



**END-OF-PROGRAMME EVALUATION  
OF THE SAFE AND PROSPEROUS DISTRICTS PROJECTS  
(SPD 1 and 2) AND THE  
MARKETS, ECONOMIC RECOVERY, AND INCLUSION  
PROJECTS (MERI) PHASES 1 AND 2**

**PAPUA NEW GUINEA**

**DRAFT EVALUATION REPORT**

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## ACRONYMS

CEFI	Centre for Excellence and Financial Conclusion
CCTV	Closed circuit television
DCP	Decentralisation and Community Participation Partnership
DFAT	Department of Foreign Affairs and Trade (Australia)
DfCDR	Department for Community Development and Religion
DIRD	Department for Implementation and Rural Development
DPLGA	Department for Provincial and Local Government Affairs
DPMNEC	Department of Prime Minister and National Executive Council
EOIO	End of investments outcome
FLT	Financial literacy training
GEDSI	Gender equality, disability, and social inclusion
GBV	Gender based violence
IPA	Investment Promotion Authority (PNG)
JICA	Japan International Cooperation Agency
M&E	Monitoring and evaluation
MERI	Markets, Economic Recovery, and Inclusion
MPTF	MERI Programme Task Force
LPIT	Local Project Implementation Teams
PA	Public Address system
PNG	Papua New Guinea
PO	Purchase Order
PWD	Persons with disabilities
SIYB	Start and Improve Your Business
SPD	Safe and Prosperous Districts
SME	Small and Medium Enterprise
SMEC	Small and Medium Enterprise Corporation
SNA	Sub national advisor
SOE	State of Emergency
SWY	Sanap Wantaim Youth (Stand Together)
WEE	Women's Economic Empowerment

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Special thanks go to the Acting Country Representative; the Evaluation Manager; the WEE team and the staff at UN Women PNG Country Office; the project staff on the ground throughout PNG, the UN Women Regional Office for Asia and Pacific Evaluation team, members of the UNCT, and the Evaluation Reference Group, for their assistance in guiding the evaluation, providing advice and logistical support throughout the evaluation.

## EXECUTIVE SUMMARY

This report presents the evaluation findings of the WEE Programme supported by four donor projects funded by Australia/DFAT and Japan/JICA under the titles of *Safe and Prosperous Districts (SPD)* for two of the projects and *Market Economic Recovery and Inclusion (MERI)* for the other two projects. The main goal of these projects was to improve the governance, facilities, services, and infrastructure of selected marketplaces in provincial towns of Papua New Guinea that would advance the market economies and provide safety, security and economic opportunities for market vendors and growers, the majority of whom are women. In addition, most customers are women. An important component of the WEE Programme was capacity building for both market managers and women vendors, with support for the organization of vendors into associations for promoting their voice in decision-making on market facilities, services, and maintenance. Two of the projects included a focus on the protection and recovery from the COVID-19 pandemic.

The WEE Programme was implemented from 2020 to 2023 by UN Women PNG Country Office with a total funding envelope of 10,367,783 USD. The evaluation was commissioned and managed by the UN PNG Country Office with support from the UN Women Evaluation Unit of the Regional Office for Asia and the Pacific. It was conducted by an external independent evaluator who recruited three national consultants for data collection and analysis across the 14 markets participating in the WEE Programme. The evaluation was conducted between August 2023 and December 2023, with an on the ground presence for one month (25.09.23 - 20.10.23) for market site visits.

### Evaluation Purpose, Objective, Scope, and Use

The purpose of the end-of WEE Programme evaluation was to generate an evidence base to inform any potential possible future consolidation, expansion and scaling-up of the WEE Programme's interventions and to identify limitations and improvements for future iterations of the WEE Programme. The objective of the evaluation was to assess the relevance, coherence, effectiveness, efficiency, and sustainability and gender responsiveness of its interventions primarily at provincial markets level.

The primary users are expected to be UN Women, government institutions, stakeholders, implementing partners and donors, in particular the governments of Australia/DFAT and Japan/JICA. The evaluation may be useful for other actors working on women's economic empowerment, including the private sector, partner governments, civil society, UN agencies, INGOs, and NGOs, forums and platforms, national partners, as well as other donors.

### Evaluation methodology

The evaluation used non-experimental, theory-based and gender responsive approaches. Mixed methods (quantitative and qualitative data collection methods and analytical approaches) were utilized to account for the complexity of gender relations in PNG and to ensure participatory and inclusive processes that were culturally appropriate. The reconstructed SPD/MERI Theory of Change (TOC) provided an analytical framework for assessing contributions to outcomes.

The various data collection methods aimed to provide evidence-based information that was credible, reliable, and useful. The methods used included a review of WEE Programme documents, key informant interviews, focus group discussions, individual interviews a market observation tool, a case study and a survey with CO and project staff. The evaluation team engaged the UN Women WEE team, government counterparts, implementing partners, direct beneficiaries, duty bearers and other stakeholders.

## Findings

### **Relevance**

1. With 85 per cent of the population living and producing in rural areas for selling in marketplaces, the focus of the WEE Programme design on women's economic empowerment in marketplaces as key locations for cash economy opportunities was highly relevant. Market interventions were strategic given the high representation of women in the informal and rural economy and the potential for collaboration on women's economic empowerment among a range of duty bearers and stakeholders interacting with markets.

2. UN Women's focus on improving the governance of market management and building the collective voice of women vendors in tandem with donor efforts to build new provincial markets or renovate existing markets was relevant to national and development partners' priorities. Interventions in markets for COVID-19 protection and recovery were particularly relevant during the pandemic period. While the design of the implementation strategy was relevant, the quality of certain interventions needs improvement.

### **Coherence**

3. UN Women successfully established coordination and representative mechanisms at local levels for coherent interventions and mobilizing stakeholders to advance the gender equality goals of the government and the UN, specific to marketplaces as key informal economy hubs in PNG. However, there was limited engagement at national level.

