. It was felt by the HROD staff in general that this gender audit would send out a signal to Senior Management to accord higher priority to gender issues. So far, the perception is that the Gender Desk lacks ownership, recognition and support of DoE Senior Management. Resource-wise, they are advised to seek donor funds for their activities.

During the interviews with staff, much work related harassment was mentioned. Many have witnessed it and also personally been victimized or at least threatened. Several occurrences of sexual harassment also were brought out but not reported formally because culturally female victims are not able to reveal such cases easily. Sexual harassment is treated as a part of the Disciplinary policy; there are no separate procedures to handle such a culturally sensitive issue as sexual harassment. There have also been a few cases of use of abusive language but ignored without penalty. These are not considered a priority for deliberations.

Male staff also face gender related challenges but it is women primarily who suffer from domestic violence to a degree that it affects their work. From the perspective of staff welfare, no orientation or support services are provided on such matters even though there is a Staff Welfare Officer within HROD. In fact, the FGD with the staff indicated heavy work load and poor working conditions in terms of lack of working tools such as the desk computers for both women and men newly recruited in the Division. Child care provisions for mothers with small children have never even been considered.

The recruitment process, based on the Government's General Order and the DoE Recruitment Policy, takes into consideration only the criterion of MERIT and qualifications. Gender provisions are included neither in recruitment nor promotion. On the interview panels, however, care is taken to ensure that at least one out of three interviewers is a woman. In job advertisements, sometimes "Equal Opportunity Employer" and in rare cases "women are encouraged to apply" are mentioned. It was reported that no directives or instructions were given to HROD for incorporating gender considerations of any kind when implementing restructuring for UNESCO and TVET. The term "promoting gender balance" in staffing positions has not been mentioned in any form. When TFF branch was established as a new branch, to facilitate and monitor Tuition Free Education, there were no instructions on gender equality concerns to be included in Job Descriptions, performance appraisals or accountability procedures.

Staff balance in DoE clearly shows gender disparity, tilted strongly in favour of males in almost all sectors. More recently there have been appointments of several women in higher management. The Secretary's initiative to "promote women as long as they have qualifications" must be recognized and highly commended. DoE now has women in higher decision making positions as follows: 1 F FAS (acting – Corporate Services); 7 F AS (3 TVET, 1 TED, 1 GES, 1 S&G, 1 NLAS).

Based on the last quarter 2014 HROD data, taking only filled substantive positions, not including filled acting positions, females comprise 36.9% and males 63.1% of the total DoE staff in Head Office. Figures 1 and 2 show positions by gender at four levels as % of total staff and as % of each level category while Figures 3 and 4 show gender differences Division-wise by number and percentages.

Figure 1 clearly shows that it is only at the level of the Support Staff that gender balance is higher in favour of females as percentage of the total number of staff. At all other levels, gender balance is in favour of males. Similarly, in Figure 2, it is again in the Support Staff category only that females dominate while the biggest gender disparity is evident at the level of Top Management: 17.9% (F) and 82.1% (M), though recent appointments of women in AS /FAS positions have improved the overall situation.

In Figures 3 and 4, juxtaposing gender differences numerically and in terms of percentages in each Division indicate clearly where the disparities stand out. High gender imbalance is evident in NCDES, S&G and PD. GES, HROD and IA show lower gender gaps whereas in CES it is fully female dominated.

Figure 1

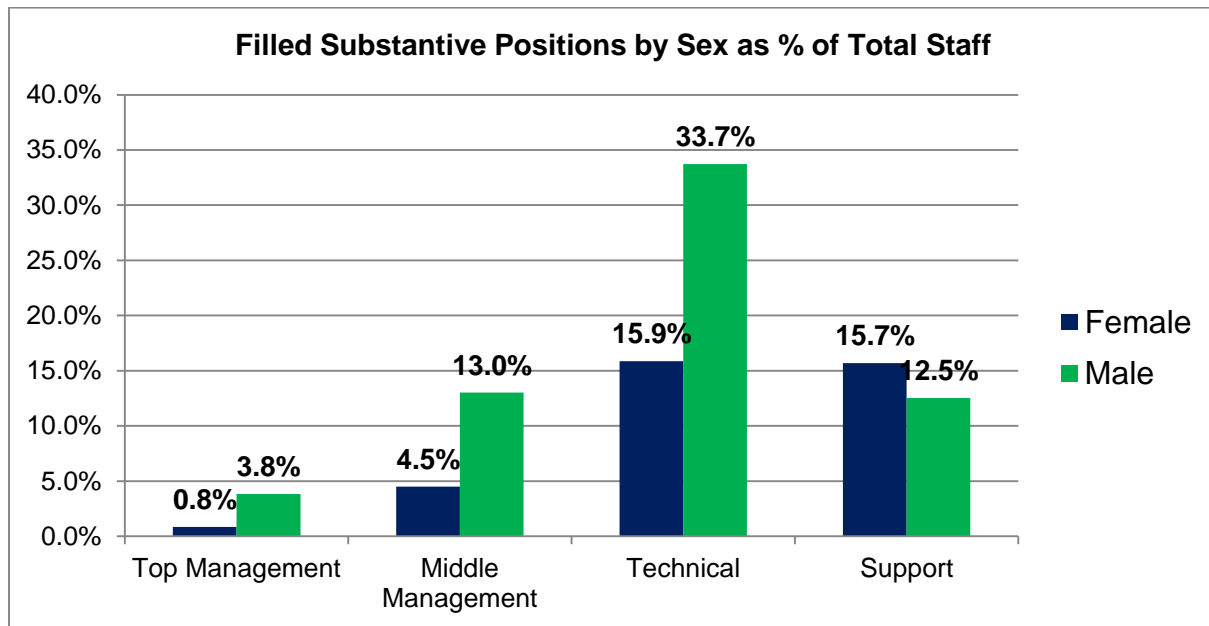


Figure 2

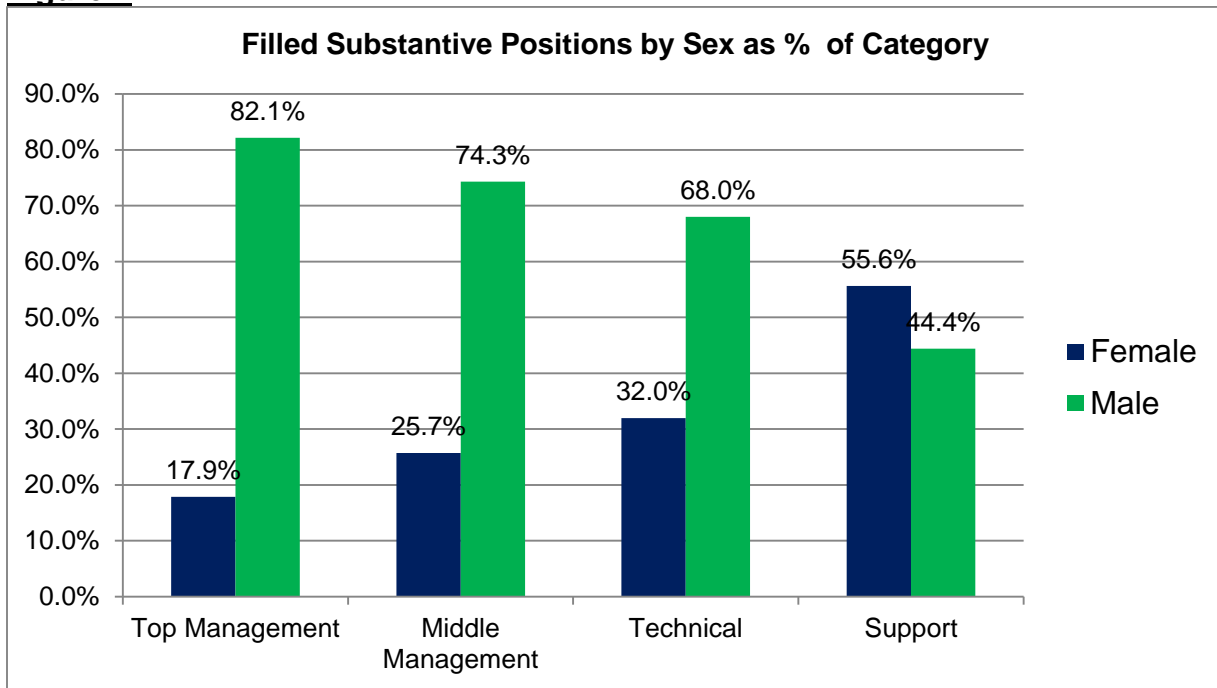
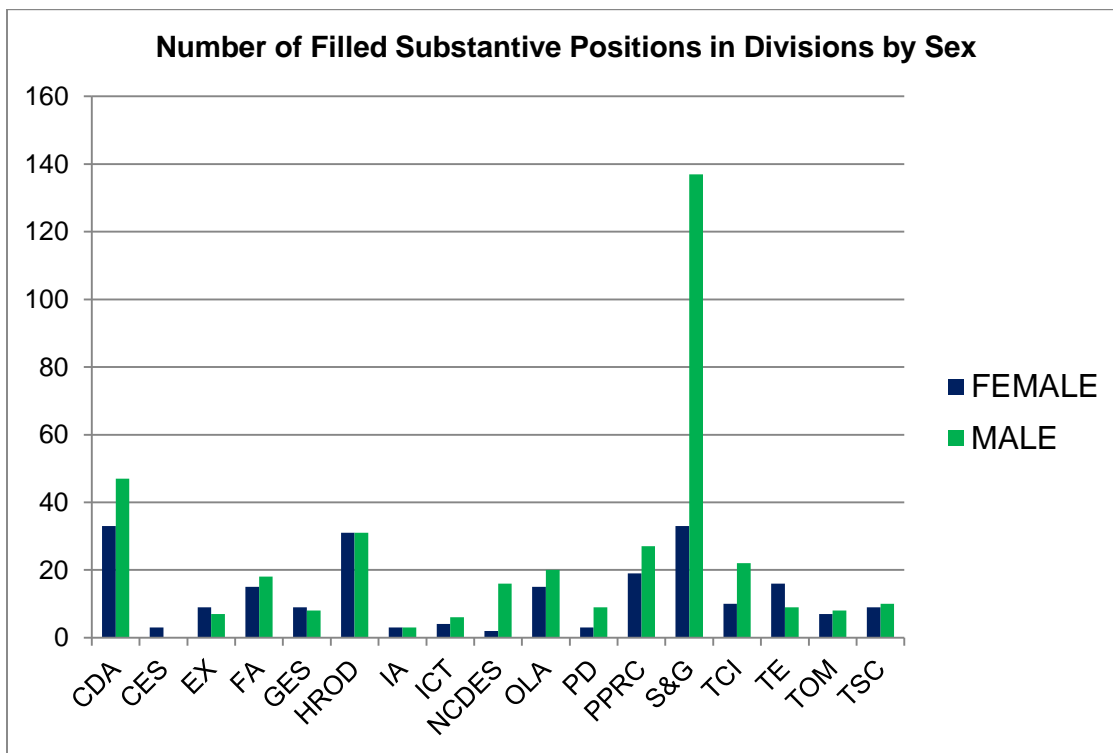
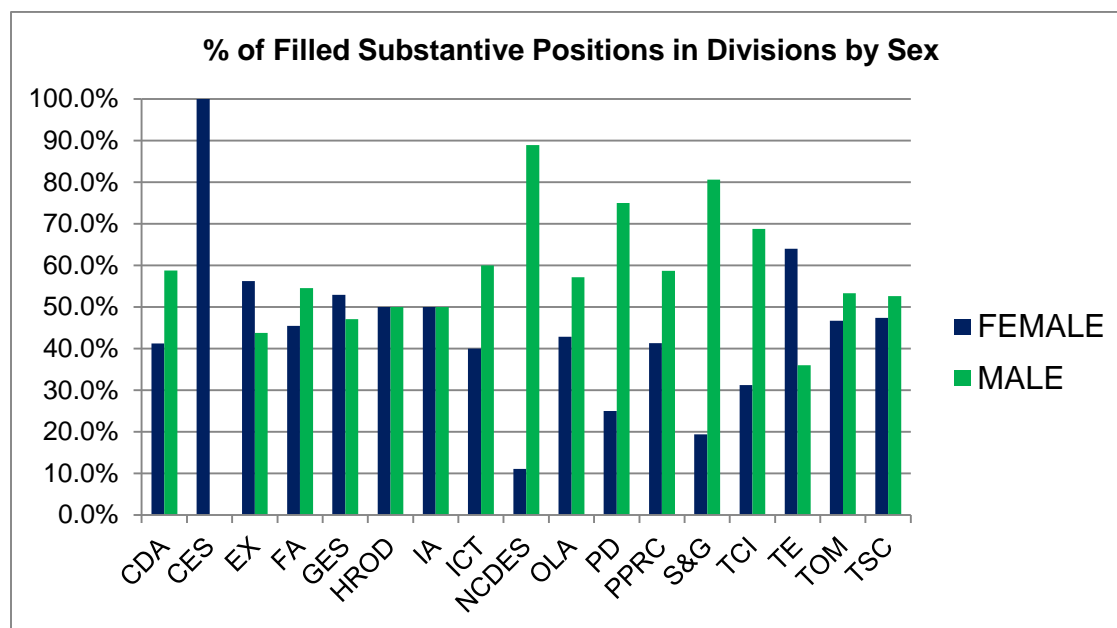


Figure 3²⁹



²⁹ See Annex for full names of Divisions in HROD Establishment Register – Positional Occupancy, 2014, 4th Quarter

Figure 4

Gender imbalance in staffing is a matter of serious concern, both in terms of numbers and in the types of positions occupied, particularly regarding technical as well as decision making positions. Occupational segregation, horizontally and vertically (for example, fewer females in Procurement, ICT and higher management and fewer males in support type administrative services) also remains a challenge. It is evident that HROD has not been given any directives on strengthening gender balance in DoE. Appointment of a few competent women in senior management has heralded an action in the right direction but promotion in gender balance in staffing would need to be set in motion much more systematically through incorporating a gender criterion in recruitment, career planning and training for upgrading and promotion.

