

Electoral Support Program

Phase 3

Gender, HIV and AIDS and
Diversity: Strategies for Mainstreaming
April 2011



Australian Government
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Annex 1 – Key Legislation, Conventions and Policies

Abbreviations and Acronyms

AEC	Australian Electoral Commission
AusAID	Australian Agency for International Development
CSO	Civil Society Organisations
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
ESP	Electoral Support Program Phase 3
ESP2	Electoral Support Program Phase 2
GoA	Government of Australia
GoPNG	Government of Papua New Guinea
IDEC	Interdepartmental Electoral Committee
M&E	Monitoring and Evaluation
MEF	Monitoring and Evaluation Framework
NACS	National AIDS Council Secretariat
NCD	National Capital District
NGO	Non-government Organisations
PLWHA	People Living with HIV and AIDS
PMO	Program Management Organisation
PNGEC	Papua New Guinea Electoral Commission
PWD	People with a Disability
UNDP	United Nations Development Program
UNIFEM	United Nations Development Fund for Women

1. Introduction

ESP understands mainstreaming as the process of engaging in a structured way with an issue (gender inequalities, HIV and AIDS and disability) as an organisation, in programs and policy, in order to address the issue and prevent any negative effects. ESP also understands mainstreaming as a way of achieving a specific result – in this case – supporting PNGEC to conduct free and fair elections in PNG.

Mainstreaming these important issues is not optional. We do not just want to ‘add on’ to our work. Mainstreaming, as we understand, is both a technical and a political / social process, which requires shifts in organisational culture and our ways of thinking and doing things. Personal commitment is central to mainstreaming and having an empowering and enabling organisational culture to challenge and address issues of discrimination and exclusion is an imperative.

This strategy document will enable all our staff and partners to have a common understanding of mainstreaming gender, HIV and AIDS and disability in all our core business. This document is a tactical map of key strategies and the results envisaged, that will provide the basis for successful mainstreaming. This document is not a stand-alone initiative, but represents an additional ‘layer’ of programming across all the components of ESP, in order to systematise, enhance and maximise mainstreaming efforts.

We would like to acknowledge the contributions of PNGEC staff, especially John Kalamoroh, (Deputy Commissioner), Margaret Vagi (Director, Information and Community Awareness), Cecily Sevaru (Manager, Human Resources); Margaret Munjin (Manager, Marketing and Alliances), National AIDS Council Secretariat (NACS), and the ESP team, especially, John Watmelik (Monitoring, Research and Learning Coordinator), Susan Grey (Awareness Adviser), Ched Flego (Election Operations Adviser), Phil Whelan (Risk Assessment and Management Specialist), and Navanita Bhattacharya (Gender and HIV and AIDS Adviser), who took the lead in facilitating discussions and developing this Strategy.

2. Adding Value through Mainstreaming

2.1. Why It Makes Development Sense to Invest in Mainstreaming Gender, HIV and AIDS and Disability

Despite the existence of some matrilineal cultural practices, PNG can be described largely as a patriarchal society, in which women continue to face severe inequalities in most spheres of life: social, cultural, economic, and political. PNG ranks 124 out of the 136 countries in the UN Development Program (UNDP) gender-related development index and 145 out of 177 countries listed in the UNDP’s Human Development Index. This ranking is a reflection of the status of women in this country. Although gender equality is enshrined in the Constitutions of most Pacific Island Nations, including PNG, evidently its application is very poor. Successive governments have done very little to create an enabling environment for women to enjoy their basic human rights.

It is true that there are several women achievers who have broken the glass ceiling – in diplomacy, entrepreneurship, academia, and law, to name just a few sectors. However, the majority of women in PNG largely remain disadvantaged in numerous ways. Women's political participation continues to remain dismal. PNG is 119 in an international ranking of 121 countries on women's political participation. Only four women have ever been elected to PNG's national Parliament in the 34 years since Independence. The picture is similar at provincial, district and community levels.

PNG's maternal mortality rate is more than double that of any other Pacific Island country. Educational enrolment rates for girls relative to boys are among the lowest in the Pacific, which leads to disadvantage in the formal economy.

Economically women are much more deprived than men in PNG. A lack of land rights and little independent access to cash income confine women, making them more dependent on men for economic survival. This reinforces the male power and control based on the still-prevalent practices of bride-price and polygamy, thus trapping most women in a vicious cycle of dependency that is often characterised by violence. Increasingly, women's economic survival is dependent on exchanging sex for money, goods or favours, either through informal transactional sex or regular sex work.

This is alarming within the context of HIV and AIDS. In 2002, PNG became the fourth country in the Asia-Pacific region to reach the level of a generalised epidemic, and since 2005, more infections have been recorded among women and girls than among men. A total of 3,711 newly diagnosed HIV infections were reported in 2009 bringing the total cumulative HIV infections to 27,401 by the end of December 2009. More women than men have been reported with HIV infection, particularly since 2008, which could be due to the greater number of women being tested (71% in 2008 and 68% in 2009) than men (29% in 2008 and 32% in 2009). The median ages were 26 in females and 32 years for males, showing that women and female youths are detected at younger ages than men. Where mode of transmission is known, 91.1% were acquired through unprotected (not using condoms) heterosexual sex and 2.6% through unprotected homosexual sex.¹ 90% of all reported HIV cases in 2009 were from seven provinces, including all Highlands provinces, Simbu, NCD and Morobe. The current trend in the HIV and AIDS epidemic shows a late but strong increase in rural areas threatening the livelihood of the majority of Papua New Guineans coupled with poor basic socio-economic and development services.

The high level of domestic and sexual violence in PNG contributes to the rapid spread of the epidemic. Research has established that two out of three women experience domestic violence as a national average and that 50% of women have experienced forced sex. Gang

What Mainstreaming is NOT: It may help in understanding what gender, HIV and AIDS and diversity mainstreaming **is**, by thinking about what it is **not**.