4. There was good outreach to a range of stakeholders, mainly at the local provincial level in WEE Programme implementation. However, more internal UN Women collaboration on women's economic empowerment across related thematic areas such as governance, leadership and GBV could have enhanced results. While there was collaboration with UNCDF, synergies with gender equality initiatives of UN agencies could have strengthened the quality of interventions. Coordinating and sequencing interventions for some WEE Programme components such as those on livelihoods could have strengthened coherence.

### **Effectiveness**

5. The WEE Programme achieved positive results in relation to goals for improving market governance and facilities, (especially during the COVID pandemic), and the economic empowerment of women market vendors, as evidenced by those targets achieved or partially met for a range of outcome indicators. Despite the short timeframes for the implementation of the four projects, more could have been achieved if more targets had been met and delivery rates for the projects had been higher.

6. UN Women successfully mobilised both women vendors and market managers through the establishment organisations of women market vendors for collective voice, the launching of market operational plans and the setting up of provincial multi-stakeholder mechanisms to address market governance.

7. UN Women achieved a fair amount of capacity building on governance of markets, business development skills and financial literacy for key marketplace stakeholders—women vendors, market managers and local government actors – reflecting the WEE Programme design of an integrated strategy to empower women in the PNG marketplaces and position the markets as business hubs. However, some set targets were not met, and the implementation of capacity building interventions lacked sufficient technical expertise and sustained coordination and follow-up for inter-related aspects.

8. The UN Women WEE Programme supported efforts to advance informal economy policy development and implementation as well as promoting the exchange of good practices on marketplace management across PNG and the engagement of men and youth.

9. Despite awareness and capacity building of market managers, together with the strengthening of women vendors' collective voice, the WEE Programme was not able to address underlying critical endogenous challenges such as the diversion of market revenue mostly collected from women vendors' fees and the subsequent lack of maintenance of basic market facilities and adequate safety for women vendors.

### **Organizational efficiency**

10. Financial resources were more than sufficient for the WEE Programme goals and activities. While human resources were adequate in number, especially for earlier phases of the WEE Programme implementation, technical and operational expertise was insufficient.

11. The WEE Programme implementation incurred delays due to several factors, including the complexity of launching new initiatives simultaneously in multiple market locations over a short time frame coupled with inefficiencies in internal UN Women procedures. These delays contributed to the low delivery rates realized for the WEE Programme.

12. Lessons learned from monitoring and reporting on the WEE Programme implementation include the need for greater clarity on UN Women's specific expertise, role and value added in relation to project document design, recruitment and management of staff, engagement of implementing partners and collaboration with donors.

### **Sustainability and innovation**

13. UN Women's capacity building efforts with beneficiaries and stakeholders supported the evolution of key marketplace mechanisms and organizational development which are likely to continue to be put in place and strengthened. These hold potential for the sustained engagement of market managers and vendors to advance improvements in marketplace infrastructure and maintenance of facilities together with the economic empowerment of women vendors.

14. Through the WEE Programme, UN Women was able to contribute to the sustainability and replication of some interventions, but strong partnerships, particularly at the national level, could have enhanced influence or change in regard to policy development.

15. Through its capacity building component, the WEE Programme added value to donor efforts to construct new and innovative gender responsive markets reflecting the needs of women vendors as well as customers for safety, hygienic environments and for enhancing the economic opportunities of vendors.

### **Human Rights & Gender Equality & Disability Inclusion**

16. Women as the large majority of both vendors and customers were targeted by UN Women's capacity building activities which, in principle, were inclusive of all women vendors within the marketplace, both literate and illiterate, and of PWD and youth. The WEE Programme while being a model approach on how to promote gender equality in markets, could not during the implementation period also practically address the problems or the situation of PWD in the markets or of those more marginalised women vendors selling outside the markets on roadsides at community and district level who have little access to water and sanitation facilities and limited protection from harassment and gender-based violence.

## Conclusions

The following conclusions summarise the main points of the 16 findings of the evaluation. The recommendations below respond to the findings in proposing the continuation of the WEE Programme in the markets of PNG. This would involve deepening what has been started as innovative and relevant approaches to women's economic empowerment and upgrading markets as business hubs for the country's economic development, following up on work currently ongoing and extending interventions to other urban and district markets. The recommendations also address ways of improving operational aspects of programme implementation for attaining greater impact for the beneficiaries and for the market operations and maintenance.

**Conclusion 1.** UN Women's WEE Programme implemented through the four projects SPD 1&2 and MERI 1&2 was well aligned to the needs of the beneficiaries across their respective objectives and expected outcomes. It was also reflective of key normative frameworks such as CEDAW and the SDGs, as well as the national gender and informal economy policies of PNG. The focus on the economic empowerment of market women vendors to diversify and manage their economic activities so as to increase their income and autonomy was **highly relevant** to the country context whereby the marketplace is the economic hub of a largely informal and rural economy.

The dual strategy of promoting a savings culture and business mindsets with women vendors (rights holders) through the various training activities on financial literacy, business development skills and livelihood skills in tandem with advocacy and training with market management (duty bearers) on improved market conditions for vendors and customers was particularly innovative. This was underpinned by instrumental donor support for infrastructure development of marketplaces, including the construction of new markets, that enhanced facilities for women vendors' safety and services to meet their practical gender needs (security, safety, sanitation, water access, adequate space for vending (including for PWD), banking and medical services and childcare.) The engagement in the WEE Programme of local stakeholders such as city, local and provincial governments as owners of the markets, together with the mobilization of young men and women and awareness raising on gender equality and women's human rights for all WEE Programme participants was also strategic.

**Conclusion 2.** The WEE Programme was **effective** in achieving results such as establishing a recognized voice strategy platform for women market vendors with the market management through the formation, launching and registering of VAs with the PNG Investment Promotion Authority (IPA). Despite these advances the lack of maintenance by market managers and owners of essential facilities such as access to water and sanitation is evident in most of the markets. New markets described in the case study for this report such as Alotau, Goroka Kimbe and Wabag and a planned new market in Lae hold potential for such issues to be addressed.