2.2 Policy, Planning, Research & Communication and Curriculum Development & Assessment

Mainstreaming gender into all **Policy Planning, Research and Communication (PPRC)** activities has the potentials of making gender equality achievement a reality in the education sector in PNG. PPRC performs a number of strategic functions in DoE. Among others, it provides country wide technical advice and assistance on all aspects of education planning, monitoring and the implementation of the education reforms in consistence with the NEP 2005-2014 and the Universal Education Plan 2010-2019. It also identifies and carries out research, monitoring, evaluation studies on educational issues of the country and develops and establishes information database for the Department to make informed decisions on its projects, programs and policy progress and implementation.

Within PPRC, at the policy level the majority of staff seem aware of gender issues. Five of the staff members who participated in FGD had received gender training by UNICEF in relation to HIV/AIDS, Child Friendly School and Disaster Response. Basic sex disaggregated data is available in Statistical Bulletins though there has been no training on gender statistics yet. It was reported that efforts are made to incorporate gender issues in all key policy and planning documents and other activities of the Division. Higher management is aware that the Gender Policy needs to be reviewed with effective accountability

mechanisms worked in since monitoring and measurement of progress is not present. But the initiative, according to PPRC management, should come from the Gender Desk.

Discussions with PPRC management and staff brought out a number of interesting insights. First and foremost, it became clear that the entire responsibility for gender mainstreaming was perceived as the responsibility of the Gender Equity Desk in HROD. It was felt that the Gender Desk had not taken a visible and dynamic role in pushing gender promotion through the other Divisions. It lacks initiative and capacity on how to advocate for gender equality and provide appropriate information and advice to senior management in a diplomatic way. It is not proactive in generating data and information from provinces and feeding that to the relevant divisions. Hence the Gender Desk is not seen as a credible source of information and knowledge to be involved in deliberations and consultations on technical issues in different Divisions in the Education sector.

Secondly, PPRC relies on their own GFPs to provide support in gender related technical issues. For the formulation of the new NEP (2015-2019) National Research Institute, an external research agency, was used to undertake a situational analysis (SiTAN) but since this document was not made available to the audit team despite requests, it is not known whether or not gender dimensions have been explored within the analysis that forms the basis for the new NEP. Management in PPRC also expressed a view that instead of having a single Gender Equity Desk in HROD, it may be more useful to have the capacity of GFPs in every technical Division enhanced; and their networking strengthened with both stakeholders and schools. Improved communication on gender issues and linking up on effective ways of gender mainstreaming could result in speedier ways to address gender gaps. Currently, there appears to be little communication between the PPRC GFPs and the Gender Equity Desk.

With regard to gender dimensions in research studies, currently there is an ongoing analysis in progress on students' attitudes towards HIV and sex. The questionnaires are designed in a gender sensitive and gender inclusive manner. Sex disaggregated data is much more available in many areas which has made such a study possible. However, EMIS database does not yet include information relating to TFF reporting or with reference to registration of schools; tracking of funding, etc.

It was also reported that no new research, monitoring or evaluation studies have been fielded for past three years due to funding constraints. However, several studies on gender issues have been proposed: (i) identifying correlation between matrilineal society with more female principles and more girls in schools (as in New Guinea Islands Region) as compared to patrilineal society with more boys and less girls in school as in Highlands; (ii) gender based analytical study exploring factors contributing to better performance of girls than boys in grade 12 examinations; (iii) a longitudinal study over the period from 1960s to 2014 male and female participation in the different structures of the education system.

With regard to communication and media, advocacy on gender equality issues is not systematically pursued through publications in news media, though commitment to gender equality issues is usually expressed by senior leadership in speeches and press releases. There is no integration of gender equality into communications strategy because DoE communication strategy is not yet completed. No instructions or guidelines are provided on gender inclusion for communication and media; it depends on content and event. However, being gender sensitive and mindful of language use is emphasized in the general guidelines in Universal Basic Education (UBE) communication strategy and advocacy materials.

A National Communication Strategy³⁰ which has been designed to support as an awareness and advocacy tool for the UBE Plan deserves a special mention here for demonstrating a gender-responsive perspective.

³⁰ A National Communication Strategy to support Universal Basic Education in PNG, 2013

It clearly identifies factors that impede enrolment and retention for girls as being predominantly cultural as related to early marriage, bride price, need to care for young siblings, house work, and risk of sexual abuse during travel to schools. The strategy advocates for the use of female community advocates as well as males to influence retention of children in schools. Within its framework, enrolment of girls is explicitly mentioned under Behavioural Objectives and its Key Messages include statements such as follows: "All boys and girls have equal rights to complete basic education." "Girls need extra support from parents, schools and communities to attend and complete education." "Male and female students should always respect each other and be valued equally in all education classes and activities." Furthermore, being gender sensitive and mindful of language use is also emphasized in these general guidelines and advocacy materials.

The ICT section is a newly created Division within the Policy and Planning Wing in 2012. The division is made up of Ednet which supports ICT services and infrastructure at the HQ, provincial education offices and district offices; and Skoolnet which is responsible for finding solutions to enhance teaching and learning using ICT services and infrastructure in schools. It was learnt from discussions with ICT management and staff that they have very little knowledge of gender equality issues since they have received no orientation on this subject matter. Since their work deals primarily with data inputs already approved by respective Divisions and hard ware applications and maintenance, their eagerness to understand how they could incorporate gender issues in their work was indeed refreshing. An exceptional good practice was discovered in ICT of a female employee working in systems services in the hard ware section, a non-traditional sector for women. This example could be used as a role model for breaking down work related stereotypes in DoE.

Overall, with regard to key achievements of PPRC Division in 2013, the Annual Report mentions a number of activities completed such as the Tuition Fee Free Management Manual developed, printed and sent to every elementary and primary school in the country; Tuition Fee Free Management workshop conducted for all Head Teachers, BoM Chairmen and BoM Treasurer in elementary and primary schools in PNG; and the TFF equity study that came up with the Equalization Formula which will be used to distribute the TFF funds. **There is not a single reference to gender priorities or activities within any of these achievements.** This makes it questionable whether or not a serious commitment to Gender Policy or Strategic Plan exists within PPRC. Gender progress may be implied in the sense that TFF education is seen to have benefitted especially the girls; but nowhere explicitly is gender integration taken up in any of PPRC's activities or outcomes of 2012 and 2013.

The Curriculum Development and Assessment Division (CDA) is a strategic and influential Division that sets the tone and guides the entire educational contents of schools through its curriculum and assessment designs. The Standards Based Curriculum is being introduced as a major shift to address performance and competencies in all aspects of education in order to raise the quality and standard of education in the country.

In the FGDs conducted with the CDA staff, it was learnt that they had not received an orientation on the Gender Policy within the last five or six years. There had been an orientation for CDA very early in 2003 provided by TED. A few had read the policy out of self-interest but as a Division the Gender Policy has not been taken on board. Except the GFP, no other staff members had been trained or sensitized on gender. This poses a critical gap because in policy documents it has been repeatedly indicated that curriculum and training materials at all levels must be gender sensitive and gender inclusive. The participants in the FGD recognize and realize the need for exposure to gender issues.

Content-wise, the gender component is currently included only under subjects that deal with Personal Development and Community based activities. The GFP reported that there is resistance when efforts are

made to advocate for the incorporation of gender into technical subject areas. Currently she has worked on the Junior Primary Syllabus for Art, 2015 in which gender sensitivity and inclusiveness is explained in a paragraph under the Guiding Principles for Arts intended for teachers. The section on “Catering for Diversity” includes a reference to the Gender Equity in Education Policy and instructs teachers on their responsibility to use and promote gender equity practices in their classrooms and within the wider community. A safe learning environment is to be created which is sensitive to local cultural values and recognizes the roles and contributions of both women and men in society. These are broad guidelines but apart from this, not much has been done to engender SBC so far. It is imperative that gender issues need to be conscientiously considered in both curriculum and assessment designs and delivery.

Since there is no specific gender inclusive strategy supported by guidelines designed for CDA, only ad hoc (though very good!) gender integration is visible in some resource guides and examination items where care is taken to make questions gender sensitive. Generally CDA staff are aware that curriculum and assessment must avoid gender stereotypes; must be mindful of cultural beliefs; all teaching materials must be gender sensitive and gender inclusive. What is lacking is the “know-how” and a deeper understanding of what is entailed in integrating gender into curriculum design and assessments.

A good practice example is the Teacher’s Guide on the “Unit: Child Friendly School”. This is an excellent illustration of how an initiative, aimed at improving girl’s education as part of the global strategy to achieve UPE by 2015, can impart knowledge on the role of the teacher in making the learning environment safe, healthy, protective, effective and inclusive with gender equity. The Guide contains three sessions: Inclusive Practices, Understanding Gender Equity and Community and School Practices for Inclusiveness and Gender Equity, offering adequately rich information and thought provoking issues. Such sessions could be ideally contextualized to be incorporated into all subject areas to ensure gender sensitivity and inclusiveness.

Overall, it is evident that there is a need for a Coherent Gender Strategy across the section as well as an alignment and collaboration with the Gender Equity Desk for mutual strengthening. There should be use of existing ad hoc but high quality materials to feed into policy and planning more systematically, e.g. recommendations that are presented in development partners’ meetings and meetings of other sections, etc. Furthermore, a dissemination strategy for key messages from existing documents should focus on internal as well as external audiences

2.3 Technical, Vocational Education and Training, and Standards & Guidance

Technical, Vocational Education and Training (TVET) provides broad-based technical and vocational education and training through the delivery of relevant demand-driven and nationally recognized technical vocational education and training programmes to foster, enhance and sustain the socio-economic growth. It co-ordinates and distributes funds to 8 Technical and Business Colleges & 131 Vocational Centres.

It is well known that there is a very low participation of females in technical and vocational schools: current enrolment, as of June 2014 show the total number of students by gender as 3557 males (66%) and 1848 females (34%). Of the total graduates of 2729 in 2013, 764 are females, that is only 28% and 26% of these have attended only business services related courses. There is no gender balance in the overall TVET

programmes. However, diploma courses show more female enrolments especially in Business studies and Tourism and Hospitality³¹.

Diversifying the vocational trade areas for both male and female students, for example male designers in dress making and female technicians in electricity repair, so that both can participate in economically lucrative trades do not seem to have received as much emphasis in the TVET curriculum design. TVET Curriculum is competency based – gender sensitivity is not considered a competency – and gender considerations have not been incorporated into curriculum design. More TVET awareness needs to be carried out to schools as well as among communities

However, as a Division, TVET has undergone a number of gender related changes within the last few years. Previously it was a male dominated area both in terms of programmes and personnel. Since 2011, three female Assistant Secretaries were appointed within TVET. In fact, it was noted in discussions with TVET management that in SSM and TMT meetings, half of the members are currently female and their contributions to meeting deliberations are robust and sound. As regards the overall awareness of TVET staff on gender issues, it was surprising to overhear some female staff members informing the male staff members that the FGDs were only for females, implying that “gender” referred only to women. This misunderstanding was cleared during the meeting but it demonstrated the fact that TVET as a Division had not been oriented on the GEP. Nonetheless, the audit team noted a great deal of enthusiasm and openness among the management and staff to acquire knowledge on how to gender mainstream into TVET curriculum, programmes and operations.

TVET Strategic Management Plan (2011 -2020), which is proposed to be incorporated within the NEP (2015-2019) strives to “provide an alternative pathway which will improve access for the excluded, underprivileged, disadvantaged people with disabilities, geographically isolated, both genders and the wider population”³². Equity is designed to be one of the four pillars guiding the design of this system. Though the Management Plan itself has been presented in a gender neutral manner with no specific mention of gender considerations, this Plan offers an enormous scope to strategize for gender equity provisions. In view of the wide youth unemployment problems in PNG and skilled labour shortages, the Management Plan advocates for strategies to open up all relevant trade areas for vocational training and attract youth from secondary and high school systems.

At an earlier point in TVET’s history, there had been efforts in practice for about five years to give preference to females over males in male dominated courses, in order to push the gender agenda. Unfortunately, such promotional measures were discontinued. Now, if provisions were made to draft “A National Strategy for Engendering TVET” to complement the Management Plan and introduce promotional measures to attract youth, both male and female, to diversified trade areas, TVET would be positioned to retain the influx of students exiting Grades 8, 10 and 12; and thereby meet the skilled labour demands of the country and make a significant contribution to employment oriented education. Thus, encouraging re-entry of school drop outs, a large number of which are girls, would pave the way of connecting them to productive livelihood down the road.

³¹ Technical/Business Colleges and National Polytechnic Institute, Enrolment Statistics as at 30 June 2014 and 2013 Graduates, TVET O&M

³² TVET Strategic Management Plan 2011-2020

Standards and Guidance Division (S&G) deals specifically with quality assurance and control and provides supervisory, advisory and appraisal functions to provinces and schools. Among other objectives, it seeks to promote and create a conducive environment for transparency, honesty and accountability at the school level and improve school systems to facilitate quality teaching and learning. Among its key activities are to develop Quality Whole School Improvement Assessment Form and trial in schools by Standards Officers; and carry out Impact Evaluation of School Learning Improvement Plans implemented throughout the country.

From the gender perspective, incorporating gender issues into the Whole School Quality Assessment (WSQA) Form would be the most feasible and effective way to ensure transformation in approaches to gender within the school system. The WSQA is a well-developed and detailed instrument. The first important step would be to include “gender” as an important overarching cross-cutting assessment area consistently connected to each of the already existing 12 quality assessment areas. Some key questions on gender issues are already present in the Form, for example, “Participation of women on the Board” a question regarding gender composition of Board Members is a good practice example.