- › It is NOT simply adding a 'woman's component' or even a 'gender equality component' or a 'disability and HIV and AIDS component' into an existing activity.
- › It is NOT trying to take over specialist disability or health-related functions.
- › It is NOT changing core functions and responsibilities (instead it is viewing them from a different perspective and refocusing them).
- › It is NOT business as usual – some things **must change**

¹ National HIV and AIDS Surveillance, National AIDS Council Secretariat, 2009

rape, payback rape, rape in connection with tribal fighting, and the torture and murder of women suspected of sorcery are distinctive features of violence against women in PNG. Anecdotal evidence points to increased violence against women and girls during election time in PNG, an issue recognised in the National HIV and AIDS Strategy (2010 – 2015).

Amongst this marginalisation and deprivation, status of especially vulnerable groups, like people with a disability (PWD) and people living with HIV and AIDS (PLWHA) become compounded. In 2002, the UN Economic and Social Commission for Asia and the Pacific (ESCAP) Special Body on Pacific Island Developing Countries noted that people with disabilities in Pacific Island countries, as in other member States of the ESCAP region, were among the poorest and most marginalised members of their communities. Recent World Bank estimates suggest that around 20% of the world's poorest persons are PWDs². Disability limits access to education and employment and other basic social services and leads to economic and social exclusion, while disabled people and their families face prejudice, discrimination and rejection. Unfortunately, there is very little data available on PWDs in PNG, which reflects how marginalised and excluded they are from development processes.

It has long been acknowledged that gender and HIV and AIDS mainstreaming is imperative to achieve development outcomes. Most development actors have 'done' gender and HIV and AIDS mainstreaming at some point. Very little effort has been undertaken to mainstream disability into international development frameworks.

However, the underlying principles are the same – to mainstream any issue – and that is the importance of concrete, measurable actions within specific sectors and contexts, to ensure that mainstreaming efforts are actually implemented.

2.2. Understanding Mainstreaming: Definitions

Gender mainstreaming: As defined by the UN, gender mainstreaming is '... the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. 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 programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.'³

Barriers to mainstreaming usually relate to:

- › Capacity
- › Commitment
- › Coverage
- › Cost
- › Culture and Context
- › Competition
- › Collaboration

The term gender mainstreaming, popularised during the Beijing Conference on Women in 1995, is concerned with changes to mainstream policies and resource allocations to achieve gender equality. Gender mainstreaming involves both the integration of women into existing systems as active participants, and to changes to the existing systems to reduce gender inequalities stemming from women's disadvantaged position in society. As such, gender

² *The World Bank and Disability* (<<http://wbln0018.worldbank.org/hdnet/hddocs.nsf>>)

³ The Report of the Economic and Social Council for 1997. United Nations, 1997.

mainstreaming is both a technical and political process⁴ requiring changes in the cultures, values and practices of organisations for the purpose of systematically addressing gender inequality.

HIV and AIDS mainstreaming: Mainstreaming HIV and AIDS can be defined as the process of analysing how HIV and AIDS impacts on all sectors (e.g. within the PNGEC and its work in conducting free and fair elections) now and in the future, both internally and externally, and to determine how each sector should respond based on its comparative advantage.

Disability mainstreaming: Mainstreaming disability is relatively recent and can be described as a strategy for achieving equality for PWDs. Governments, international organisations, organisations of PWDs and other civil society organisations are working with renewed vigour towards the goal of equality following the adoption of the UN Convention on the Rights of Persons with Disabilities (to be ratified by PNG in 2011). People with disability have long been excluded from social and economic participation, education, and from most development activities. Targeted initiatives that raise awareness within the broader community and empower people with disability and build their skills and confidence are crucial if PWD are to fully participate.

2.3. So What is The Mainstream?

'The mainstream usually is defined as the place where choices are considered and decisions made that affect the economic, social and political options of large numbers of people. It is where the action is. It is where things happen. This mainstream largely has been occupied and controlled by men. Men predominate in positions of political power. They hold more offices; sit on more legislative councils and direct more government agencies than women. Men also predominate in positions of economic power. They direct more companies, sit on more boards, have access to a broader spectrum of jobs and earn more income in every occupational level than women. Thus, the idea of mainstreaming is fundamentally about equality. It is about power as much as it is about projects; it is about policies as much as programs.'⁵

In operational terms this would mean:

- › Understanding that mainstreaming is a process – and not an event or a series of events.
- › Working from the basis that this is a complex issue – gender equality, diversity and HIV and AIDS can only be addressed through a range of complementary actions.
- › A need for broad contextualisation so that issues are placed and addressed in the broader context ensuring free and fair elections in PNG.
- › Building on existing institutional structures, policies and plans and integrating HIV and AIDS in all core functions of an organisation – again to ensure that HIV and AIDS are not stand-alone issues or relegated to the status of a specific project.

Mainstreaming is simple and achievable. It starts with an **analysis** (this analysis continues throughout the program cycle from assessment and planning to monitoring and evaluation) of the everyday life situation of women and men, including PWDs, PLWHA, marginalised women such as sex workers, marginalised men such as men who have sex with men and transgendered individuals: who does what, how and why; what are the specific barriers or constraints faced by specific groups of women and men; who benefits most, how and why. It

⁴ Kardam, 1997

⁵ Extracts from: Mary Anderson, Focusing on Women: UNIFEM's Experience in Mainstreaming UNIFEM, 1993

makes their differing needs and problems visible ensuring policies and practices are not based on incorrect assumptions and stereotypes.

To summarise, the common elements between mainstreaming all three issues – gender, HIV and AIDS and disability are:

Policy analysis and development: The impact of policy decisions may vary between marginalised groups of women and men. A perspective that includes an analysis of the different needs and requirements of different groups of women and men (including PWDs, PLWHA, marginalised women such as sex workers, marginalised men such as men who have sex with men and transgendered individuals) leads to a more informed view of policy options and impacts, as well as enables decision makers to better understand how to formulate policies that narrow the gap. The goal is to ensure that relevant issues to these groups are routinely included when assessing policy issues, options and impacts.