The WEE Programme built capacities of both duty bearers (market management) and rights holders (women vendors) to promote improved measures for safety and sanitation in the markets. Banking services were made available within some of the markets. Some vendors could transition from informal vending to running a formal business, registering as taxpayers. Both women and men were empowered through gaining new knowledge about the mechanisms of markets and how markets could better operate in PNG, delivered through trainings, workshops and conferences that the women vendors attended as well as the market managers. UN Women's presence in the provinces gave visibility, communication and engagement opportunities with provincial governments and other stakeholders for the implementation of the WEE Programme. However, the quality and reach of the WEE Programme interventions were not always optimal.

**Conclusion 3** In terms of **efficiency**, despite adequate financial and initial human resources numerically, the WEE Programme fell short of realising all the objectives, outcomes and targets of the SPD and MERI projects resulting in low delivery rates. Internal processes of UN Women together with expertise gaps and communication issues over time led to

disconnects between the project field staff and the CO office causing delays, postponement, and cancellation of activities.

**Conclusion 4.** A number of milestones important for *sustainability* were achieved. These included the elaboration of draft Market Operations Plans in nine markets based on UN Women’s Market Tool Kit. Establishment and registration of VAs in most markets also augurs well for sustaining the voice of market vendors. Engagement, synergies, and regular information sharing with national, provincial, and local institutions was limited in terms of engendering their ownership for outcomes and continuation of initiatives beyond the life of the project. There was limited evidence of policy advances linked to the WEE Programme.

**Conclusion 5.** UN Women was successful in targeting the agency of women vendors through their mobilisation in VAs and introducing the concept of gender sensitive marketplaces to market actors and owners. It was also able to achieve a good mobilisation of youth for awareness raising on gender equality and gender-based violence in the markets and the urban provincial communities. More could have been done to promote the greater participation of PWD in the WEE Programme.

### Recommendations

Suggested actions and actors to implement these recommendations are included in the final section of the report.

RECOMMENDATIONS
<p><b>Recommendation 1</b></p> <p>Consolidate and build on the gains made to empower women vendors and improve infrastructure, maintenance, operations, and security in existing markets and expand the WEE Programme to more markets, positioning markets as business hubs for informal economy transition to formality and incorporating integrated and holistic approaches in design and implementation modalities.</p> <p><i>This recommendation responds to Findings 1 and 2 on relevance, Finding 4 on coherence, Findings 6 and 9 on effectiveness</i></p>
<p><b>Recommendation 2</b></p> <p>Improve the <i>quality</i> of UN Women’s capacity building interventions, expanding their reach to include larger numbers of beneficiaries, including more PWD in specific markets and locations, to demonstrate successful and sustainable intervention models for women’s economic empowerment in markets and attaining a more significant impact, that could be replicated in other markets and locations.</p> <p><i>This Recommendation responds to Finding 7 on effectiveness</i></p>
<p><b>Recommendation 3</b></p> <p>For more effective WEE Programme results, develop joint UN programmes and strengthen coordination with national counterparts on policy development and implementation on women’s economic empowerment and on UN Women’s normative mandate and the transformative aspects of the SDGs.</p> <p><i>This recommendation responds to Findings 3 on Coherence</i></p>
<p><b>Recommendation 4</b></p> <p>Generate sustainability pathways through increasing engagement and capacity building with endogenous stakeholders for greater ownership of results.</p>

*This Recommendation responds to Findings 13-15 on Sustainability*

**Recommendation 5**

Strengthen PNG CO's technical, operational, monitoring, and organizational capability, streamline administrative processes and systematically implement shared electronic filing for greater efficiency and accountability.

*This recommendation responds to Findings 10 to 12 and Conclusion 3 on organizational efficiency*

## 1. INTRODUCTION TO THE REPORT

This report presents evaluation findings of the Women Empowerment (WEE) Programme supported by four donor projects funded by the governments of Australia and Japan. The WEE Programme was implemented from 2020 to 2023 by UN Women PNG Country Office with a total funding envelope of 10,367,783 USD. The evaluation was commissioned and managed by the UN PNG Country Office with support from the UN Women Evaluation Unit of the Regional Office for Asia and the Pacific. It was conducted by an external independent evaluator who recruited three national consultants for data collection and analysis across the 14 markets participating in the WEE Programme. The evaluation was conducted between August 2023 and December 2023, with an on the ground presence for one month (25.09.23 - 20.10.23) for market site visits.

The report is presented in six sections as follows: introduction and background information; evaluation objectives, approach, and methodology; evaluation findings; evaluation conclusions; lessons learnt; and evaluation recommendations. The targeted users of the report are UN Women PNG Country Office; Government of PNG; the UN Women Regional Office for Asia and the Pacific, the United Nations Country Team of PNG, donor partners of DFAT and JICA, as well as other key beneficiaries and stakeholders in PNG's marketplaces.

### 1.1 The Papua New Guinea context and women's economic empowerment

A nation of over 11 million people<sup>1</sup>, Papua New Guinea in 2022 ranked 156 out of 191 countries on UNDP's Human Development Index<sup>2</sup>. However, for the UNDP's Gender Inequality Index<sup>3</sup>, Papua New Guinea sat at the bottom of the 169 countries for which data was available. Literacy rates for men (71.1%) are higher than those for women (64%)<sup>4</sup>. High levels of domestic violence and sexual violence are key indicators contributing to the Gender Inequality Index being one of the lowest globally. For women between the ages of 15 to 49 years, 28.2% experienced sexual violence and 51% were subjected to intimate partner violence compared to the world average of 27%<sup>5</sup>. In 2022, UN Women and UNDP reported that 32% of women over the age of 15 experienced intimate partner violence in the previous 12 months<sup>6</sup>. Such levels of violence negatively affect the economic empowerment, health, education, and political participation outcomes for women. The government has made efforts to collect data on gender-based violence and intimate partner violence through the National Demographic and Health Survey 2016-2018. It has also passed laws on gender-based violence.