Similarly, many other key questions could be added on “Easy access to the Library in terms of hours suitable for both girls and boys”; “gender sensitivity of learning materials” “gender inclusive teaching methods of teachers”, “participation of boys and girls in learning within the classrooms” “Students dropping out of school and not returning – more girls or more boys”; “gender differentials in counselling services provided to girls and boys”; “availability and maintenance of toilet facilities for girls”, etc. The WSQA Form could be significantly enriched with gender based questions which in turn would ensure that these dimensions are considered and addressed in the entire education system. The Standards Officer should be well trained to ask gender questions within all critical assessment areas and all guidelines in the Form should mandatorily integrate a gender related instructions throughout the Form.

A similar approach could also be taken to integrate gender into the TFFE Rapid Audit Form which currently focuses, for the major part, on funding issues: receipt and use of funds; purchase of equipment and teaching related items for schools. Gender issues could be included within the same format, for example, student enrolment could be sex disaggregated; trainer, Head Teacher; and number of teachers could also be sex disaggregated.

Guidance and Counselling is another important area of activity for S&G Division. It was learnt from senior guidance counsellors that 50% of guidance counsellors are female and many of them have participated in gender workshops. Gender concerns feature in their work a great deal. However, there are no gender guidelines on counselling specifically to help them identify issues to address gender related problems that they encounter. Many schools are experiencing students’ discipline and behaviour problems in the country because teachers are not able to handle these behaviour issues. They are not trained to manage student’s issues effectively. The most critical gender issue relates to gender based violence, sexual harassment, body grabbing, rapes and pregnancy, in addition to drug use and alcoholism. Cult groups span both girls and boys and pose a severe problem for school teachers.

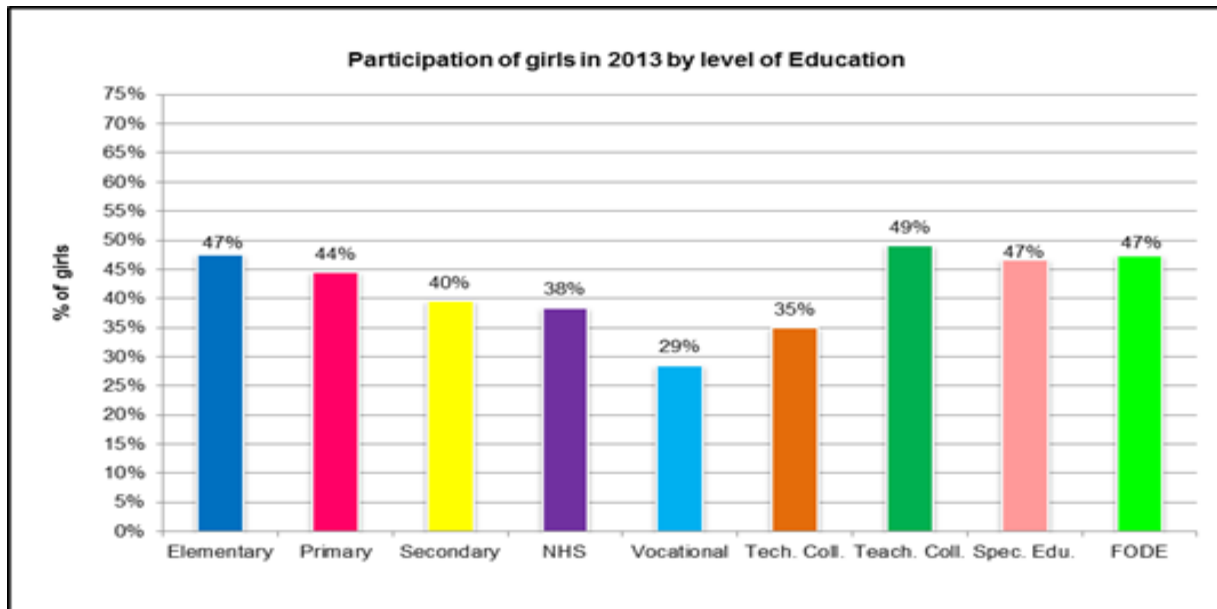
The Behaviour Management Policy for the National Education System of Papua New Guinea clearly outlines the roles and responsibilities of the S&G Division, the Standard Officers and counselors and has even included the Gender Equity in Education Policy as one of Departmental Policies for guidance. However, as the 2013 Annual Report notes “The Guidance section responsible for training of teachers has always been underfunded and does very little to help minimize these issues at the school level”. This poses a serious constraint overall. It appears that funding for positive discipline training is urgently needed.

2.4 General Education Services, and National Capital District Education Services

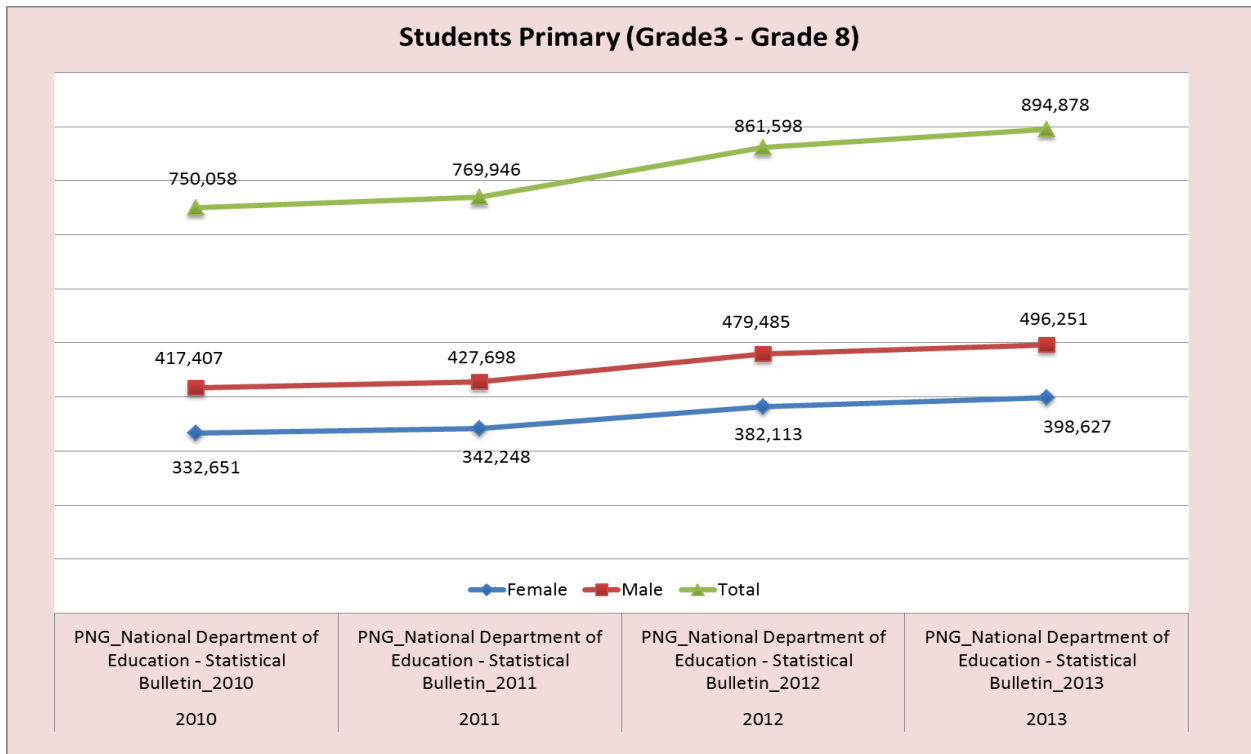
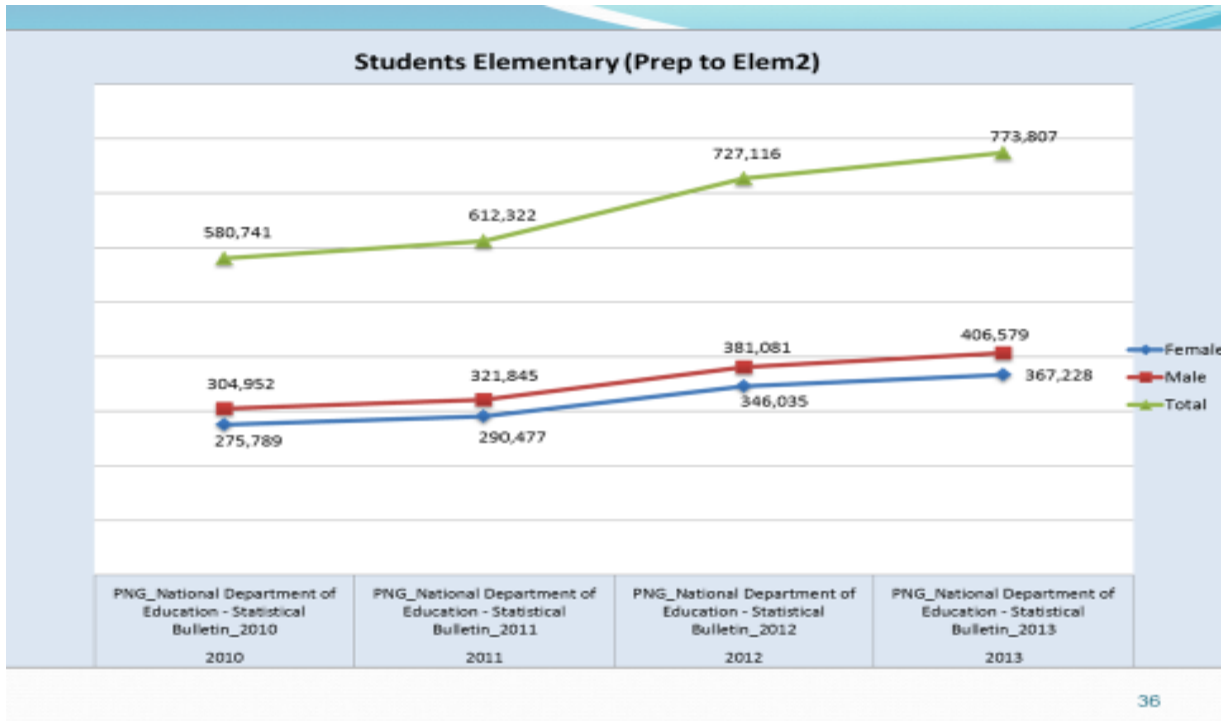
One of the greatest achievements of DoE recognized to date is the successful planning and delivery of TFFE which is handled by the TFFE Department within **General Education Services (GES)**. In 2012 the Papua New Guinea Government introduced the Tuition Fee-Free (TFF) policy, which effectively eliminated tuition fees for students in elementary school up to Grade 10. The policy put into action the PNG Government’s Universal Basic Education (UBE) Plan (2010–2019), which aims to ensure that “all school-aged children have equal access to quality basic education in order to contribute to the development of the country”. The Fee Free Tuition Policy Management Manual sets out the key roles and responsibilities of schools in administering the subsidy. Compared to earlier attempts at free education in 2002, more of the community were involved in the management of the subsidy. This is PNG’s fourth and longest lasting attempt at free education. The TFF is entering its fourth year with funding of K605 million provided in the 2015 National Budget. In 2013, the Government of Papua New Guinea had appropriated K652 million for implementation of the TFF Policy.