Technical assistance and partnerships: Programs should be assessed to ensure that they benefit different groups of people equally, and that the manner in which activities are structured does not prevent certain groups of women and / or men from participating and benefiting on an equal basis with others. Of equal importance is ensuring that there is fair representation of different groups of women and men among partners.

Data collection, analysis and dissemination: Collecting sex and age disaggregated data, at a minimum, regularly and at each stage of the program cycle is imperative. Given that in PNG, like in so many other countries of the world, there is a dearth of data on PWDs and PLWHA, having one roadmap for mainstreaming all three critical issues, provides an opportunity to also collect data on disability and HIV and AIDS to better inform programming. It is important to ensure that data-collection methods are available in a variety of accessible formats and methodologies.

An organisation in which these issues have been mainstreamed does not have to 'think' about gender, HIV and AIDS and disability – rather they are part and parcel of its policies and the way it does business. An inclusive analysis is built into each component framework, disaggregated data is collected and analysed, and any differences highlighted.

By developing this mainstreaming strategy framework, ESP believes that an inclusive approach that is gender-responsive and includes PLWHA and PWDs is an effective development practice. Thus, ESP has developed one road map for mainstreaming gender, HIV and AIDS and disability across Program activities and its work with the PNGEC. This is the first time, at least in this region, that an attempt has been made to integrate gender, HIV and AIDS and disability within a common framework for mainstreaming.

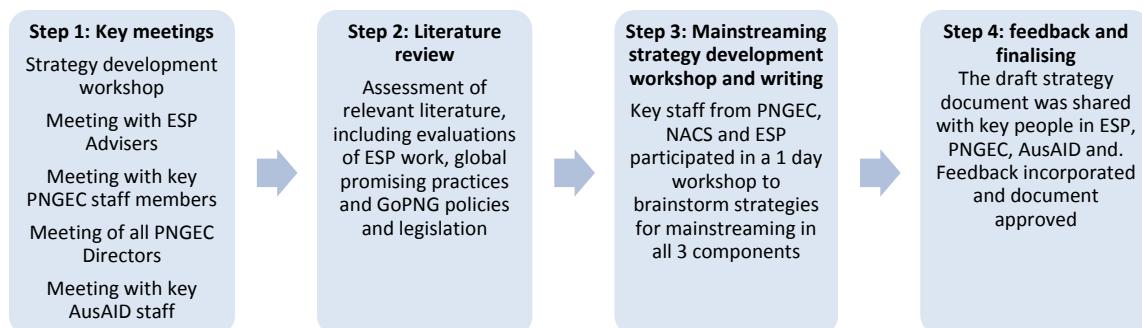
Anecdotal evidence suggests that 'mainstreaming fatigue' is common. The idea that cross-sectoral issues (such as gender, disability and HIV and AIDS) are the responsibility of a single government department, person, or unit continues to prevail. In other words, the core business of many of these institutions has remained unchanged. One way of addressing this is to include mainstreaming issues within one strategy supporting the 'whole-of organisation' approach and advocating for mainstreaming interventions to become an integral part of an organisation's core business.

The process undertaken to develop this mainstreaming strategy (described below) signifies that both PNGEC and ESP are cognisant of and committed to the following critical elements of success, including:

- › Leadership and commitment from a visionary champion – one or more persons with political clout and visibility is required to implement and evaluate the strategies;
- › Personalisation – gender equality and the needs and rights of PWDs and PLWHA are best addressed when understood at a personal level by every staff member;
- › A clearly defined mandate and policy directive, such as a formal / policy requirement to mainstream gender equality, diversity and HIV and AIDS provide legitimacy and a broad framework for action;
- › Capacity-building is required at different levels to generate understanding of the nature of change envisioned, to lead a capacity awareness process (from self-awareness to activism) and ultimately to garner commitment for action;
- › Advocacy skills – to generate greater awareness and to bring critical people on board; and,
- › Partnerships – identifying those people and institutions that must be on board, contacting them and enlisting their support, like IDEC, CSOs, business associations, religious leaders or people in entertainment.

A participatory approach was taken to develop the mainstreaming strategies by involving key people from ESP, PNGEC, Government and CSOs. Figure 1 shows the steps taken to develop this document.

Figure 1: Process for Developing the Mainstreaming Strategy



2.4. Lessons Learned from ESP2 and the 2007 National Election

Despite the difficulties of advancing gender within a Melanesian context, ESP has supported GoPNG efforts to do so. While PNGEC benefits from a relatively high gender equality-staffing ratio (as compared to other GoPNG departments), the sub-national staffing ratio for election administrators is less favourable.

Gender Mainstreaming under ESP2

In a meeting of the AusAID gender network in PNG in June 2010, the gender focal point made the following presentation on ESP's work on mainstreaming gender:

Temporary electoral staff

- › Polling, counting and support staff – 80% male, especially in Highlands region.
- › Largest logistical exercise but no policy in place for recruiting staff.
- › ESP assisted PNGEC to develop a draft Temporary Electoral Staff Recruitment Policy to ensure gender balance.
- › New Employment Agreement has to identify gender so that percentages can be checked.
- › Quotas being considered by PNGEC.

Permanent PNGEC staff

- › Introduction of individual Selection Criteria Assessment Forms to remove gender basis.
- › Code of Conduct developed and PNGEC Ethical Awareness Workshops to raise awareness on gender issues amongst PNGEC staff.
- › Encouraging PNGEC to enable female staff to obtain formal university and college level qualification (three female staff have now obtained a Bachelor of Public Policy and others are attending college now).
- › Encouraging PNGEC to promote female staff during recent recruitment exercises.
- › On the Senior Management Team there are now two women (out of six) and three out of four Regional Operations Managers are women.
- › External Election Observations were conducted and the National Research Institute (NRI) was commissioned to report on female participation in the voting process.
- › Dedicated female voting booths to prevent 'assisted voting'.
- › Electoral legislation recently reviewed and draft legislation on female representation being developed – (one dedicated seat in each province).
- › Extensive work with community groups to address gender issues in voting and electoral participation at the community level.