The low political participation of women adds to the challenge of effectively implementing recent laws and policies adopted in favour of women. These include the National Policy for Women and Gender Equality (2011–2015), the Gender Equity and Social Inclusion (GESI) Policy, to ensure that women have equal opportunity within the public service, the Sorcery and Witchcraft Accusation Related Violence National Action Plan 2015, the National Strategy to Prevent and Respond to Gender Based Violence 2016–2025. The July 2022 elections saw two women gain seats in Parliament, which was a positive development since the previous election in the 2017 election outcome whereby no woman was elected. UN Women reported that in 2021 of the 6,190 ward seats and

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<sup>1</sup> National Statistical Office of Papua New Guinea

<sup>2</sup> The Human Development Index (HDI) is a summary measure of average achievement in key dimensions of human development: a long and healthy life, being knowledgeable and having a decent standard of living

<sup>3</sup> The Gender Inequality Index (GII) is an index for the measurement of gender disparity that was introduced in the 2010 [Human Development Report](#) of UNDP. It is a composite measure to quantify the loss of achievement within a country due to [gender inequality](#). It uses three dimensions to measure opportunity cost: [reproductive health](#), [empowerment](#), and [labour market](#) participation.

<sup>4</sup> National Statistical Office of Papua New Guinea

<sup>5</sup> World Bank Gender Data Portal 2021

<sup>6</sup> UN Women and UNDP, *The paths to equal: twin indices on women's empowerment and gender equality*, 2023.

319 local-level government seats, only 120 were held by women, that is just under 2 per cent.

Despite gender norms and attitudes constraining women's work and economic opportunities, women contribute significantly to the economic growth of the country through their annual food production and participation in the informal cash economy of marketplaces. However, lack of safety and domestic and sexual violence restricts their mobility, isolating them from markets and limiting their opportunities in the formal economy. While labour participation rates are similar for women (46.4%) to those of men (47.7%)<sup>7</sup>, vulnerable employment is considerably higher for women at 85.3% compared to men at 66%<sup>8</sup>. The COVID-19 pandemic further increased women's vulnerability in the labour market with the shutdown of marketplaces. Much of the population, both women and men (85%) gain their livelihoods from agriculture and the informal economy. In recognition of the vital role of the informal economy, support for its development and regulation takes place through the National Informal Sector Development and Control Act 2004 and the National Informal Economy Policy 2011–2015 so as to provide the necessary enabling environment for business activities. The livelihoods of the majority of the population are supported by agriculture and the informal economy. Open markets remain the biggest and most visible part of the informal economy. For open markets, an enabling environment translates into creating, facilitating, and supporting the development of policy and regulation, provision of sustainable support infrastructure, facilities, and services in markets as well as effective management.<sup>9</sup>

There are marked gender differences in agriculture and informal economy business transactions. For example, women produce the majority of food for family consumption and market trading, while men are more engaged in cash crops and in the transport of food and goods to and from markets. An FAO gender assessment<sup>10</sup> indicated that women engage mostly in growing and selling fresh food crops (as opposed to cash crops such as coffee, cocoa, copra, and vanilla) and are responsible for most of the planting, weeding, and harvesting of these crops. The sale of fresh food crops in local or urban markets generates cash for women and their families. Women tend to sell fresh food crops in local or urban markets, while men are more involved in long-distance marketing, such as taking highlands produce to the Port Moresby or Lae markets for sale. Rural women are also the ones primarily raising livestock such as chickens, cattle, sheep, goats, ducks, and rabbits. Women participate in fishing, mainly for family consumption while men mostly engage in fishing for income generation. Such a division of duties has implications for economic equality, as women earn less from their sales at local markets than men earn from selling export cash crops and larger fish catches.

Markets play a vital role in improving food security through providing fresh locally produced food and an opportunity for income generation for market vendors, particularly women. In the markets, women are the majority of vendors while men mainly provide transport, manage the markets, and occupy the more skilled jobs in marketplace structures.

Women earn less in the open markets and are subject to violence unless safety measures are in place, and they are represented in market management decision-making. For women vendors the biggest concerns are the need for better services and market facilities and more effective market management in a secure and safe environment. Markets also have the potential to generate business opportunities for women SMEs. However, as women tend not to own land, fixed assets, or other resources needed to meet collateral requirements, it can be more difficult for them to access finances for investments in agriculture or market-based businesses. Furthermore, their representation on market boards and management is limited.

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<sup>7</sup> International Labour Office 2022

<sup>8</sup> World Bank Gender Data Portal 2021

<sup>9</sup> Elizabeth Kopel, Lewis Iwong, *Managing Marketplaces: Lessons from A Comparative Study of Four Markets in Papua New Guinea*, Discussion Paper No. 191, The National Research Institute, November 2021.

<sup>10</sup> FAO. 2019. *Country gender assessment of agriculture and the rural sector in Papua New Guinea*. Port Moresby.

In its Medium-term Development Plan III (2018-2022) the government recognised that gender inequality in Papua New Guinea has led to a 60 per cent loss in potential human development. Women's economic empowerment was one of seven goals included in the Plan under the Key Result Area (KRA1) on Increased Wealth and Revenue Creation. The indicator to measure progress was identified as reducing the Gender Inequality Index from 0.595 to 0.40 and the strategy put forward was to increase women's access to economic opportunities.

## 1.2 Women's Economic Empowerment Programme description

Through the Safe Cities Programme<sup>11</sup>, UN Women has been engaged since 2011 in improving markets in Port Moresby to reduce gender-based violence and increase women's livelihoods and agency. Due to the successful outcomes and models developed, the Government of Papua New Guinea approached UN Women to transfer the successful Safe City model to the district level.

In 2019, UN Women designed the Safe and Prosperous Districts Programme (SPD). Funding support was agreed in May 2020 from the Government of Australia (DFAT) to launch the "Safe and Prosperous Districts Programme – Kimbe and Wabag" (provincial marketplaces). Further funding was granted from DFAT in May 2021 for Kimbe and Wabag under the title "Safe and Prosperous Districts Programme - Markets Support" for implementation until December 2023 (SPD 1 -DFAT).

UN Women through the support from the Government of Japan expanded its SPD work in market governance and infrastructure to the Tari and Wewak Markets and later also to Alotau from March 2021 to March 2023 (SPD 2 -JICA). Since then, there has been a no cost extension until April 2024.