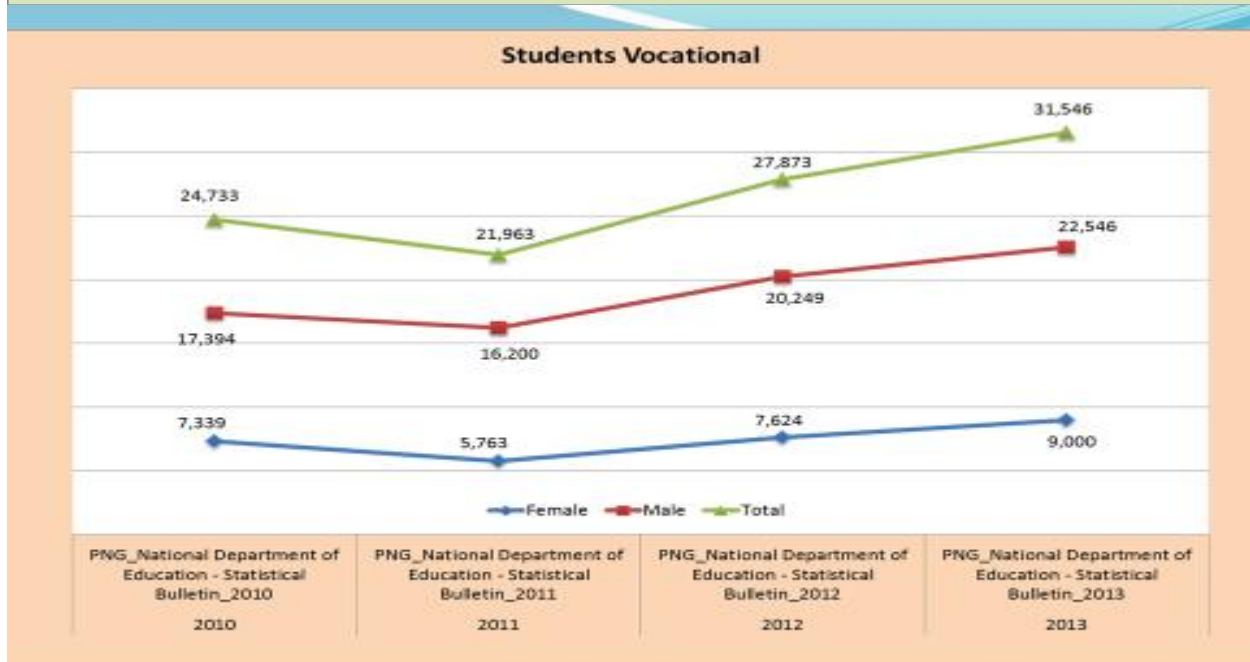
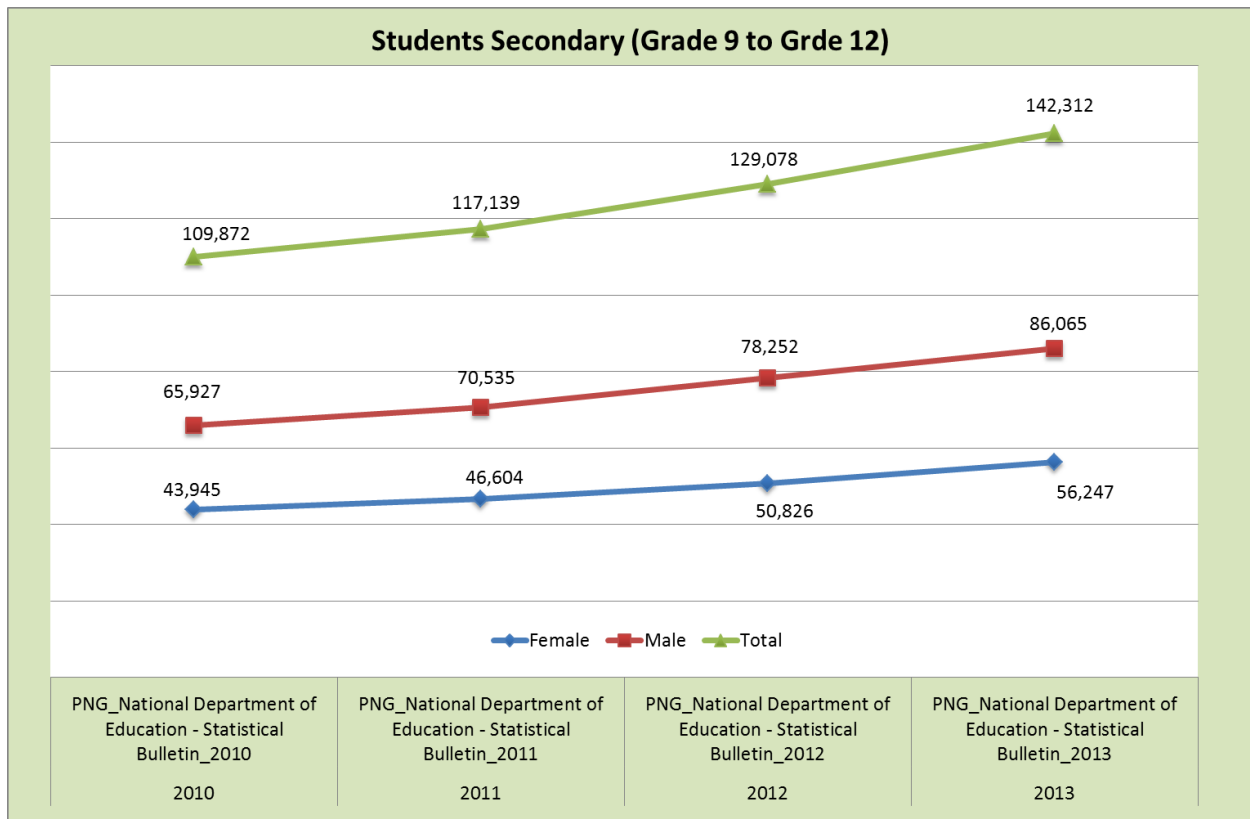
Increasing school attendance through boosting student enrolments has been a key challenge for successive PNG governments. The Tuition Fee Free Policy seeks to relieve the burden on parents and guardians of students having to pay tuition fees. The Government fully subsidizes 100% of the National Education Board (NEB) approved tuition fees for students enrolled in Elementary prep to grades 11 and 12 in secondary schools, and national high schools and vocational centres. Therefore, no students would be sent away by schools for non-payment of school fees. Children who left school previously for a genuine reason were allowed to continue their education through an alternative education pathway for example FODE, and vocational centres or any Approved Permitted Schools. Quality education programs including curriculum, assessment, education standards, teacher education and training are also promoted through this Policy.

The participation of girls in 2013 by educational levels³³ as well as the progress made in enrolments over the years 2010 -2013, are clearly charted in the following figures:



³³ DoE Annual Report 2013





It is to be noted that 2000 census showed 48.1% of females in the overall population of PNG and in 2013 data we have 45% of females in the school age population enrolled in schools. Gender parity has been achieved since 2007 with regard to access to basic education, but gender gaps are progressively higher as one moves from elementary to secondary. It is evident that the rates at which girls are progressing through the system is higher than the rate for boys. However, a high proportion of girls drop out after completing elementary education, and this has a severe impact on gender parity further on in the education sector.

It was learnt from TFFE management that they are targeted on increasing total enrolment and more quality based infrastructure development. Hence, by implication it is assumed that enrolment of girls will increase automatically. This policy has no special provisions to ensure higher gender based participation, though in rural areas, girls are still not going to school. The Equity Formula, however, enables them to secure extra funds to transport school materials to remote schools. It has been witnessed that many who had left school earlier are coming back to school and that is a promising signal.

A recent EFA Review (Draft 2014)³⁴ has carried out an extensive comparison of achievements in gender equality over the last 10 years and concludes that nearly all the gender parity indicators show that girls have improved both in regard to access to and participation in education. “However, a high proportion of girls are lost in the transition between elementary and primary schools, and this will prevent gender parity being achieved if it is not addressed.” The effectiveness of TFFE in achieving full access for all children will be complicated by girls’ dropouts at various transition points. Retention is an issue that TFFE will have to seriously address as this programme moves on. Since TFFE as a Department was established only in February this year, they have not yet conducted an evaluation study on its effectiveness but the overall statistics are available through EMIS. In terms of effectiveness of programmes in the field, however, both Accelerated Girls’ Education and TFFE are seen as pushing for increased access of girls to education, though management has looked upon access to education rather broadly, almost in gender neutral terms and it is inevitable that retention may be an issue at later stages.

Since GES division is responsible for the coordination, planning, communication, supervision, management, administration and monitoring of the delivery of Basic and Secondary Education in the whole of PNG, GES management advises that to accelerate gender equality issues in education, there is an urgent need to increase the number of female Provincial Education Advisors and ensure that when boys and girls are selected from grades 10-11, special considerations should be ensured for girls. Cases of girls disadvantaged due to various factors should also be addressed. These are some measures that the TFFE programme would need to consider in order to ensure the achievement of their “full access to education” goals.

GES is also connected with the World Bank Project on The Flexible Open and Distance Education (FODE), with the objective of increasing the number of out-of-school youth who complete recognized secondary diploma and certificate equivalency programs. It provides English, Mathematics, Science and Social Science courses that are primarily delivered through correspondence-based distance learning, supported occasionally by on-site tutors and teachers. FODE has 22 provincial centres that coordinate services provided within their respective provinces, as well as about 69 affiliated study centres. Such a system offers enormous opportunities for meeting gender gaps in education by opening out scope for vocational education for girls who drop out at various transit points from schooling.

National Capital District Education Services (NCDES) is responsible for similar functions as GES in the National Capital District in the delivery of Basic Education, Secondary Education, and Vocational Education, the Six (6) National High Schools and Flexible Open Distance Education. In the course of this gender audit, two schools were visited in NCD: Tokarara Secondary School and the Wardstrip Primary Demonstration School. The selection of these two schools indeed proved very meaningful in giving the audit team two quite different perspectives on how gender equality is pursued on the ground within school systems. It is recognized that this is a tiny sample on which to base generalizations but the information generated from these two visits pointed out several critical issues.

³⁴Papua New Guinea EFA 2015 Review, Final Draft, October 2014

One such issue pertains to serious discipline gaps, cult fights, use of alcohol, bullying, open defiance; gender based violence such as sexual harassment, breasts grabbing, pregnancy, etc. Pregnancy is not penalized but girls are counselled on preventive measures. Discipline enforcement is a serious issue and teachers are at a loss on how to handle this in both the schools visited. **Heavy discipline issues are more prevalent among girls now than previously.**

In Tokarara Secondary School, neither the Deputy Principal nor teachers are familiar with the Gender Equity Policy. The teachers are not provided gender orientation training. Gender issues and cultural values are taught only under Personal Development Course from grades 9-12. However, they commented that the School Principal had attended a gender related workshop. The gender issue they are struggling with is the high number of female teachers who take maternity leave at the same time, leaving a small number of teachers heavily overloaded with work. There is an urgent need for relief teachers or extra incentives for overloaded teachers. Staff development and capacity building on all fronts including gender is another serious request from the teachers who participated in the FGDs. More female standards officers should also be considered for recruitment and promotion.

In Wardstrip Demonstration School, however, there was an overall awareness of Gender Equity Policy. Though some teachers had not received gender orientation in pre-service training, they seemed well oriented on gender issues. Among teachers, the gender balance was completely tilted towards females: 41 F and 9 M and there was a perception prevailing among some teachers that there is need for more male teachers especially to carry out the role of a male disciplinarian. There was good gender parity in classes. The gender values in practice in classrooms included working in teams, respect, selection of classroom monitors, sharing responsibilities, and addressing gender stereotypes, etc.). Girls were outstanding in confidence and boys rather shy, uncomfortable and withdrawn from discussions.

While this is a positive trend, the school system and DoE need to be aware of the danger of introducing gender bias against boys when planning its interventions. Empowering both girls and boys should be consistently stressed as the way to achieve gender equality.

2.5 Finance & Administration, and Procurement

The most significant finding in **Finance and Administration (F&A)**, from a gender perspective, is the fact that though Gender Equity Desk has been instituted within HROD, gender is not included in the recurrent budget of DoE. Currently there are no gender programmes funded through the recurrent budget. The only source of funding for gender activities is envisaged to be from the donors. Moreover, there has been no funding for literacy either for the past two years. This constitutes a major constraint for advancing gender equality issues within DoE, as already learnt from HROD.

According to F&A staff members this funding challenge can be addressed if the HROD includes gender activities within its budget estimate and submits for approval. Lack of funding is definitely to be perceived as lack of direct support for gender in the core structure of DoE, despite the high priority assigned to gender issues in policy documents. DoE needs to take ownership for gender equality by budgeting for gender and not only depend on donors' funds. There are no gender budgeting mechanisms in DoE and Finance has never heard of a "gender budgeting strategy".

General staff from both F&A and **Procurement** have received no gender orientation and are not familiar with the Gender Equity Policy. Only the management level showed familiarity with a number of gender issues, for example, gender stereotyping in jobs such as females reluctant to apply for jobs in Procurement. It was also pointed out in individual interviews that internalization of gender issues as a priority is lacking within DoE and that the organizational structures and mechanisms in DoE impede rather than promote gender advancement within. There is need for understanding in-built gender biases, and bringing about a mental shift and attitudinal changes regarding roles and relationships of men and women in the office.

2.6 National Education Board, Teaching Service Commission, National Libraries and Archives

In addition to DoE Head Office, this audit also conducted a brief review of the three organizations included in this category. The National Education Board, Teacher Service Commission and National Libraries and Archives Board all have their own Acts and they also report separately to the Minister for Education.

The National Education Board (NEB) is the highest decision making body and has the mandate of overseeing the development and functioning of the National Education System (NES) and developing and implementing the National Education Plan (NEP). Since NEB as a collective body approves all policies pertaining to the entire educational system in PNG, it is to be expected that gender equality is high in their agenda in principle³⁵. It is important, however, to note that the Board comprises of a higher number of males than females: of the 15 Board members, only two are women, one of whom represents YWCA and the interests of women in the country. An issue that reportedly comes up frequently for discussion in the Board meetings is that of equal representation and participation of men and women. Gender balance is often discussed in reference to appointments and recruitments of female teachers and student selection. Female staff safety and security is another topic that was deliberated upon recently. It seems that in the context of gender equality, equal participation is overwhelmingly emphasized in discussions. Keeping this perspective in mind, the Board could consider restructuring its composition in the light of gender balance too.

For the **Teaching Service Commission (TSC)**, discussions with staff revealed that gender equality was a new issue for them. There was no gender strategy in their organization and they were not familiar with DoE's Gender Equity Policy in Education. TSC's mandate is to exercise a critical insight of teachers' welfare and terms and conditions of employment. The Commission has taken up the challenge to focus on providing "Quality Education" in the country and for that, quality teachers have to be encouraged in the system. On further exploration, however, it was discovered that Gender Equity in Education Policy is mentioned as one of the documents that teachers have to comply with.³⁶

Though TSC does not have an explicit gender policy, their HR Policy and Disciplinary Procedures outlines clear guidelines on addressing gender based violence which has emerged as a critical challenge facing schools in PNG today. The HR Manual designates sexual abuse of a student as both a criminal offence and a serious disciplinary offence and will result in dismissal from the teaching service and de-registration as a teacher. If a teacher is subjected to demands of a sexual nature in exchange for promotion or other benefits, and unwelcome verbal or physical suggestions of a sexual nature interferes with a teacher's work and creates an offensive or intimidating working environment; that is considered sexual harassment and the perpetrator is subjected to disciplinary action.

³⁵ The audit team could only interview one Board member briefly; others were not available during this period

³⁶ The Disciplinary Policy and Procedures for Members of the Teaching Service , 2009

The TSC Annual Reports (2010, 2011, and 2012) make reference to another gender dimension: female teachers requesting for leave entitlements on recognition as heads of family: 75 female teachers were approved HOF status in 2010; 93 in 2011 and 19 in 2012. This is definitely a gender sensitive issue. Teachers constitute the largest public sector workforce in the country. Since the number of female teachers is on an increasing trend, the reports stipulate that leave fares would need to be carefully considered to ensure that female teachers are assisted on this.

Entitlements pertaining to reproductive roles of an employee are also well taken care of in the HR Manual: in addition to maternity leave of 12 weeks, there are breast-feeding provisions for female teachers, allowing them to take periods of absence for one half hour twice daily during normal working hours. Maternity leave with full pay is also available to a female teacher to care for an adopted infant for a period of six weeks immediately following the date of adoption. Interestingly, paternity leave is entitled under “compassionate leave” category.