ESP Phase 2's Independent Completion Report (ICR) notes that despite all the challenges, there 'are also opportunities to advance gender equality, both within the PNGEC and in other GoPNG agencies involved in electoral administration, ensuring that women are seen as capable participants in electoral administration, particularly at sub-national level.' The ICR notes that though none of the Returning Officers interviewed in the two provinces were women, many of the CSOs involved in electoral awareness activities were led by or had active participation by women. Similarly, none of the PESCs had taken a proactive stance with respect to women, for example requiring participation by women's groups.

Piloting of male and female polling booths in the 2007 national elections is noted as an extremely positive gender equality outcome, and is generally perceived to have been enthusiastically adopted by women in those electorates. Evidence exists that the PNGEC at national level is increasingly aware of the role of women in electoral administration, and that a number of the key positions within the PNGEC are staffed by women.

The ICR also highlights the following areas for interventions and improvement, in the context of mainstreaming:

- › The level of awareness within the PNGEC and GoPNG more broadly of the role that women play in civil society in ensuring the integrity of electoral processes;
- › Opportunities for more effective electoral awareness and civics awareness messages targeting women [and other marginalised groups], in order for the electoral processes to be more inclusive and fair;
- › Specific targeted messages for men to understand the role of women and their right to exercise their democratic right to vote remains as yet unrealised by the Program; and
- › Opportunities exist for further work supporting gender equity, particularly generating interest in the voting population and political parties to promote women candidates, and for internal PNGEC gender equity measures.⁶

In terms of the lack of women's political participation and representation in PNG, the report recognises that gender equality of elected representatives (currently only one elected representative is a woman) is likely to remain a challenge for some time in PNG. Nevertheless, the Program needs to highlight this issue as a priority, supporting GoPNG and AusAID strategic priorities on gender equality, without compromising PNGEC's requirement to remain at arm's length from political parties.

The Program will support women's leadership programs by forging linkages with organisations such as the UNDP, Pacific Leadership Program and the UN Development Fund for Women (UNIFEM). The Program can also consider specific and targeted activities with political parties through the Integrity of Political Parties and Candidates Commission, in addition to the PNGEC.

The Independent Completion Report evaluation team also notes that the Program has yet to significantly impact on the wider implications of the electoral environment with respect to women and democracy in PNG.

3. Practical Measures and Expected Results in the Two Levels of Mainstreaming – Internal and External

ESP has taken an empowerment approach to develop the strategies to mainstream gender, HIV and AIDS and disability. The definition of empowerment used here is 'a person's capacity to make choices and transform these choices into desired actions and outcomes'. The extent to which a person is empowered is influenced by personal agency (the capacity to make a purposive choice) and opportunity structure (the institutional context in which choice is made).

This strategy is designed around two levels of mainstreaming: *internal* – within the PNGEC and *external* – in all processes and activities where we work with partners and stakeholders. Taken together, these elements comprise a framework. While a mainstreaming strategy is

⁶ The AusAID-funded Indonesian Electoral Strengthening Program includes non-partisan training activities targeting political party agents. Activities include electoral behaviour of political party agents, acknowledging their role in contributing to successful elections.

initially concerned with changing internal processes, this is in order to achieve change in organisation outputs, outcomes and impact.

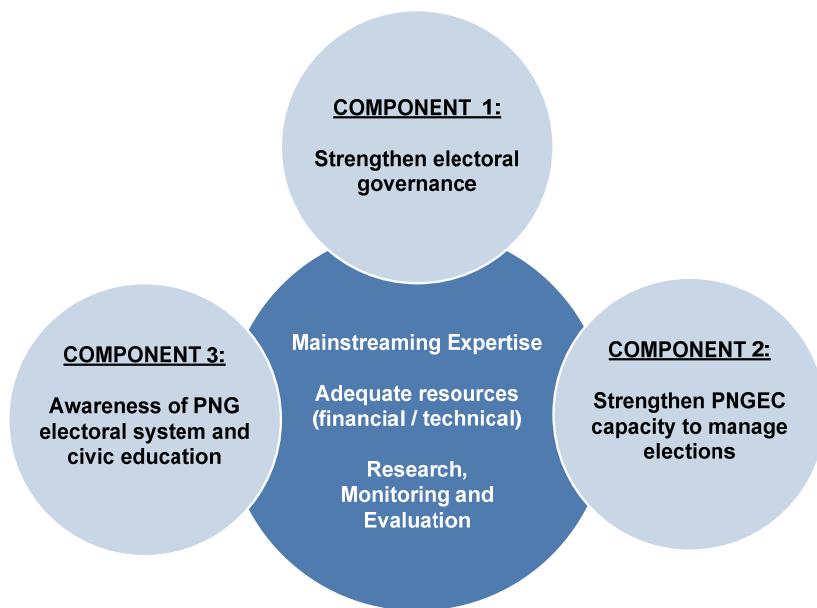
4. Mainstreaming within the PNGEC (Internal Mainstreaming)

Table 1: Framework for Mainstreaming Gender, HIV and AIDS and Diversity in PNGEC's Processes, Structures and Systems (Focus Area 4 of Component 2 – Strengthen Corporate Services)