SPD 1 and SPD 2 involved two components: improving market governance and improving marketplaces through infrastructure construction. In the case of SPD 1, funded by the Australian government, this involved governance and infrastructure interventions in the Kimbe and Wabag markets, with UN Women implementing the governance aspects and partners contracted directly by DFAT carrying out the construction of new markets in these locations. For SPD 2, both governance and infrastructure construction were included in the donor agreement between the Japanese government and UN Women.

In response to the COVID-19 pandemic, the Markets, Economic Recovery, and Inclusion (MERI) WEE Programme Phase 1 was designed and funded by DFAT covering markets across PNG. The WEE Programme provided support initially for six months to 12 markets across PNG from June 2020 to December 2020 to respond to the impact of COVID-19 in the markets. It was later extended by another six months to July 2021.

This phase of the MERI project in addition to having a strong gender component had an infrastructure building component related to COVID-19 prevention measures. Sanitation and infrastructure improvements were managed by the project management and urban planning firm Planpac. Another company, ABt Associates (a private US social science research firm) was responsible for the overall management, as part of the Papua New Guinea-Australia Governance Partnership. Through a direct grant provided by DFAT, UN Women was the implementing partner responsible for the governance components of the project. UN Women's role was to initiate activities to support and improve market governance processes, and work with women vendors to improve their voice in market management and knowledge of COVID-19 prevention to sustain the COVID-19 WASH measures that were introduced in the wake of the pandemic. UN Women and PlanPac

worked together on the development of market COVID-19 response and recovery plans in consultation with women vendors and other market stakeholders.

The focus of the first phase of MERI was on reducing the risk of COVID-19 transmission in 12 major markets (Boroko, Gordons, 6 Mile, Waigani markets in Port Moresby, and Alotau, Goroka, Lae, Mt Hagen, Tari, Vanimo, Wabag and Wewak) across the country improving hygiene and sanitation as well as promoting women's empowerment and livelihood. The Project established market governance processes, and women vendors' associations to improve market vendors voice in market management and knowledge of COVID-19 prevention. The Project initiated support for business development and diversification to enhance incomes lost during the COVID-19 period.

As MERI 1 drew to a close, UN Women, supported by DFAT, extended the MERI Project from July 2021 to June 2023 in 9 markets (Boroko, Gordons, Waigani, 6 Mile markets in Port Moresby, and Daru, Goroka, Lae, Mt Hagen, Vanimo markets). This was later extended to December 2023 at no cost.

This was known as MERI 2 and its aim was to support further improvements to market governance and enhance women's economic empowerment in markets, including assisting women vendors to recover from the adverse effects of COVID-19. This second phase of the MERI Project built on the achievements of the first phase in progressively improving the governance and operation of markets as well pioneering new models for supporting women working in the informal economy in and around markets to rebuild their business or expand into new business ventures. MERI 2 was implemented through UN Women in partnership with the Government of Papua New Guinea (GoPNG), including the Department for Community Development and Religion (DfCDR), Prime Minister and National Executive Council (PMNEC) and Department of Provincial and Local Level Government Authority (DPLGA).

For the business support and development aspects under MERI 2 UN Women collaborated with the UN Capital Development Fund (UNCDF) as an implementing partner on inclusive finance to improve women's livelihood through skills building and access to microfinance with a target of 160 (40 for each market) women vendors in four main markets in PNG: Gordons in Port Moresby, Goroka, Lae, and Vanimo. Table 1 below summarises these stages.

Markets are a key part of the economic system in PNG and as such provide a strategic entry point to enhance women's economic empowerment. The focus of the second phase of MERI has been on women's economic empowerment in tandem with measures to address gender-based violence so that women can travel safely and operate within the markets to earn and control their income. A key strategy has been to increase women's voice through vendor associations, local project implementation teams (LPIT) and participation in market management and decision-making. The later phases of the MERI Project introduced economic empowerment activities to increase women's income through support to women in businesses and services operating within the markets.

This second, two-year phase of the MERI Project aimed at establishing governance systems that create conducive environments for women in the informal economy to have better resilience and income security.

MERI 2 also introduced a business development component focusing on women in targeted markets who are already engaging in MSME activities and wish to expand into SME or formal business activities. It also covered the support activities for the National Capital District Commission's (NCDC) new six-mile incubation market built with funds from the New Zealand government. MERI 2 aimed at partnering with microfinance service providers to establish a resilience fund for four selected market sites that offer affordable loans to market vendors as seed capital to enable them to recapitalize their business and/or venture into new economic opportunities.

## **Goals and Outcomes of the four project components of the UN Women WEE Programme (2020-2023)**

The goals and outcomes of the four project components were formulated in a similar manner over the different time frames with the main focus being on the economic empowerment of women market vendors. In some cases, interventions under the four projects covered the same markets (e.g. Alotau, Kimbe and Wabag) and in other cases were separate (e.g. SPD 1 and the proposed Tari market).

Table 1 below indicates these outcomes. Further details on goals, outcomes, outputs, and activities can be found in [Annex 4](#).

**Table 1 Outcomes of the four project documents**

<b>Project</b>	<b>Outcomes</b>
<b>Safe and Prosperous District Programme SPD 1 -DFAT funded (2,328,988 USD)</b>	<b>Outcome 1</b> Accountable governance and operational market management systems that include women’s voice
	<b>Outcome 2</b> Women vendors have increased economic opportunities and control over their income
<b>COVID-19 Prevention, Response and Recovery Outcomes SPD 2 JICA funded (1,909,090 USD)</b>	<b>Outcome 1</b> Gender responsive infrastructure and appropriate social interventions to reduce market related COVID 19 risks for market users and vendors at Tari and Wewak markets.
	<b>Outcome 2</b> Improved access to affordable finance for market vendors to restore economic livelihoods at Alotau, Tari and Wewak markets.
<b>Markets Economic Recovery and Inclusion (MERI 1) -DFAT Funded (1,660,027 USD)</b>	<b>Outcome 1</b> Reduced market related COVID-19 risks for women vendors, PWD and consumers
	<b>Outcome 2</b> Market based livelihood opportunities for women and PWD restored towards pre-COVID-19 levels
	<b>Outcome 3</b> Strengthened accountability and transparency of Service Improvement programme funding
<b>Markets Economic Recovery and Inclusion (MERI 2) – DFAT funded (4,469,678 USD)</b>	<b>Outcome 1</b> Market operating environments support women’s economic empowerment, physical and environmental safety, building on the WASH in Markets work in MERI 1
	<b>Outcome 2</b> Women vendors and other informal workers’ wellbeing, economic outcomes, and control over their income