It is critical to point out here that gender equality extends beyond reproductive rights and entitlements for women in the role of mothers. Gender issues are also related with questions of access to opportunity to resources for advancement, empowerment, upgrading of skills, promotion, etc. These need to be addressed if gender equality is to be fully achieved. Since the Policy and Planning Branch in TSC is responsible for reviewing existing policies and also developing new ones, the TSC staff, who were interviewed, expressed their opinion that TSC should also design a Gender Policy for TSC, following the example set by the DoE Gender Equity Policy.

National Library and Archives (NLAS) carries out the role of coordinating, directing and planning libraries and archives development in the country. The Office of the Library Services encourages and promotes the publication and display of appropriate materials by the Office and also promotes national literacy activities while the Archives functions as the official custodian of the government's corporate memory. It is responsible for the permanent preservation of the nation's records which are of national and historical significance.

When FGDs and individual interviews were conducted with both Offices, it was remarked that this is the first gender related dialogue they have attended. This clearly signals that their exposure to gender equality issues has been extremely limited, in fact non-existent in some cases. They had not received any orientation on the Gender Equality Policy though a few staff members had attended some gatherings on gender themes organized within the Library while others had educated themselves on gender issues out of self-interest. The management demonstrated a great deal of receptivity to the idea of promoting gender balance in the staff composition (since the staff in the Library is predominantly female) as well as work towards advancement of women to decision making positions. There is a perception that the DoE does not participate in the Library activities such as the National Literacy Week (Literacy Week is not included in the Education Calendar), the Book Week and the Education Week to the degree expected. The Library staff feel that that they do not receive much support from DoE in these activities nor is there a strong coordination between these two organizations despite the fact that the NLAS management participates in TMTs and SMTs in DoE.

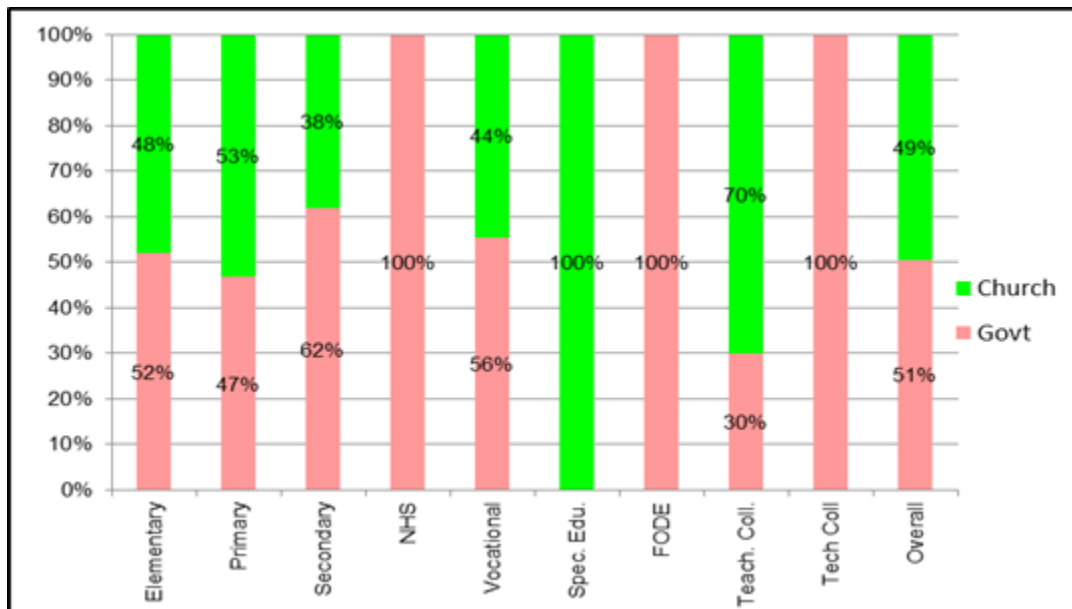
The Library staff indicated a number of areas where they could coordinate with the DoE Gender Desk and help advocate for and promote gender issues in the schools, such as in the dissemination of gender related materials and information (they can dispatch “Gender Equity Policy in Education” document to provinces); inclusion of gender issues in posters for promotion of gender; organizing lecture sessions in gender within

the Library Forums; conduct joint training in gender and library use when they go for provincial visits to the libraries; inclusion of readings and books on gender issues in the library resources for schools, establishment of a Gender Desk in the Library to provide information on gender resources and encourage research, etc. Thus there is a wide scope for DoE and the Library to work together for gender advocacy. There was even a strong suggestion for developing Champions for Gender Equality from within the Library staff and the Senior Management and technical staff have volunteered to be Gender Champions.

2.7 Partnership and Collaboration

The operation and development of the National Education System is based on partnership and close cooperation between the different levels of government, parents, communities and education agencies such as churches, and other non-government organizations. During the gender audit process, a group consultation was held with various partner agencies and donors. A select group of about 30 agencies had been invited for the consultation meeting but representatives of only 7 agencies were able to attend the meeting³⁷.

As is well known, the percentage of institutions run by churches and other agencies compared with the government is quite significant in PNG. See figure below for a comparative picture, in 2013 (by type of school).³⁸



A larger presence of representatives from the Churches for the consultation meetings would have given the audit team stronger insights into how the collaboration works on gender mainstreaming. Nonetheless, responses to issues raised during the meeting were communicated by email to the audit team by the National Catholic Education Commission. These responses were very detailed and constructive.

³⁷ See Annex II for a list of agency representatives interviewed

³⁸ DoE Annual Report, 2013

Deliberations with partner agencies focused mainly on four issues: (i) Key programme areas of partnerships with DoE and effectiveness of their coordination mechanisms in general; (ii) ways in which gender integration is carried out in programmes and partners' capacity on gender mainstreaming; (iii) gender sensitivity and gender responsiveness of DoE as an organization; and (iv) suggestions on how DoE could strengthen its gender mainstreaming approach within the organization and in its programmes.

With reference to church partnerships in programmes, it was learnt that at the national level the church organizations work with DoE on policy and planning, curriculum and teacher education. At the provincial and districts they work through their church secretaries, principals, head teachers and teachers at the governance, management and classroom levels. DoE is invited to Board meetings and as speakers at Teacher In-Service. There is need for improved planning and coordination, however, meeting notices from DoE are usually received late and there are frequent cancellations of meetings. DoE works hard to coordinate activities and sometimes runs into difficulties beyond their control, such as cash flow problems lead to non-payment for meeting venues, etc. The church organizations also face challenges due to their low number of staff at the national but their non-attendance or slow responses are due to limited resources and not lack of interest or commitment to the program.

In terms of gender capacity, most of their staff at the national level have been trained in gender issues. They are aware of the need to be gender inclusive and look for opportunities to support women and girls. The challenges they face in addressing gender equality issues pertain to cultural beliefs and practices which are slow to change. In some cultures there is strong resistance to change, for example, the cultural role for girls/women still allows little involvement of girls/women in mixed gatherings. The Catholic Church is, at times, slow to involve women in decision-making. The Catholic Education has also formulated a Gender Equity policy (2014) to be reviewed in 2019. Annual conferences of Catholic Education secretaries, Principals, Head Teachers, Personal Development Coordinators are considered opportunities to promote Gender Equity in all Catholic Educational institutions.

The National Catholic Commission thinks that much has been achieved. Female officers are responsible for the preparation and presentation of materials at meetings and workshops for Curriculum and Assessment Division as well as other divisions. They demonstrate their competency and commitment to the work. However, "we cannot say that DoE is gender sensitive and gender responsive" until it has women well represented (at least 30%) in governance (National Education Board, Governing Councils, etc.) and in Management (Top Management Team, Board of Management, Division Secretary, etc.) and schools enroll more girls in all sectors at all levels.

In the context of support from donors, UNICEF has supported the Gender Programme in DoE since 2008/9 and funds a number of initiatives such as the Child Friendly School, the UBE, WASH and Emergency in Education. It has also delineated a number of activities in the Annual Workplan of 2014 for enhancing the capacity of DoE and cognate departments to effectively mainstream gender in education. This gender audit is one of the activities supported by UNICEF.

DFAT is a long-time partner of DoE and has adopted a sector wide approach in a variety of different activities through long term advisers, scholarship programmes and infrastructure development. Gender Equity Policy in Education and the Gender Strategy was supported in 2002/3 through provision of a technical advisor under ECBP project. In all its programmes coordinated with DoE, DFAT ensures that gender dimensions are effectively considered. It is now planning to conduct a Gender Investment Analysis to measure impact of their support on gender equality promotion in PNG.

The biggest support programme provided by JICA is the teaching of Mathematics and Science to 12 provinces through the EQUI TV programme set up in Wardstrip Demonstration School. The gender

dimensions in terms of outreach or access to male or female students has not yet been considered. An analysis in this direction is planned. The European Union is involved in supporting TVET and Primary Education. It ensures equitable access in providing scholarships and in construction of dormitories for teachers. Other than these, they do not yet deal with gender issues directly.

Many ideas were shared on how stronger collaboration can be achieved with DoE. Cumulative recommendations by partner organizations on how DoE can strengthen its own gender mainstreaming approach and activities may be summed up as follows:

Recommendations from Partner Agencies

- Strengthen the technical capacity of Gender Equity Desk at DoE.
- Provide more awareness of DoE Gender Equity Policy to development Partners
- Pave way for 50% of Provincial Education Advisors and 50% of First Assistant Secretaries to be women across the country to ensure fair representation in managing provincial and national affairs
- Nominate/recruit and promote more women, at least 30% in governance and top management. Set up a system of mentors to coach and promote women to take up positions of administrative responsibilities and decision making
- Enforce policies and systems all the way to the District level
- Enforce collection of gender disaggregated data
- Create and enforce a “gender offense” reporting system against gender discrimination and sexual harassment at the work place
- Provide incentives to breastfeeding mothers, such as allowance for baby sisters and extra allowance for mothers with babies to encourage young women as school monitors
- Appoint staff who are well qualified and committed to make gender equity a reality. Allocate the required budget.
- Plan activities for the coming year with relevant details and information and circulate annual activity plan to partners
- Update directory of partners at the start of a new year for easy and effective communication. Circulate annual activity plan to partners and invite comments and suggestions.
- Give leadership of the program to someone who has a commitment to “make it happen!”
- Work closely with partner organizations who can support and point to ways of achieving the goals of the program.

2.8 Gender Capacity in DoE

As has been reiterated throughout the discussions on the extent and approaches used for gender integration in the 13 Divisions, there is a marked variation among the Divisions in gender capacity: in TED and PPRC, for example, a number of technical staff have received some orientation on gender issues and are familiar with the fundamentals of gender equality discourse. The majority of staff, on the other hand, have not been exposed to any awareness training on gender nor have they been oriented on the Gender Policy Document or Strategy. It seems that gender all along has been associated with HIV/AIDs. Hence, those related to HIV/AIDs, disaster risk management and UBE demonstrate a higher awareness and some knowledge and information on gender equality.

A self-assessment survey was administered to DoE programme staff on their own evaluation of gender capacity and knowledge in their respective sectors. From the 75 responses received, it was evident that the staff felt that the DoE Programme overall is able to contribute gender equality information and analysis to national policy development only moderately (16% fully; 43% to a limited extent and 41% not at all). In response to the question as to what extent their Divisions give priority to gender issues, they said: not at all 43%, to a limited extent 29% and fully 19%.

With regard to tasks such as conducting a gender analysis and incorporating a gender perspective into their work programmes, formulating gender indicators, guiding implementing partners, and monitoring differential impact on boys and girls, etc. they assessed their own capacity as invariably “limited” or “not at all” – varying between 32% to 50%. Their familiarity with corporate Gender Policy, and Strategic Guidelines also was reported to be for the most part “not at all” (60% - 68%) and “limited” (23% - 24%); only 7% have been oriented on the Gender Equity Policy while 14% mentioned that they understand the objectives of the Guidelines. With reference to training provided, 69% reported “not at all” and only 20% said “to a limited extent”. As for a clear understanding of basic gender terms such as gender equality, gender equity and gender parity, 64% of respondents marked “to a limited extent” and 25% marked “not at all”³⁹.

Training is considered a very important issue by all Divisions interviewed, because “if you want to influence and guide others, you need to have the knowledge yourself.” “People take the gender concepts for granted but each time you discuss them you internalize them more.” “Gender is often taken to mean women”. Distinctions between “gender equality” and “gender parity” are often blurred. “Gender equity” is mistakenly considered synonymous with “gender equality”. Such misconceptions must be demystified since access and equality in participation are key principles in the education sector plans.

Within the last few years, there has never been a single specific training organized in DoE for gender issues⁴⁰ since no separate budget is allocated for gender related training. Most importantly, the Gender Desk Officer has not had a single opportunity to upgrade her knowledge in gender issues since she was recruited in this position. GFPs in other Divisions had been given that opportunity, instead. In some Divisions there was also a strong thinking that for the gender policy to be implemented effectively, the Gender Desk should either be coordinated at a higher level with more visibility and mandate or instead of a Gender Desk, there should be GFPs in each Division and there should be a strong link among these GFPs from various departments. The TORs for GFPs should be clearly laid out, followed and assessed through the regular performance appraisal systems. As recognition is not given to gender tasks formally in the

³⁹ See Annex VI for pie charts on responses to self-assessment questionnaires

⁴⁰ One training was organized by UNICEF for DoE more recently

current context, many neglect their role as GFPs. The responsibilities of gender focal points should be clearly demarcated and should include:

- Support for the development of gender-sensitive programme strategies in each Division
- Development of tools and methodologies for gender mainstreaming
- Collection and dissemination of information on gender issues and on best practices
- Assistance in monitoring and evaluating progress in gender mainstreaming in programme and budgetary terms.
- Presentation of relevant gender issues in SMT and TMT and all other staff meetings
- At the field level, networking with the provincial educational advisors and school systems, implementing partners for their special focus on gender issues

A gender adviser, either on a full time or even part time basis, should be stationed with the DoE for at least two years to build up the capacity of the Gender Desk Officer and the GFPs. The TORs of that adviser should include tasks of providing support to the Gender Desk Officer and the GFPs in administering training to all DoE staff; and help engendering of all documents (planning, programming, etc.) and design a quality assurance mechanism that will ensure that gender is in-built with clear indicators right from the planning process so that not only are they gender sensitive but could be measured against during the implementation process. Also, any GPE engagement should also be specifically overseen for gender responsiveness by this advisor.