	Activity	Expected change within the PNGEC
PNGEC MISSION / MANDATE (refers to the goal and strategy, including all the managerial processes needed to realise the goal)		
Policies and Action	<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> > Conduct gender and HIV and AIDS audit. > Review current Gender Policy and finalise based on outcomes of audit. > Review HIV and AIDS workplace policy and finalise based on outcomes of audit. > Implementation and monitoring of gender and HIV and AIDS policies. > Develop policies and procedures for: <ul style="list-style-type: none"> a) Sexual harassment in the workplace; and b) Gender based violence / domestic violence workplace policy. 	<ul style="list-style-type: none"> > There is a gender balance among those involved in planning and decision making for the organisation. > Both men and women have access to and control of organisational resources. > Gender and HIV and AIDS policies finalised, vetted by senior management and understood by all staff. > Improved knowledge and access of staff and their families to medical services related to HIV and AIDS and gender based violence. > All key policies and documents show the Program's commitment to mainstreaming gender and HIV and AIDS.
Organisation Culture and Attitude	<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> > Incorporate regular staff reflection sessions on gender attitudes, behaviours and programming. > The Gender Working Group to enlarge its scope to include issues of inclusion – disability and HIV and AIDS. > The Gender Working Group to review its membership to include male staff members. 	<ul style="list-style-type: none"> > Management and communication styles enable both women and men to participate equally. > The formal and informal communication networks include both women and men equally. > PNGEC's values are gender, HIV and AIDS and disability sensitive. > Leadership demonstrates commitment to gender issues. > The organisation's literature uses gender-neutral language and images, which promote gender equality.
PNGEC ORGANISATIONAL STRUCTURE and HUMAN RESOURCES (staff recruitment, staff development, performance appraisal and non-financial reward and incentive systems, attitudinal issues)		
Staff and Expertise	<ul style="list-style-type: none"> > ESP will support the PNGEC in the following areas: review HR policies and procedures to ensure they are responsive to gender and the special needs of PWDs and PLWHA. > Review PNGEC performance management system for gender responsiveness. > Review all Job Descriptions, ToRs of consultants and recruitment procedures. > Train staff on gender, HIV and AIDS. 	<ul style="list-style-type: none"> > PNGEC staff have an understanding of gender, HIV and AIDS and disability issues and are able to implement policies that are sensitive to gender and the needs of PLWHA and disability. > Perceptions and attitudes of staff towards women, PLWHA and disabled people are sensitive and positive. > There is an improved gender balance in employment of staff. > Recruitment procedures enable women as well as PLWHA and disabled people to apply. > Opportunities for promotion enable both women and men to progress within PNGEC.

5. Mainstreaming through Program Activities (External Mainstreaming)

Figure 2: Context and Principles of Mainstreaming



Elections are one of the key tenets of democracy. As the overall integrity of the electoral process must be guaranteed by the state (particularly by the PNGEC), weaknesses in the electoral systems or administration could therefore be interpreted as a lack of commitment by the state to democracy. In this context developing an understanding of the nature and extent of the challenges posed by gender inequality and the HIV and AIDS epidemic to elections in PNG is a critical to developing a sustainable democracy.

While developing the strategies to mainstream under each component, the following questions were considered:

- › How might the work of PNGEC increase vulnerability to HIV infection; reduce the capacity of households / communities to deal with impacts of HIV and AIDS?
- › How might the work of the PNGEC put women and other vulnerable groups more at risk; perpetuate gender stereotypes and inequality and further marginalise disabled people?
- › How might HIV and AIDS⁷ and gender inequality impact on the work of PNGEC – as a result of which it is unable to conduct free, fair and inclusive elections?
- › What specific actions should PNGEC take to respond to these issues?
- › How could progress in this area be measured?

⁷ In a study done in South Africa between the linkages between HIV and AIDS and elections, it was found that:

- › In areas where the HIV and AIDS epidemic is intense, quite a number of eligible voters may not be able to register to vote due to either being ill or taking care of the ill as was seen in Free State, Mpumalanga, and North West; and
- › In cases where voter registration is high irrespective of the high incidence of HIV and AIDS, such as, for instance, Gauteng and KwaZulu-Natal, it is highly possible that voter turn-out could be low.

Component 1: Strengthen electoral process	
Strategies for Mainstreaming ⁸	Expected Result Areas
Focus Area 1: Support the Work of the Government of PNG Interdepartmental Electoral Committee (IDEC)	
<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> › Taking a 'whole of government' approach to influence other government departments, including IDEC, to mainstream gender, disability and HIV and AIDS, by using PNGEC's mandate to conduct 'free and fair elections'.⁹ › Include sessions and discussions on gender equality, HIV and AIDS and disability – and its relevance to conducting free and fair elections – at the Joint Regional Workshops. › Coordinate and plan with the Law and Justice Sector to train RPNGC on gender, diversity and HIV and AIDS. Trainings should be specifically aimed at police respecting the rights of women, PWDs and PLWHA. 	<p>Improved awareness, understanding and commitment to issues of gender equality, disability and HIV and AIDS in IDEC agencies, PESCs and the RPNGC.</p>
Focus Area 2: Increased Focus at the Provincial Level	
<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> › Train and coach members of PESCs on gender, disability and HIV and AIDS. › Influence the inclusion of specific sex-disaggregated indicators in the Provincial and Local Level Service Monitoring Authority (PLLSMA) to measure progress on mainstreaming gender, disability and HIV and AIDS. 	<p>Improved awareness, understanding and commitment to issues of gender equality, disability and HIV and AIDS in PESCs.</p> <p>PESCs contribute to and report on improved electoral processes by mainstreaming gender, HIV and AIDS and disability.</p> <p>Improved data through PLLSMA to support decision making and influence change in the longer term.</p>

⁸ Strategies for mainstreaming are indicative activities embedded within and across the Program's work. At this stage expected result areas or changes are also indicative and to be further defined in the higher level Program Monitoring and Evaluation Framework.

⁹ The right to vote in free and fair elections imposes a positive obligation on the Government of PNG (and the PNGEC) to ensure that the right is fulfilled. This means that PNGEC must take steps to ensure that all eligible voters are able to vote in elections without fear or favour.