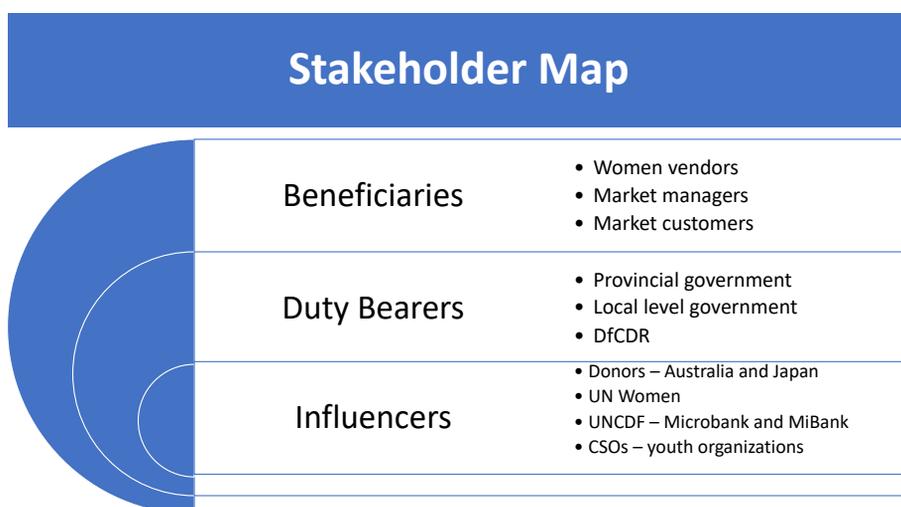
### **1.3 Stakeholder mapping**

For promoting national ownership and inclusive participation, the WEE Programme was implemented in partnership with a range of government and UN partners, the Department for Community Development and Religion (DfCDR), provincial administrations, local level governments, civil society organizations and community organizations, and private sector. See Figure 1 below for a stakeholder map.

As rights holders, the main beneficiaries were women market vendors together with a small number of men market vendors. They were targeted in relation to empowering them economically and for them to have a voice in the marketplaces through the formation and strengthening of market vendor associations. Market managers while mainly duty bearers responsible for running safe and efficient markets were also beneficiaries of the WEE Programme’s capacity building efforts. Customers to the markets, mainly women were also beneficiaries of safe, well organised, clean, and hygienic markets. Other duty bearers included provincial and local level governments as regulators and owners of the markets, and they also benefitted from capacity building and

information sharing and exchange. The Department of Community Development and Religion was a key government partner both at national level for work on informal sector policy and at the local community level with community officers participating in the WEE Programme’s activities at the different market sites. Youth organizations played an important role in mobilising markets, customers and communities for awareness raising on gender equality, women’s rights and combating gender-based violence. Private sector banking organizations participated in the financial literacy interventions through the collaboration of UNCDF and UN Women.

**Figure 1 STAKEHOLDER MAP**



The WEE Programme aimed at providing an opportunity to address a range of policy issues under the Informal Economy Policy and the implementation of the Voice Strategy. It was expected that it would also contribute towards the realisation of some of the goals under the current Medium Term Development Plan (MTDP III) which promotes inclusive economic development with a focus on the informal economy and the role of women.

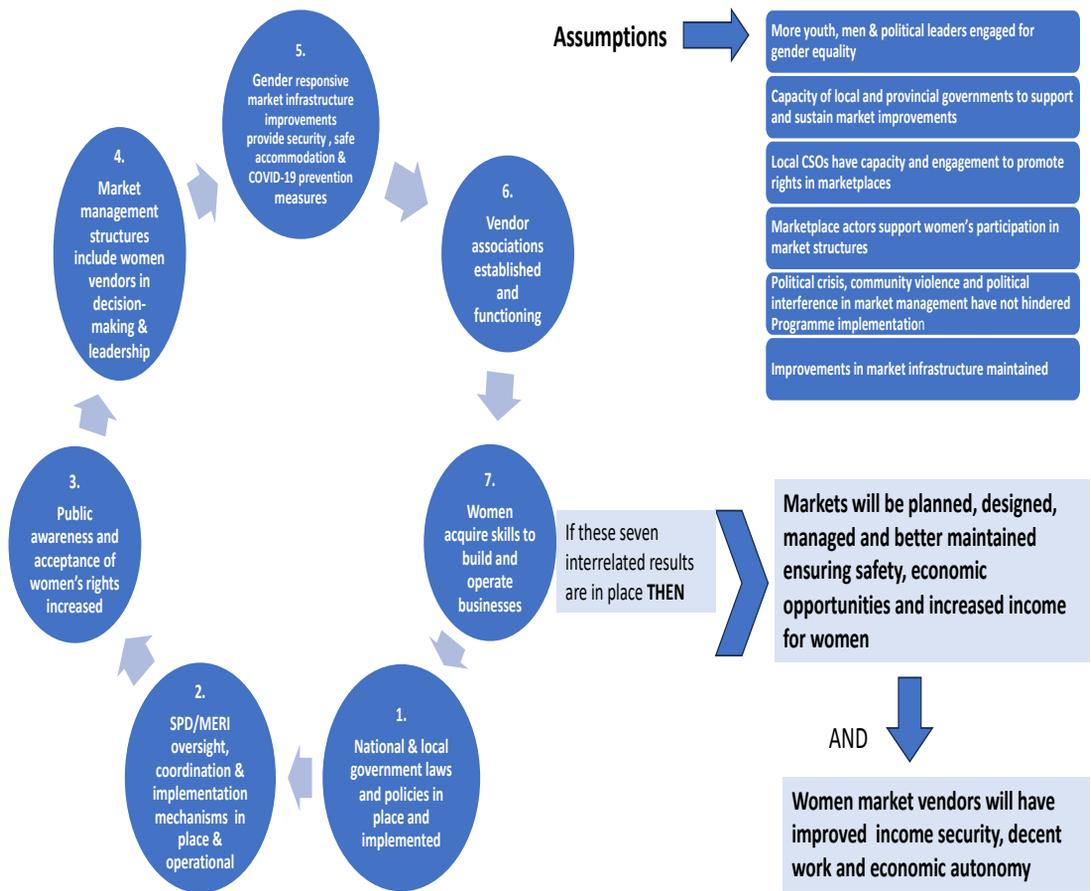
The PNG WEE Programme was implemented through the UN System’s One UN Fund modality and was expected to be coordinated closely with the One UN People Priority Working Group, to ensure a harmonized and coordinated approach to planning implementation and monitoring