Thought must be given to how advocacy and sensitization on gender could use diverse techniques to reach out to colleagues. “Funds” may not always be necessary – there could be informal talk shows, power point presentations in one session in other workshops, monthly/ quarterly campaigns, regular newsletters, blogs, webinars, posters through other departmental funds, UNICEF and other donors; information on websites, etc. Every channel could be explored to make DoE colleagues and school community as well as the wider public convinced of the usefulness of pursuing gender issues through demonstration of good practice positive impact on sources of livelihood and overall quality of life. These could include either the development of new resources or the circulation of already existing resources, thus needing even less funds but just an avenue for dissemination, such as through the gender advisor. Already existing materials such as the School-Related Gender-Based Violence, Infographic⁴¹ that was developed for the Asia-Pacific Region, could be an exemplary poster to present at the DOE.

III: Consolidated Observations and Recommendations

3.1 Areas of Concern

Despite the progress made by DoE in moving towards achieving Universal Basic Education (UBE) based on the effective results shown in increased enrolments by TFFE subsidy programme, there are several key challenges: dropout rates and the retention of students, especially girls; a need for improvement of teachers’ qualifications and their attraction and retention within the teaching service; inadequate infrastructure; and need for aligning vocational schools to the skills and entrepreneurial needs of the community through training in agriculture, and technical trades to meet the demands of the labour

⁴¹Link to Infographic:

http://www.unescobkk.org/fileadmin/user_upload/hiv_aids/Images/tt_news_photos/2014/UN_SRGBV_INFOGRAPHIC_Eng.pdf

markets. These challenges signal the need for immediate increase in investment in the secondary, vocational and technical school systems to cater for the increasing student numbers and provide quality knowledge and skills education.

Stronger investment and prioritization also seem to be necessary in the domain of gender equality promotion. Often, priorities are not data driven but are allocated based on existing budgets. Gender issues sensitive budgeting is crucial for achieving the gender related goals as indicated in NEP. As the discussion in sections above clearly demonstrate, very few of the gender related measures suggested in NEP (2005-2014) have been implemented and achieved. Gender efforts have been fragmented and not consolidated under an umbrella strategy or implementation guidelines. Most importantly, there has been an extremely weak understanding and ownership of the Gender Equity in Education Policy document. With the exception of senior management, very few in middle management, technical fields and support staff have been oriented on this document. At the commitment level, though the senior management professes to abide by gender equality principle, none of the gender mainstreaming mechanisms and strategies have been operationalized. There are no accountability procedures set in motion; the Gender Equity Desk is viewed as non-proactive and technically weak and not involved in engendering any of the Technical Divisions in their work. The biggest surprise for the audit team was to learn that the Gender Desk had not been involved in the deliberations leading to the drafting of NEP (2015-2019).

There are no explicit gender related programme strategies since gender does not constitute an item for planning within the Annual Work Plan nor the Divisional Work Plans. Subsequently, no specific budget allocation has been made for the Gender Desk activities. They are instructed to rely on donor funding alone. This indirectly implies that gender activities fall outside the mainstream functions of the DoE. The 13 Divisions within DoE resort to gender priorities in an ad hoc manner. Some Divisions such as TED and PPRC are comparatively more proactive in gender issues while some others such as ICT and Finance are completely oblivious.

As is to be expected from non-compliance with the gender objectives of NEP (2005-2014), the gender capacity of the DoE professional staff is extremely weak. Only a few have received some orientation training on gender issues but as regards specific technical training on subjects such as qualitative research techniques on gender analysis; gender and statistics; promoting gender in technical and vocational training; designing gender sensitive and gender inclusive curriculum; gender advocacy etc., not a single staff member reported as receiving such a training. In fact, even the Desk Officer in the Gender Equity Desk has not had an opportunity to upgrade her knowledge on gender issues. It was clear that gender awareness and orientation training had been delivered for the major part to school teachers through pre-service and in-service training but the policy makers, planners, programmers and designers at the Head Office had been somehow overlooked.

In the context of professional development opportunities for both male and female in DoE, there are no special promotional measures for females nor career pathways created for women to walk through. Qualification and competency are the only criteria to be used. For establishing gender balance among staff in various Divisions gender dimensions have never been considered. The only positive development cited has been the promotion of a number of women into key decision making positions in several Divisions.

Since the Gender Strategic Plan for implementation has not been operationalized, there is no mechanism for monitoring and assessing the extent to which gender mainstreaming goals have been achieved within the DoE. The impact on men and women at the work place of the Gender Policy in operation has not been assessed.

These consolidated observations are drawn as basis for recommendations below that need to be set in motion systematically during the implementation of NEP (2015-2019), so that gender related measures move from being “implied” into being “applied” within DoE.

3.2 Recommendations

3.2.1 Review Gender Equity in Education Policy

The Gender Policy Document has to be reviewed and updated in the current context with one important addition: **accountability mechanisms**. Accountability structures and measures for gender mainstreaming need to be introduced and strengthened through institutional mechanisms and management culture. As entry points to establishing an accountability structure,

- Consider DPM’s directive to position the Gender Equity Desk directly under the Secretary to strengthen its mandate and accord it more visibility
- Prepare a catalogue of accountability measures, including performance indicators, to monitor and evaluate progress in gender mainstreaming on both the programmatic and resource side
- Establish a baseline for gender mainstreaming performance by identifying a number of core indicators to be used in all departments and entities
- Strengthen the network of GFPs, with detailed TORs and professional appraisal systems
- Establish a reporting system to provide regular information and updates
- Institute gender indicators within individual performance appraisal systems for all staff

Once reviewed, the GEP document should be launched and widely disseminated through all the DoE Divisions, the NCD and provincial school systems and all relevant educational institutions.

3.2.2 Set up Gender Strategic Implementation Plan for DoE

Following closely upon the implementation priorities set up in NEP (2015-2019), formulate a Gender Strategic Implementation Plan for DoE to complement the modified Gender Policy Document. It may be strategic to actually build on the previous Gender Equity Strategic Plan (2009-2014) but reconceptualise it to addresses some additional relevant sectors such as HIV, Health and Nutrition, DRR etc., so that the document can “speak to” relevant actors. Buy-in will increase if there are concrete guidelines on HOW to mainstream gender in these sections and sectors. The implementation plan should be accompanied by a viable budget and empowerment strands for provincial administrators and officers

- Review and update gender baseline data, highlighting the progress made
- Set up Divisional strategies on gender and respective responsibilities with prioritized outcomes, indicators and targets
- Establish monitoring indicators for each Division separately to evaluate their gender work
- Set up detailed guidelines on challenges to be encountered and addressed

3.2.3 “Gender Equality” should be incorporated as a Guiding Value/Principle

An integrated gender focus can lead to greater effectiveness and success in all DoE programmes. Values set up in NEP (2015-2019) as fundamental principles important and meaningful to DoE’s workplace and society are: integral development of a child, quality education, accountability and transparency, respect and serving selflessly with pride and commitment.

To accord more visibility and support to gendered programmes,

- Incorporate “Gender Equality” as a fundamental value guiding all DoE’s work

3.2.4 Set up gender mainstreaming mechanisms within DoE as an institution

Gender equity must be viewed as a core part of DoE, integral to their work, to be considered and included in all planning and implementation. Hence a systematic approach must be put in place with appropriate mechanisms to facilitate gender mainstreaming at the institutional level.

- Incorporate gender issues into DoE Annual Work Plan and in Divisional Work Plans
- Make budget provisions for Gender Desk Activities within DoE’s recurrent budget
- Set up a gender-sensitive Communication Strategy
- Incorporate gender sensitivity into Performance Appraisal Systems
- Institute Affirmative Action for M/F to reduce staff imbalances and set up career plan systems for all staff to open up opportunities for advancement
- Formulate “zero tolerance” Sexual Harassment Policy for DoE and initiate implementation to address cultural barriers and encourage “openness”

3.2.5 Strengthen Capacity Building on Gender within DoE

Much more emphasis needs to be placed on gender analysis as a part of all tools and guidelines for programmes and activities. Organize periodic and systematic capacity and expertise development programmes for the programme staff and among implementing partners and stakeholders for gender integration into all dimensions:

- in programmes/project design, activities, and implementation through use of gender analysis and survey tools that are gender responsive;
- in planning and research;
- in budgeting;
- in communication and advocacy; and
- in monitoring and evaluation
- Prepare contextualized and intervention specific capacity building initiatives, based on needs assessment:
 - Awareness raising and sensitization through Informal Advocacy. Distribute pamphlets and strategies oriented advocacy materials that catch their interest and constantly engage them.
 - Build capacity on technical areas related gender issues, such as “gender inclusive curriculum”; “gender sensitive vocational training”, “gender advocacy”, “gender and statistics”. Children with Disabilities (CWD) is also an important area to address since its inclusion is broader than disabilities.
 - Enhance in-depth gender analysis techniques, designing of gender responsive indicators, and other tools, specifically addressing policy and programming needs;
 - Prepare Guidelines, Tools and Contextualized Manuals on Gender and Specific Area of Intervention.
- Define and monitor role and functions of Gender Desk Officer in more specific terms
- Formulate TORs for GFPs in every Division and enhance their capacity

- Strengthen Gender Desk through intensive capacity building of Gender Officer to enable her to carry out in-house gender sensitization. Consider TA assistance to Gender Desk Officer through an international Gender Advisor.
- Set up Gender Champions at high levels.
- Given the superior performance of church-run schools, enhance the gender capacity of existing partners such as church education service providers.

3.2.6 Strengthen gender inclusion and gender sensitivity in all curriculum

In the teaching materials that are being designed under the new Standards Based Curriculum (SBC):

- Ensure subject experts in each curriculum/teaching-learning materials working group are properly trained in gender sensitivity.
- Ensure gender issues (such as gender-biased subject choices and division of labour) are taken into consideration when planning workshops for curriculum and teaching/learning materials development.
- Ensure the contents and outline of the curriculum and teaching/learning materials address the needs of both boys and girls. Those developing the curriculum should have at least a general understanding of SRGBV issues, to make sure these are addressed.
- Involve gender experts to review the text, language and pictures for possible gender biases.

3.2.7 Strengthen Gender Inclusiveness Qualitatively in Programming

- Adopt an analytical approach to identify pockets of disparities behind quantitative effectiveness of TFFE, FODE and AGE through in-depth studies and qualitative analysis.
- Conduct research and analysis into barriers to girls' retention in school – identify reasons for girls dropping out at transit points between elementary to primary and grade 10 to 11. Design strategies to address that.
- SRGBV Curriculum is very important to integrate in Teacher Training
- Provide support in gender activities in those provinces where gender gaps are highest
- Increase awareness of School-related gender-based violence (SRGBV) as a barrier to education.
- Carry out regular and systematic gender analysis under every major programme area
- Ensure that gender related quality assurance mechanisms are well applied to all planning and programme documents
- Ensure that the TORs of the consultants include detailed instructions for gender analysis

3.2.8 Engender Monitoring and Evaluation Systems

- Introduce gender indicators in quality assurance mechanisms for comparative assessments of girls' and boys' performance and establish better coordination with S&G, on TFFE
- Strengthen EMIS data generation beyond sex, age and qualification
- Integrate specific gender objectives in all programme outcomes and design more specific gender outputs and activities related to these gender objectives;
- In addition to quantitative indicators, formulate qualitative gender sensitive indicators that can measure the desired change and progress in terms of quality, behavioural shifts and changes in attitudes as well as assess perception of improvement in the targeted impact.

3.2.9 Set up School- to -Work transition programmes

A contextualized technical and vocational training system for the age group of 16-18 years drop outs could constitute a deliberate affirmative initiative to re-integrate them into formal institutes offering specific areas in vocational training. Some concrete steps could be outlined as entry points:

- Conduct out of school classes on a non-formal basis (FODE), assisting **school to work transition**, encouraging employment
- Deliberate affirmative initiative to incorporate drop outs into formal Institutes offering specific area vocational training
- Carry out a research /baseline survey on current situation on Technical and Vocational Training Systems or initiatives in the country, accompanied by a qualitative FGD based analysis of needs and aspirations of girl children school drop outs
- Carry out small feasibility studies on market-responsive skills in demand in the local context and plan training curriculum accordingly
- Carry out promotional measures to attract students to non-traditional skill areas
- Plan promotional campaigns to attract school drop out to skills in demand in the local market
- Ensure flexible selection of skills, allowing students to try out different skill areas
- Ensure flexible school hours to accommodate those who have dropped out due to pregnancy
- Arrange apprenticeships with small trades, wherever available, for students who complete their training in skill areas such as hair dressing, carpentry, etc.
- Provide specific training to teachers on how to ensure re-entry and retention of school drop outs in vocational schools

3.2.10 Gender-specific targeted intervention on Gender Based Violence⁴²

The high prevalence of gender based violence in PNG schools is posing a serious challenge for teachers and needs to be handled systemically.

- Identify magnitude and types of all forms of violence among adolescent boys and girls
- Conduct an analytical Study on Social Determinants to explore into underlying causes of SRGBV
- Conduct advocacy campaigns to raise awareness of School-related gender-based violence (SRGBV) as a barrier to education
- Determine effective intervention strategies and put into action at primary and secondary school levels
- Provide training on gender based violence, particularly in those regions where conflict and violence are highest, e.g. in the Highlands Region

⁴² Partners under the United Nations Girls' Education Initiative (UNGEI) umbrella have developed a SRGBV Curriculum Resource Tool, including extensive guidelines for teachers. UNICEF will be piloting the tool in 2-3 countries in East Asia Pacific this year and sharing the finalized tool next year. PNG would be a very good country to pilot the tool.