Component 2: Strengthen PNGEC Capacity to Management Elections	
Strategies for Mainstreaming	Expected Result Areas
Focus Area 1: Electoral Roll Improvement Plan	
<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> › Develop voter registration procedures that are transparent, inclusive and do not indirectly disadvantage women, PLWHA and PWDs. › Collect registration and turnout data disaggregated by sex. › Ensure adequate security during the voter registration process. › Review key documents to ensure words and phrases are inclusive. › Analyse barriers for marginalised groups to register as voters and implement steps to ensure electoral rolls include them, including sex workers, PWDs, PLWHA – by coordinating with NGOs and churches working with such groups¹⁰. › Partner with CSOs so that they can monitor the voter registration process to assess accuracy and inclusiveness. › Staff and team selection for roll improvement to encourage women and PLWHA to apply by specifying in advertisements for recruitment. › All trainings, (for roll improvement, enrolment team trainings) to include sessions and discussions on gender equality, HIV and AIDS and disability – and its relevance to conducting free and fair elections. 	<p>Electoral roll improvement process engages with CSOs, including church groups, to improve transparency.</p> <p>Electoral roll is inclusive of marginalised groups like sex workers, PWDs and PLWHA.</p> <p>Electoral roll improvement teams show a balance of women and men, demonstrating PNGEC commitment to gender equality.</p> <p>Improved awareness, understanding and commitment to issues of gender equality, disability and HIV and AIDS in enrolment teams.</p>
Focus area 2: Build Provincial Electoral Management Capacity	
<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> › Capacity building and assistance to Election Managers, Assistant Election Managers, Returning Officers and Assistant Returning Officers to include specific components on gender, disability and HIV and AIDS. Specific mentoring support on implementing mainstreaming interventions. › All trainings to Election Managers and Returning Officers to include sessions and discussions on gender equality, HIV and AIDS and disability, its relevance to conducting free and fair elections and their role in ensuring it. › Seek gender balance for the new Assistant Election Manager roles and create incentives for women to become election administrators such as security provisions by supplying mobile phones and radios, flexible working hours and in some cases physical security. › Build capacities on collecting sex-disaggregated data on the election process in order to evaluate participation of women, PWDs and PLWHA and identify aspects of the process that can be improved. 	<p>Election Managers, Assistant Election Managers and Returning Officers sensitised to the different needs of women, PWDs and PLWHAs and this is reflected in their performance.</p> <p>Increased numbers of women, PWDs and PLWHA as polling officials.</p> <p>Improved analysis and monitoring of election processes through sex desegregated data collection.</p>

¹⁰ The electoral roll is one of the most important instruments during elections and must be accurate and regularly cleaned in order to address issues of inaccuracy and 'ghost voters'.

Component 2: Strengthen PNGEC Capacity to Management Elections	
Strategies for Mainstreaming	Expected Result Areas
Focus area 3: Election Logistics and Coordination Support	
<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> › Advisory support on the election plan and development budget project plan to account for specific actions to make the elections inclusive and safe. › Ensure risk management plans account for higher risks for women in certain areas (like the Highlands) and the potential risks of HIV through certain behaviours. <p>Responses could include:</p> <ul style="list-style-type: none"> • Providing women staff members with radios • Training all staff members in using radios • Increased police presence to protect women staff involved in election management • Making condoms – female and male – accessible for all staff involved in elections management. • Making staff members accountable for violence they perpetrate against women. 	<p>Improved security, communications, coordination and information</p> <p>Improved understanding of high risk behaviours and their potential impact</p>

Component 3: Awareness of PNG Electoral Systems and Civic Education	
Strategies for Mainstreaming	Result Areas
Focus area 1: Support PNGEC to Develop Awareness, Media and Advertising Materials (Sensitive to Gender, HIV and AIDS, Fraud / Anti Corruption)	
<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> › Develop a mainstreaming checklist for all PNGEC materials. › Design public information campaigns aimed at women, PWDs and PLWHA to explain the registration process and how citizens can check their entries on the voter register. › In partnership with the National Board for People with Disability (NBPWD) develop a video to use with more isolated communities where disabled people cluster, including deaf clubs, centres which serve disabled adults, and other venues identified in consultation with organisations of and for disabled citizens. › Distribution of audiotapes, video and print materials - audiotapes of voter education should be used on the radio – a primary source of information for most people living in rural areas in PNG – and for dissemination to visually impaired citizens through NBPWD and Disabled Peoples Organisations (DPOs) across the country. › Develop special civic and voter education activities that target marginalised youth, including those who attend special schools for PWDs. › Link with organisations working on disability (e.g. Callan Services) and explore possibilities of developing Tactile Ballot Guide, which will allow visually impaired citizens, including those who do read Braille, to vote in secret. › All materials should include positive images of marginalised women (especially sex workers), PWDs and PLWHA. › Civic and voter education materials prepared for television audiences to include sign language interpretations. › Link and coordinate closely with NACS, including the integration of NACS-approved HIV and AIDS logo in PNGEC awareness materials. › Participate in NACS coordinated HIV Garamut, a national coordinating body on all communications materials on HIV and AIDS. › Review the Electoral System Training Manual and the HIV and AIDS Handbook to be more simple, clear, and accessible; and to include relevant issues, including violence against women and its links with elections. 	<p>Relevant, effective and inclusive awareness, media and advertising materials.</p>
Focus area 2: Support PNGEC's Current CSO Partnerships	
<p>ESP will support the PNGEC in the following areas:</p> <ul style="list-style-type: none"> › Organise workshops on gender / disability / HIV and AIDS / other marginalised people for CSO partners. › Build and strengthen networks with CSOs and other government agencies, especially those working with marginalised women, PWDs and PLWHA (for example, Igat Hope which is the national network of PLWHA and the NBPWD). › Coordinate with CSO partners and specific government organisations like NACS to create awareness and share information during expos, exhibitions, school events and cultural shows. › Build capacities of Provincial Awareness Steering Committees to lead the networking with targeted groups in provinces per the mainstreaming checklist. › Review M&E forms for CSOs to include data collection on gender, disability and HIV and AIDS. 	<p>Increased capacity of PNGEC to partner with relevant CSOs. CSO partners more aware of how to reach a wider range of people (including those with HIV and AIDS, those with disabilities, and other marginalised people) to encourage greater voter registration and electoral participation.</p> <p>Relevant data collection, analysis and use by PNGEC and CSOs to inform future elections.</p>

Annex 1: Key Legislation, Conventions and Policies

1 International Commitments of the Government of PNG

The Government of Papua New Guinea (GoPNG) is internationally bound under the following conventions and declarations to preserve the human rights of its citizens, including protection from all forms of violence and achieving gender equality.