#### 1.4 Reconstructed Theory of Change

A theory of change (TOC) was elaborated in three of the project documents (SPD 1, SPD 2, and MERI 2. Annex 6 provides information on the TOCs for these three projects.

For the End of WEE Programme Evaluation, a reconstructed TOC was proposed to capture the elements of the WEE Programme as a whole. Learning and innovation for sustainability were key in relation to this reconstructed SPD/MERI TOC in order to identify models for replication and scaling up of integrated approaches that support movement for change in the markets and beyond. These include strategies that combine measures to augment women’s participation, representation and leadership in market governance and decision-making together with capacity building of rights bearers (e.g. women market vendors) and duty bearers (local and national authorities, private sector, etc.) and addressing gender-based violence, peace, and security. Such measures are not necessarily linear and work in synergy to optimise results as illustrated by the interconnectedness of the diagramme components in Figure 2 below presenting the reconstructed TOC.

Figure 2 Evaluation Reconstructed Theory of Change



## 2. EVALUATION PURPOSE, OBJECTIVES, SCOPE, AND METHODOLOGY

### 2.1 Purpose of the evaluation

The overall purpose of the evaluation was to provide information for decision-making regarding the possible next phase of the WEE Programme and to support learning and accountability from the results thus far. The evaluation examined who benefited, how resources were utilized and how partnerships contributed to the WEE Programme achievements. The findings from the evaluation will be used by UN Women, government institutions, stakeholders, implementing partners and donors, in particular the governments of Australia/DFAT and Japan/JICA. Also, the evaluation can inform UN Women Senior Management and programme staff at the headquarters, regional and country levels with an interest in, or working in women's economic empowerment. The evaluation may be useful for other actors working on women's economic empowerment, including the private sector, partner governments, civil society, UN agencies, INGOs, and NGOs, forums and platforms, national partners, as well as other donors.

### 2.2 Objectives of the evaluation

The objectives of the end of term evaluation of the Economic Empowerment of Women Programme implemented by UN Women in Papua New Guinea was to assess the relevance, effectiveness, efficiency, gender responsiveness, impact, and sustainability of the marketplace interventions under the SPD and MERI projects. The evaluation also aimed to generate an evidence base to inform any potential possible future scaling-up of

the WEE Programme interventions and to gauge limitations and improvements for future iterations of the WEE Programme.

In line with the TOR (see Annex 1) the main objectives of the end of WEE Programme evaluation were to:

- i) Assess the relevance and coherence of Women Economic Empowerment’s SPD and MERI projects with respect to UN Women and broader UN system programmes.
- ii) Assess the effectiveness of the WEE Programme intervention in achieving the WEE Programme outcomes.
- iii) Assess the sustainability of the interventions implemented by Women’s Economic Empowerment (WEE) portfolio.
- iv) Collect several impact stories from beneficiaries (both women and men), key government partners and stakeholders.
- v) Identify and validate lessons learned, good practices, challenges, and innovations that support gender equality, human rights, and women’s economic empowerment.
- vi) Provide actionable recommendations for the portfolio of UN Women on women’s economic empowerment.

### 2.3 Scope of the evaluation

The End of WEE Programme evaluation covered aspects related to the objectives and activities to attain results as laid down in the WEE Programme documents established for each phase, as well as the objectives indicated for PNG within UN Women’s Strategic Plans for the periods 2018-2021 and 2022-2025. It set out to identify and document innovations, as well as any significant unexpected or unplanned results, with a view to assessing the sustainability and upscaling of the interventions in the PNG markets. The evaluation assessed efforts to ensure inclusive approaches for persons/groups that may be more marginalised, for example on the grounds of disability or ethnicity or other dimensions.

The End of WEE Programme Evaluation considered the four different project components of the ongoing work of UN Women to support the economic empowerment of women in PNG markets from 2020 to 2023. The evaluation covered the WEE Programme interventions across these four project components. Funding and operational arrangements with implementing partners were also covered by the evaluation.

The geographical coverage of the evaluation included towns in Papua New Guinea’s provinces and regions, where the WEE Programme market interventions were carried out as shown in Table 2 below.

**Table 2 Geographical coverage of the evaluation**

<b>Town</b>	<b>Province</b>	<b>Town</b>	<b>Province</b>
Alotau	Milne Bay	Kimbe	West New Britain
Daru	Western	Tari	Hela
Goroka	Eastern Highlands	Vanimu	West Sepik
Lae	Morobe	Wabag	Enga
Mt. Hagen	Western Highlands	Wewak	East Sepik
<b>Market</b>	<b>Town</b>	<b>Province</b>	
Boroko Gordons Six Mile Waigani	Port Moresby	National Capital District	

## 2.4 Evaluation Methodology

The evaluation used non-experimental, theory-based and gender responsive approaches. Mixed methods (quantitative and qualitative data collection methods and analytical approaches) were utilized to account for the complexity of gender relations in PNG and to ensure participatory and inclusive processes that were culturally appropriate. The reconstructed SPD/MERI Theory of Change (TOC) provided an analytical framework for assessing contributions to outcomes.