3.3 Establishing an integrated gender focus

Conclusion

DoE's efforts in achieving some outstanding results are very much evident: an extraordinary increase in enrolments of girls from 30 to 46 per cent, in primary schools by 144 per cent; a transformation in the gender composition of PNG's educational workforce, the number of primary schools head teachers rising more than double from 13 per cent to 27 per cent; establishment of a mature and sustainable local governance structure; and much improved child-friendly school infrastructure. A large part of this expansion and improvement can be attributed to the abolition of tuition fees in 2012 and school infrastructure development under TFFE programme.

Now, in order to maintain the sustainability of these efforts and to move ahead, there are a number of serious challenges which are gender related: school drop outs and high absenteeism which has over the years increased, partially offsetting the enrolment gains; the majority of long-term absentees are known to be girls. Gender based violence is a shocking reality for school girls and women. PNG education champions still need to contend with cultural factors, local traditions and customs which have yet failed to accept girls' education as of high value contributing to enhanced quality of life.

Given these facts, DoE must necessarily develop an integrated gender focus in their approach and programmes. The Gender Policy already exists, it is the implementation that needs to be strengthened. NEP (2015-2019) must, first of all, be sufficiently engendered, anchored by "gender equality" as one of its guiding values. The DoE Senior Management needs to provide ownership and leadership on gender promotion, encourage development of appropriate administrative and institutional mechanisms for gender mainstreaming and sanction required funding.

In order to enhance the quality of gender responsiveness in programmes further, an in-house gender knowledge and capacity for gender analysis is an absolute need. The programme staff has assessed their capacity in engaging in either gender analysis or supervising and monitoring gender related tasks as "limited". There is staff interest in learning 'how to analyze' from a gender perspective. Hence, gender training should, wherever possible, be provided within existing staff training opportunities to facilitate continuous gender reflection on programming areas such as SRGBV , enhance expertise on gender analytical approaches and designing of gender sensitive curriculum and monitoring systems and also support the practical implementation of gender activities. Specific allocation of funds for gender activities is critical to be accommodated within the substantially increased government funding for education in the coming years. With all these in place and with proactive commitment and ownership from senior leadership, PNG's progress in education overall is a definite possibility within the next decade.

ANNEXES

Annex I: Documents Reviewed

DoE Policies

PNG Medium Term Development Plan (2011-2015), 2010
 DoE Corporate Plan (2014-2016)
 National Education Plan (2005-2014)
 National Education Plan (2015-2019) Draft
 Gender Equity in Education Policy, Guidelines for Implementation, 2002, reprinted in 2009
 Equal Employment Opportunity, Anti-Discrimination and Harassment Policy, October 2009
 Behaviour Management Policy for the National Education System of Papua New Guinea, 2009
 National Special Education: 5 Year Plan (2004-2008); Directions and Emphases (2004-2013); and Revised Policy and Guidelines for Special Education, February 2003
 The Disciplinary Policy and Procedures for Members of the Teaching Service, TSC, September 2009
 Universal Basic Education Plan, a Guide to Implementation (2010-2019)
 Education in Emergencies and Disaster Risk Management Policy, 2012
 HIV & AIDs Policy, 2012-2016
 A Road Map to the Future: Education Sector Strategic Plan (2011-2030), 2012
 Papua New Guinea Vision 2050

Plans, Strategies, Guides and Manuals

Gender Equity Strategic Plan 2009-2014, National Department of Education, Papua New Guinea, November 2009
 HR Operations Manual
 TVET Strategic Management Plan 2011-2020
 Teachers Guide, Unit: Child Friendly School, 2009
 Fee Free Tuition Policy Management Manual, August 2012
 National Curriculum Statement, PNG, 2002
 Junior Primary Syllabus, 2015, Art, Standard Based
 A National Communication Strategy to support Universal Basic Education in PNG, 2013
 Gender for Elementary, Community and Primary Schools, 2009
 Population Education Curriculum Framework, 2004

Reports and Reviews

Technical/Business Colleges and National Polytechnic Institute, Enrolment Statistics as at 30 June 2014 and 2013
 Graduates, TVET O&M
 DoE Annual Reports, 2010, 2011, 2012, 2013
 Papua New Guinea EFA 2015 Review, Final Draft, October 2014
 Teaching Service Commission Annual Reports, 2010, 2011 and 2012
 2013 School-based Whole School Quality Assessment and Financial Management Assessment Report
 Tuition Fee Free (TFF) Rapid Audit Form
 Statistical Bulletins, 2010, 2011, 2012, 2013
 Establishment Register: Positional Occupancy, 4th Quarter 2014

Other Documents

Gender Equity and Social Inclusion, DPM, 2013
 Papua New Guinea Country Gender Assessment, World Bank, JICA, et.al, 2011-2012
 A Lost Decade, Service Delivery and Reforms in Papua New Guinea 2002-2012, NRI, AUS/AID, 2013
 Papua New Guinea EFA 2015 Review, Final Draft, October 2014

Annex II: List of Officials Interviewed

Name	Position	Division/Organization
Dr. Michael F. Tapo	Secretary	Executive
Mr. Joseph Dirokoro	Board Member	NEB
Mr. Godfrey Verua	Deputy Secretary	TVET/UNESCO
Mr. Varina Dadana	AS	HROD
Ms. Asha Awaita	Manager, OD	HROD
Mr. Eddie Sarufa	Manager, HIV/AIDS and Gender	HROD
Ms. Claribel Waide	Gender Desk Officer	HROD
Ms. Kila, G	Staff Welfare Officer	HROD
Ms. Roslyn Elias	Assistant Staff Dev. & Career Planning Officer	HROD
Ms. Dominica Phillip	AS	TED
Mr. Nopa Palici	Manager	TED
Ms. Jennifer Tamarua	Special Needs	TED
Ms. Loanna Mawe	Principal Teacher Dev. Officer	TED
Ms. Sabati Mero	Manager Planning	PPRC
Mr. James Agigo	Manager Research and Evaluation	PPRC
Ms. Jenny Jean Wok	UNICEF Coordinator	PPRC
Mr. Paul Lupupa	Aid/Coordination Officer	PPRC
Ms. Susan Ioro	Manager, Communication	PPRC
Mr. Brian Monie	Manager	PPRC
Mr. Maxton Essy	a/AS	PPRC
Mr. Joseph Logha	AS	PPRC
Ms. Priscilla Rasaliei	Manager, Statistics	PPRC
Mr. Wini Leka	FAS/TVET	TVET
Ms. Monica Malung	AS	TVET
Ms. Lino Bakara	Sr. Projects Officer	TVET
Ms. Lepapa Kopi	AS	GES
Mr. Mark Maninga	TFF Manager	GES
Ms. Etwin Apai	FAS	Corporate Services
Mr. Linz Waimba	Manager/Trust Accounts	F&A
Ms. Anne Marie Kona	AS	S&G
Mr. Paul Ainui	Senior Standards Officer	S&G
Ms. Elizabeth Kosi	Senior Standards Officer	S&G
Ms. Elsie Tauuue	Guidance Officer	S&G
Mr. L. M. Lacka	Guidance Officer	S&G
Ms. Adeyato Bani Hahambu	Curriculum & Ass. Officer	CDAD
Mr. Thomas Padarua	AS	ICT
Mr. Stewart Sikara	Assistant Secretary	Procurement
Mr. Jacob Havelawa	Director-General	NLAS
Ms. Karina Bundu	National Librarian	NLAS
Ms. Vicki Puipui	National Archivist	NLAS
Ms. Mary Kairu Warus	Library Advisor	NLAS
Mr. Chris Meti	Technical Officer	NLAS
Mr. Harley Kila	Senior Industrial Officer	TSC
Ms. Neilo Dobunaba	Executive Officer	TSC

Focus Group Discussions (FGDs)

Human Resource and Organizational Development (HROD)

1. Kila G. (F)	Welfare Officer	Staff Support Services (SSS)
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2. Veari Veali (M)	Payroll Officer	Payroll & Related Services (PARS)
3. Terence Lala (M)	Payroll Officer	PARS
4. Rex Yako (M)	Payroll Officer	PARS
5. Ruth Kendi (F)	Payroll Officer	PARS
6. Eddie Sarufa (M)	Manager	HIV/Gender
7. Claribel Waide (F)	Gender Desk Officer	HIV/Gender
8. Judy K. Yako (F)	Contracts Officer	Admin and Contracts
9. Tony James (M)	Org. & Cult Performance	Organization Development
10. Sawa Leia (F)	Recruitment Officer	Staff Support Services (SSS)

Technical, Vocational Education and Training (TVET)

1. Stellina Sergius (F)	S/Inspector – Business	Inspections
2. Lambert Barlis (M)	S/Coordinator – Business	Curriculum
3. Wendy Lua (F)	Administrative Officer	Curriculum
4. Florah Douveri (F)	Executive Assistant	Inspections
5. Beatrice Aumora (F)	Curriculum Officer	Curriculum
6. Rossa Apelis (F)	a/AS	CID
7. Damon Tiromky (M)	a/Super Curriculum	Curriculum
8. Elizabeth Kuri (F)	Public Liaison Coordinator	Tech. Oper/Management
9. Areni Kana (F)	Superintendent Operations	CID

Policy Planning Research and Communication Division (PPRC)

1. Tracy Wilson (F)	Policy Officer	Policy
2. Bessie Jimmy (F)	Data Entry	Statistics
3. Shirley Douglas (F)	Data Entry	Statistics
4. Lynette Seulaki (F)	Executive Assistant	Policy
5. Sanita Waiut (F)	Public Relations	Media & Communication
6. Sabati Mero (F)	Manager	Planning
7. John Kanjip (M)	M&E Officer	Monitoring & Evaluation
8. Paul Laupu (M)	Aid Coordination Officer	Aid Coordination
9. Avea Avaroa (F)	Communications Officer	Media & Communications
10. Robert Palis (M)	Aid Coordination Officer	Aid Coordination

Information Communication and Technology (ICT)

1. Thomas Padarua (M)	AS	ICT
2. Kamal (M)	Advisor	ICT
3. Joachim Polabgou (M)	Technical officer, Desktop	ICT
4. Kamal Ketaki (M)	Technical Officer, Desktop (NGI)	ICT
5. Sarah Alvin (F)	Admin. Officer	ICT
6. Stephanie Raepa (F)	Technical Officer	ICT
7. Cecilie Watmelik (F)	Manager System Services	ICT

Curriculum Development and Assessment Division

1. Mr. Melchior Wohi	a/SCAO, Primary Sector	CDAD
2. Mr. Kenny Moses	CSMT Officer, Primary Sector	CDAD
3. Ms. Salomie Irima	MCO, NEMC	CDAD
4. Ms. Antonia Manahave	MCO, NEMC	CDAD
5. Mr. Elijah Waide	Executive Officer, Operations	CDAD
6. Ms. Mohoto P. Malt	Ass & MOD Officer	CDAD
7. Ms. Emos Poriei	a/Sr AMO – Maths/Science	CDAD
8. Mr. Mia Aisi	MCO, NEMC	CDAD
9. Ms. Adeyato Bani Hahambu	CAO- ARTS/GENDER, Primary	CDAD

National Library and Archives

1. Wiko Bona (F)	Acquisition/Catalog/Librarian, National Library
2. Likoma Viniu (F)	a/Asst. Bibliographical Librarian
3. Herman Tilam (M)	Asst. Acquisition/Cataloguer/Librarian
4. Chris Meti (M)	Technical Services Librarian
5. Bill Haro (M)	Bibliographical Services Librarian
6. Paul Waiakali (M)	Asst. Library Advisor
7. Mary Obara (F)	a/PNG Collection Librarian
8. Geoffrey Bundu (M)	Reader Services Librarian
9. Paula Metakao (F)	a/Asst. Library Advisor
10. Michael Alep (M)	Asst. Library Advisor - Schools
11. Robert Yalip (M)	Library Advisor - Schools
12. Wendy Ikupu (F)	Unattached Library Officer
13. Jonathan Hevelawa (M)	a/Archives Officer, National Archives
14. Melish Yaeng (F)	Acting Executive Assistant
15. Nenda Saulai (F)	Archivist

Consultation with Partners

1. Delilah Konaka (F)	Programme Officer	DFAT
2. Penny Roberts (F)	Second Secretary	DFAT
3. David Letichevjky (M)	Education Specialist	DFAT
4. Anne-Marie Malising (F)	Finance Admin. Officer	National Catholic Education Commission
5. Margaret George (F)	Programme Officer	JICA
6. Brian Nakrakundi (M)	Programme Manager, HR &CSO	EU
7. Josiah Peter (M)	Education Basic Officer	UNESCO
8. Wesh Siku (M)	GBV Project Officer	Child Fund, PNG
9. Ruby Q. Noble (F)	Chief, Education	UNICEF

Annex III: Consultation Workshop for Partners

17 November 2014, Department of Education	
8:00 – 8:30	Registration
8:30 – 09:30	Self- Introduction Objectives of Consultation Workshop
9:30 – 10:30	Discussion on Key Programme Areas of Cooperation
10:30 -11:00	Coffee Break
11.00 – 12:30	Incorporating Gender Dimensions: Challenges and Way Ahead
12:30 – 1:30	Lunch