Convention	What it says	When PNG ratified
The Convention on the Elimination of All Forms of Discrimination against Women (1979)	<ul style="list-style-type: none"> State parties are responsible for adopting appropriate legislation and other measures to prohibit all discrimination against women and establish legal protection of the equal rights of women – including ensuring the right to the same employment opportunities, promotion, job security and remuneration. State parties are required to take measures to eliminate prejudices and stereotyped roles for men and women. 	1995
Convention on the Rights of Persons with Disabilities	<p>Adopted by the UN General Assembly in 2006 and requires all signatories to <u>promote, protect and ensure</u> the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity.</p> <p>The Convention marks a 'paradigm shift' in attitudes and approaches to persons with disabilities.</p> <p>Persons with disabilities are not viewed as "objects" of charity, medical treatment and social protection; rather as "subjects" with rights, who are capable of claiming those rights and making decisions for their lives based on their free and informed consent as well as being active members of society.</p> <p>The Convention gives universal recognition to the dignity of persons with disabilities.</p>	The NEC in January 2011 endorsed the signing of the convention on the rights of PWD and pledged to ratify in May 2011
Pacific Platform for Action (PPA) on Women and Sustainable Development, 1994	Formally recognises the importance of women's participation in national and regional development activities. It identifies the critical areas of concern affecting the full and equal participation of women in the region including all aspects of economics and politics. The PPA was the Pacific contribution to the Global Platform for Action which was endorsed in Beijing in 1995. Additionally, many Forum members are using the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) as a guide for promotion of gender equity.	1994

Convention	What it says	When PNG ratified
International Conference on Population and Development (ICPD)	<p>GoPNG pledged:</p> <ul style="list-style-type: none"> • To achieve universal access to quality education, with particular priority being given to primary and technical education and job training, to combat illiteracy and to eliminate gender disparities in access to, retention in, and support for, education; • To promote non-formal education for young people, guaranteeing equal access for women and men to literacy centres; and • To introduce and improve the content of the curriculum so as to promote greater responsibility and awareness on the interrelationships between population and sustainable development; health issues, including reproductive health; and gender equity. 	1994
Millennium Development Goals (MDGs), 2003	<p>The UN MDGs, issued by the UN Secretary General in 2001, are a “road map” for implementing the Millennium Declaration. The MDGs comprise eight goals supplemented by 18 numerical and time-bound targets and 48 indicators intended to improve living conditions and remedy key global imbalances by 2015. Goal 3 calls for gender equality and women’s empowerment.</p> <p>The MDGs at a Glance</p> <ul style="list-style-type: none"> • Eradicate extreme poverty and hunger • Achieve universal primary education • Promote gender equality and women’s empowerment • Reduce child mortality • Improve maternal health • Combat HIV/AIDS, malaria and other diseases • Ensure environmental sustainability • Develop a global partnership for development 	2003

2 National Commitments of the Government of PNG

The following are the key pieces of legislation and policies signed and developed by the GoPNG to protect the rights of all its citizens.

Policy / Law	What it says
The Constitution of the Independent State of Papua New Guinea	<p>Gender equality is enshrined in the Constitution as part of the National Goals:</p> <p>1. Integral human development.</p> <p><i>"We declare our first goal to be for every person to be dynamically involved in the process of freeing himself or herself from every form of domination or oppression so that each man or woman will have the opportunity to develop as a whole person in relationship with others".</i></p> <p>Equality and Participation <i>"We declare our second goal to be for all citizens to have an equal opportunity to participate in, and benefit from, the development of our country". With special reference to point five: (5)"equal participation by women citizens in all political, economic, social and religious activities;"</i></p>
National Policy for Women and Gender Equality 2010-2015	<p>The main purpose of this Policy is to establish a clear vision and framework to guide the process of developing laws, policies, procedures and practices which will serve to ensure equal rights and opportunities for women and men in all spheres and structures of government, as well as in the workplace, the community and family.</p> <p>There are ten priority areas of action within the policy:</p> <ul style="list-style-type: none"> • Law and order • Health • HIV and AIDS • Education • Cultural norms and traditions • Economic empowerment • Employment • Women in decision-making • Women and agriculture • Environment.
National Gender Policy on HIV and AIDS	<p>The National Gender Policy (NGP) provides the overall framework for mainstreaming gender issues in the design, planning, implementation, monitoring and evaluation of all HIV-related activities and promoting gender equity in access to HIV prevention, treatment and care.</p> <p>The Policy establishes a gendered approach to all aspects of the HIV response as gender based violence is identified as a cause and consequence of HIV.</p>
HIV and AIDS Management and Prevention Act (HAMP), 2003	<p>This legislation guarantees all people affected by HIV with having the same rights as other citizens. The highlights include:</p> <ul style="list-style-type: none"> • Protects individuals affected by HIV from discrimination and stigmatization; • All people have the right to protect themselves, via accessing education, information and condoms. • HIV testing must be voluntary, confidential and private. • Intentional infection of another individual is a criminal offence.

Policy / Law	What it says
Department for Community Development, Integrated Community Development Policy, 2007	<p>This Policy provides guidance and direction on the development and implementation of people-centred programs and projects at community levels, consistent with the PNG Mid Term Development Strategy and MDGs.</p> <p>Women are one of the specific target groups designated for special attention and gender issues are explicitly addressed in the policy.</p> <p>It aims to address underlying causes of social problems and equip women, families and communities with the tools for self-reliance and mutual support.</p> <p>It promotes the development of Community Learning and Development Centres as focal points to coordinate community learning activity in the district, help communities to organise and plan and facilitate access to external resource people and programs.</p>
National Policy on Disability, 2008 National Disability Policy	<p>The vision states “a compassionate and family-based society that recognizes that people with special needs or impairments have the same human rights and that there are no physical or social barriers or attitudes that limit their full participation in everyday life.” (Papua New Guinea 2005)</p> <p>The National Policy on Disability (2008) identifies the following priority areas for action towards attaining the vision which are further elaborated on in the full document:</p> <ol style="list-style-type: none"> 1. Data and information 2. National coordination 3. Public awareness 4. Legislation 5. Self-help organizations/provincial associations 6. Prevention early detection and intervention 7. Rehabilitation services and assistive devices 8. Education, training and employment 9. Accessibility and communication 10. Social security and livelihood 11. Gender
National HIV & AIDS Strategy (NHS), 2011 - 2015	<p>The goal of the NHS is to reduce transmission of HIV and other sexually transmitted infections (STI) and minimise their impact on individuals, families and communities.</p> <p>It identifies three major areas for priority action:</p> <ul style="list-style-type: none"> • scaling up and improving the quality of firstly, prevention programs; • counselling, testing, treatment, care and support services; and • systems strengthening <p>Under the systems strengthening priority area, seven cross-cutting issues are identified:</p> <ul style="list-style-type: none"> • gender inequality • the meaningful involvement of people living with HIV • reducing HIV-related stigma and discrimination • capacity building and mobilisation of people, communities, and organisations • effective use of research, surveillance, and monitoring and evaluation (M&E) data • sustained and visible leadership at all levels • improved coordination at national and sub-national levels.

3 Key AusAID Documents

Policy	Commitment
Equality Matters: 2010 – 2015	<p>Equality Matters uses a mainstreaming approach, which includes specific programs to support women's empowerment. The Strategy aims to ensure more equality of development outcomes for women, men, girls and boys across the Australia aid program, aligned closely with Papua New Guinean gender equality commitments.</p> <p>This strategy recognises that gender equality work is based on the following principles:</p> <ol style="list-style-type: none"> 1. Gender equality is at the heart of sustainable development – without it, development will be uneven and less effective. 2. There must be commitment to appropriate levels of resourcing to achieve development for all. 3. Gender equality work is most effective if it includes attention to practical and strategic¹ needs of women. 4. Mainstreaming includes special actions for women's empowerment. 5. Gender equality is sensitive so needs a skilled and respectful approach, combined with self awareness and cross cultural awareness. 6. Supporting local initiatives on gender equality means seeking out diverse voices, not only those who have power.
Development for All, 2009 – 2013	<p>This aims to integrate disability into all aspects of Australia's international development assistance, so that, over time, people with disability share equally in the benefits of development. The guiding principles of this policy include:</p> <ul style="list-style-type: none"> • Recognise and respect rights: People with disability hold the same rights as others. • Respect and understand diversity: The lived experiences and perspectives of people with disability are diverse, and effective approaches for improving outcomes will vary in different contexts. Better understanding of the lived experience of people with disability will help break down the attitudes that create and reinforce disability, and build respect for diversity. • Take into account the interaction of gender and disability: Inequality and multiple forms of discrimination may be experienced by men and women, girls and boys who are people with disability, family members and carers. • Support people-people links and promote partnerships: The combined commitment, influence and experience of Disabled People's Organisations, government, civil society, faith-based and Non-Government Organisations, education and training institutions and the private sector will ensure effective development inclusive of people with disability.
Australian Aid: Approaches to HIV & AIDS, November 2005	<p>The Australian aid program's approach to HIV and AIDS is documented here. It highlights that AusAID's work is guided by individual country circumstances and country-led strategies. It also recognises that the characteristics of the epidemics and the capacity to respond have evolved and will continue to vary across countries and regions.</p> <p>Australia's approach focuses on five priorities:</p> <ul style="list-style-type: none"> • strengthening leadership and advocacy; • building capacity to respond to HIV/AIDS; • changing attitudes and behaviour; • addressing HIV transmission associated with injecting drug use; and • supporting treatment and care.
Mainstreaming HIV into AusAID's development portfolio in Papua New Guinea, November 2006	<p>This document provides operational guidelines for Managers and defines mainstreaming and factors influencing vulnerabilities that mainstreaming may address. It also shows ways of mainstreaming and focuses on management information systems.</p>

¹ The term 'strategic needs' is used in this context to refer to needs that women share at a systemic, organisational or political level, rather than immediate, practical needs like access to fresh water in a particular village. See Annex 6 for a list of gender definitions.

Policy	Commitment
Domestic Violence and the Workplace Policy, 2009	<p>The purpose of this policy is to ensure AusAID has a consistent, supportive and equitable approach to employees experiencing domestic violence.</p> <p>This policy sets out guidelines for:</p> <ul style="list-style-type: none">• AusAID's responsibilities;• employee rights and responsibilities;• appropriate workplace support for victims of domestic violence;• appropriate repercussions for perpetrators of domestic violence; and• implementing and monitoring the policy. <p>This policy sits under the Workplace Health and Safety policy of AusAID which aims to ensure a safe and healthy environment for all staff members. It also sits under the AusAID policy – <i>Gender Equality in the Australian Aid Program</i>.</p> <p>It links to:</p> <ul style="list-style-type: none">• the draft Australian High Commission HIV and AIDS policy; and• AusAID's workplace harassment and anti-bullying policies where the perpetrator and victim are both staff or if the perpetrator seeks to bully his/her partner at work.