Annex IV: Guidelines/Questions for Interviews/Consultations

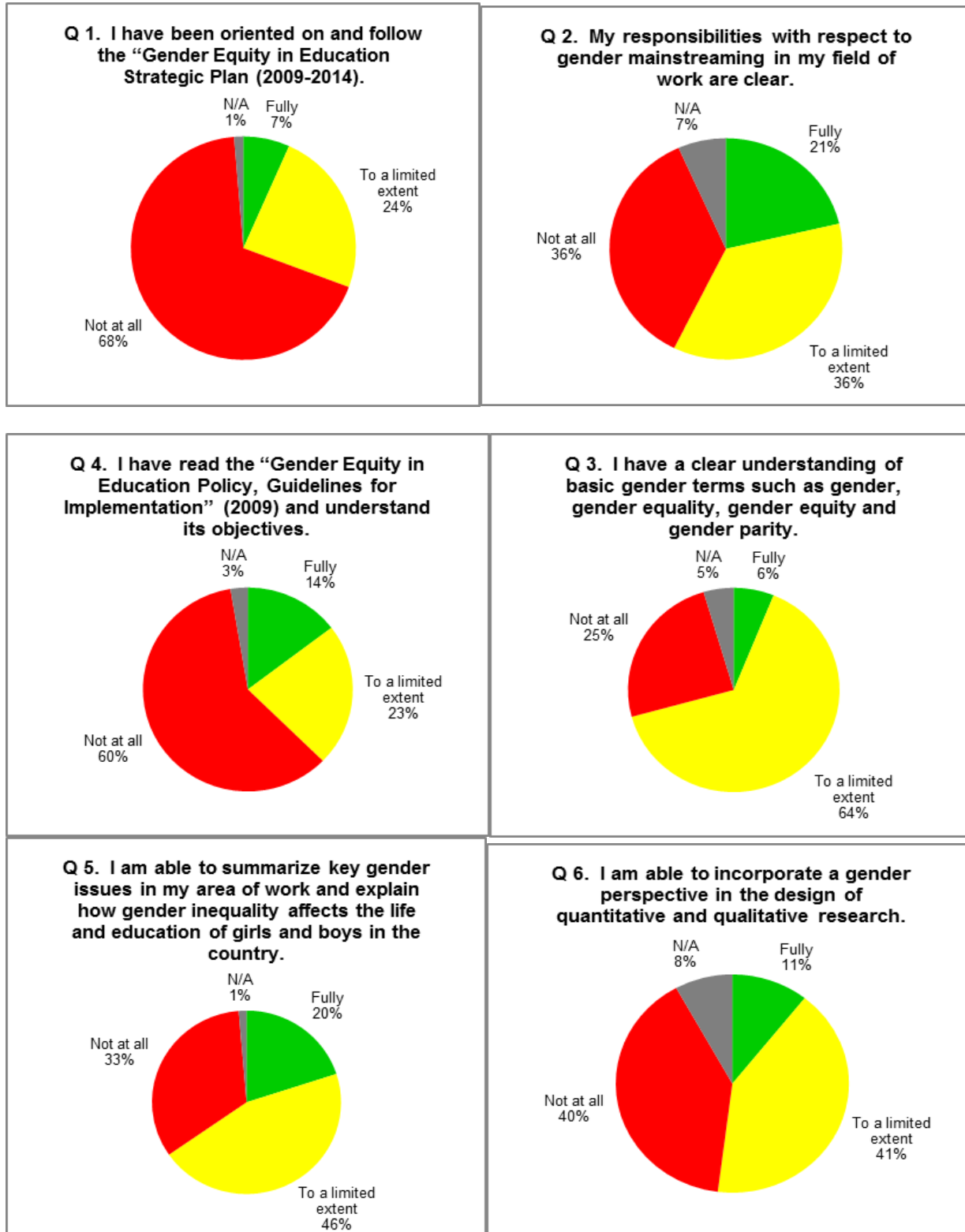
Interview Question Guidelines for Programme Areas (Use probes as needed)

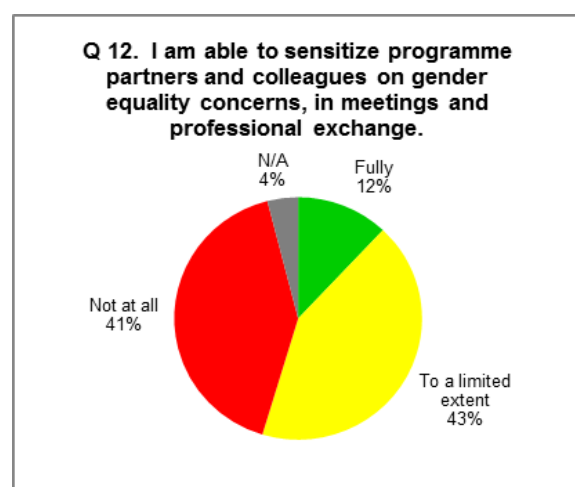
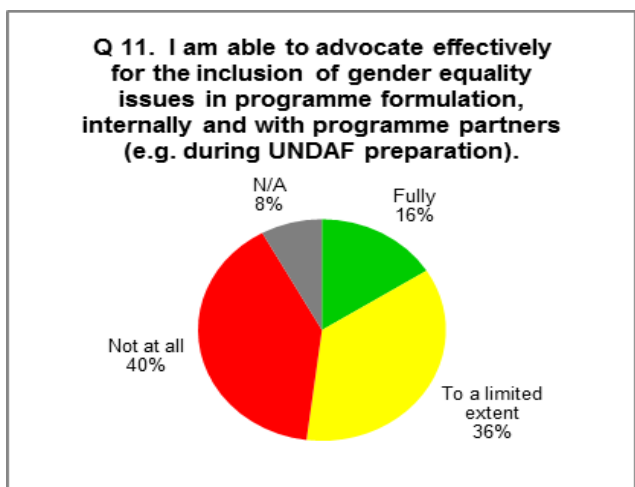
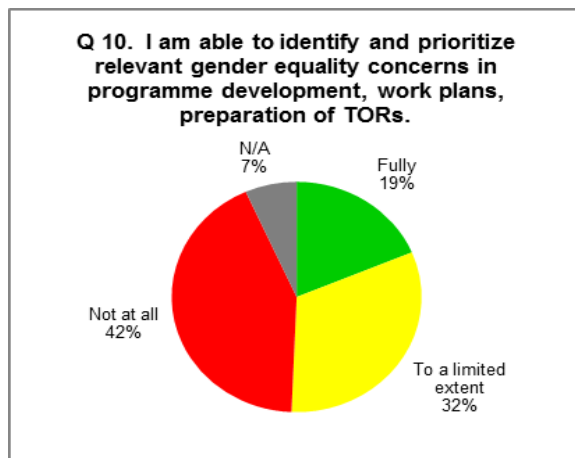
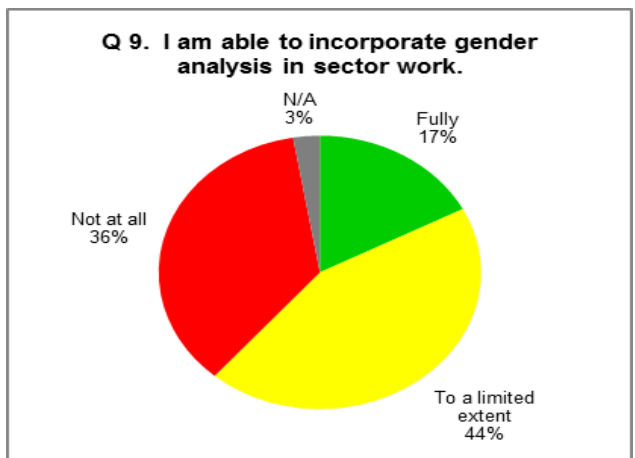
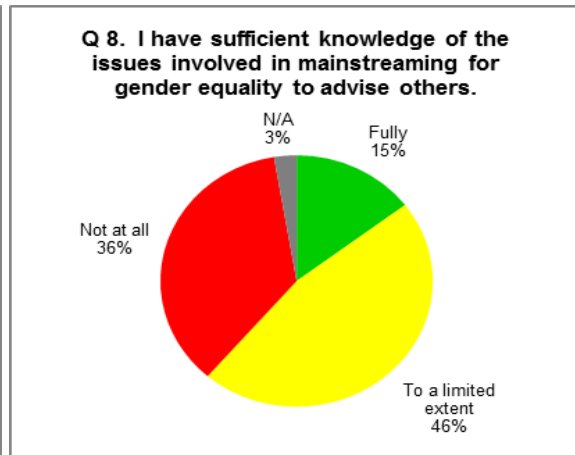
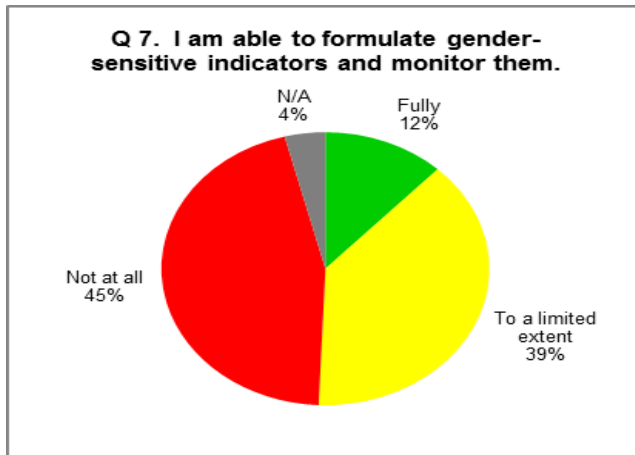
1. What are some key gender related issues that you have addressed effectively in your specific sector? Why and how do you consider these interventions effective? If not, why not?
2. What are some of the major challenges you face in implementing gender equality in your work?
3. How are you guided in your gender equality work? Programme content, UNICEF Gender Policy, Gender Action Plan, or any clearly formulated gender strategy?
4. Do you have clearly-identified in-country quality assurance mechanisms for gender mainstreaming in your programmes of cooperation?
5. Do you feel you have sufficient regional data, research analysis on gender issues and gaps to support your work?
6. Do you carry out gender analysis as part of your programme designing process?
7. Are programmes in your sector designed with gender considerations from the very initial stage or are gender issues identified along the way and added?
8. For monitoring and evaluation, do you use gender responsive indicators: both quantitative and qualitative? Do they form part of a systematic monitoring mechanism?
9. Targeted Interventions:
Probe into each of the following targeted interventions: (using questions above)
(a) Promoting gender-responsive adolescent health;
(b) Advancing girls' secondary education;
(c) Ending child marriage;
(d) Addressing gender-based violence
10. If you had to choose, which of these targeted interventions would you consider of highest priority for Zimbabwe?

Questions for Consultation with Partners

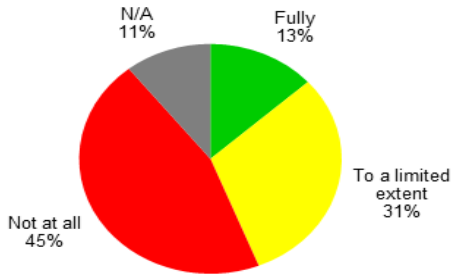
- a. Which are the key programme areas in which you have partnerships with UNICEF ZCO?
- b. How do you coordinate with UNICEF ZCO? What are some of your coordination mechanisms?
- c. Are these coordination mechanisms effective?
- d. What could be ways (methods and mechanisms) for integrating gender in those areas?
- e. Do you consider your organization a gender-sensitive organization? Why and how?
- f. Does UNICEF ZCO contribute to strengthening your capacity on gender mainstreaming?
- g. Do you regard UNICEF ZCO as a gender sensitive and gender responsive organization? Why?
- h. In what ways would you like UNICEF ZCO to assist you further?
- i. In your opinion, how can UNICEF ZCO strengthen its own mainstreaming approach and activities?
- j. In what ways can you strengthen your own gender mainstreaming capacity? What kind of external assistance do you need?

Annex V: On-line Self- Assessment Questionnaire Responses

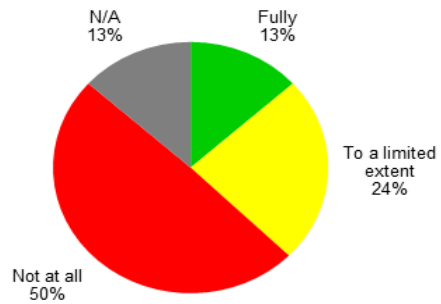




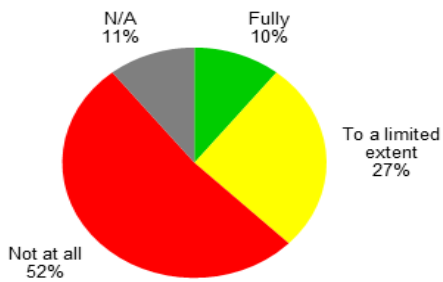
Q 13. Gender issues and their impact on education of girls and boys in my programme area are explicitly discussed with partner organizations.



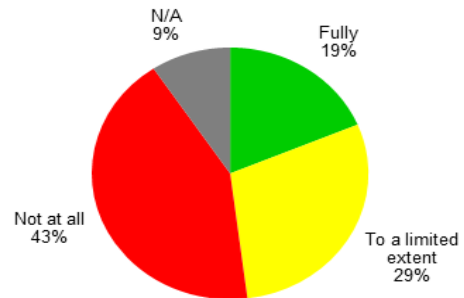
Q 14. Programme activities in my programme area are monitored for the differential impact on boys and girls.



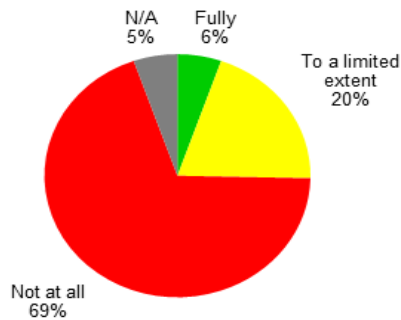
Q 15. Reliable sex disaggregated data is generated and gender situation analysis conducted in my programme area.



Q 16. Our work units give high priority to ensuring gender mainstreaming in all its programmes and activities.



Q 17. Our programme staff members are provided gender training to upgrade their skills and knowledge from time to time.



Q 18. The Education Programme is able to contribute gender equality information and analysis to national policy development