For reporting the evaluation team identified the gender of all those interviewed and participating in focus groups. The market tool used to collect data, included gender and PWD specific observations to be noted. The interview guides included questions on gender equality and women's empowerment. The team not only interacted with women market vendors but also spoke with men market vendors. The majority of market managers were men, but the team made a point of asking about the gender of employees and their views on employing more women. In focus groups if there was a tendency for a man to dominate the discussion, the evaluation team sought out the views of the women present. In organising the focus group discussions and interviews the team endeavoured to find locations where women could speak out freely and confidentially.

The various data collection methods aimed to provide evidence-based information that was credible, reliable, and useful. The methods used included a review of WEE Programme documents (see Annex 2 for the list of documents), key informant interviews, focus group discussions, individual interviews (see Annex 1 for list of interviewees), a market observation tool, a case study on emerging model marketplaces in Papua New Guinea (see Annex 12) and a survey with CO and project staff (see Annex 10 for a summary of responses). The evaluation team engaged the UN Women WEE team, government counterparts, implementing partners, direct beneficiaries, duty bearers and other stakeholders.

To ensure maximum validity, reliability of data (quality) and promotion of its use, the evaluation carried out triangulation of the selected data sources collected. To the extent possible, the evaluation team collected gender disaggregated data, for example, on the composition of Vendor Association membership, market management teams, market staff, vendors at the markets and the stakeholders interacted with during the evaluation.

The evaluation employed a participatory approach wherein provincial market actors participated in a mix of evaluation activities. Spaces within and outside the markets were created for assessing participants' knowledge and feedback through structured and semi-structured interviews and focus group discussions. The evaluation also employed open methods whereby spaces, people, processes, and infrastructure were factored in through a market observation tool involving walking around markets, taking photos and informal discussions.

The End of WEE Programme Evaluation was guided by the OECD-DAC guidelines with respect to the following areas: relevance, coherence, effectiveness, efficiency, sustainability, and gender, human rights, and disability inclusion. The evaluation formulated a set of key questions found in Annex 8 .

## 2.5 Date Collection and analysis

The evaluation visited 14 market sites (10 in different regions of PNG and four in Port Moresby) conducting interviews and focus group discussions with duty bearers and rights holders (see Table 3 below). Guidelines with suggested questions were prepared for the evaluation team to use in conducting the data collection. See Annex 1 for the list of over 200 persons with whom the evaluation interacted. Table 3 below indicates the number of documents looked at and the number and composition of persons interviewed or participating in focus groups disaggregated by gender. Figure 3 below presents the percentage of informants by category and by gender.

With respect to sampling the evaluation team prioritized interviews and FGDs with women market vendors in all the market intervention sites identified. Male vendors also participated. Distinctions were made in relation to issues affecting women vendors as retailers in the market, as women vendors who grow their own produce and as wholesale vendors, as well as between ethnic groups of vendors. Efforts were made to sample PWD, but this proved to be limited due to difficulties to identify and connect with them. Contact with youth groups engaged in WEE Programme interventions in several market sites with interviews and FGDs was more successful. The aim was to also sample all market managers at all market sites, but this was not possible in all cases due to lack of forward notice by the CO to the managers. The majority of market owners and local governments and stakeholders were interviewed at the market sites visited. Guideline questions were used by the evaluation team to conduct the interviews and FGDs (see Annex 3 for sample questions).

**Table 3 Documents and key informants**

UN WOMEN   Document Review and Data collection			
Reports, knowledge products, interlocutor reports, tools	246		
	Women	Men	
Staff survey	8	7	1
<b>Interviews/FGDs</b>			
Beneficiaries: Market vendors and growers, PWD	115	102	13
Market management	28	8	20
Government (National, provincial and local governments, City Authorities)	24	8	16
UN Partners	5	2	3
CSOs (Youth organizations -2 women and 3 men)	8	5	3
Private sector/banks	9	2	7
Donors	12	6	6
UN Country Office and project staff	29	21	8
Total Interviews/FGDs	230	154	76

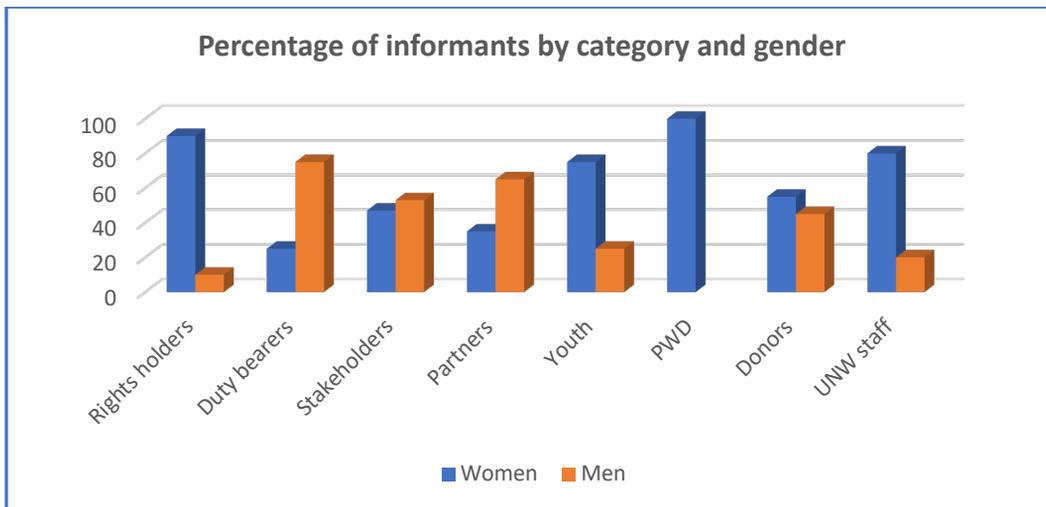
To the extent possible, the evaluation team collected data on the number of women vendors in the different markets, their membership of Vendor Associations (VAs), how many VAs were registered or in the process of registration with the government Investment Promotion Authority (IPA) (see Finding 5) and how many staff were employed in the different markets. However, this was not systematic, due to the logistical challenges faced by the team (see evaluation limitations below).

A market observation tool was utilised in all the market visits and consolidated in a market mapping of the conditions and facilities in the different markets as illustrated in Finding 7 of this report.

For the data analysis period, the evaluation team prepared a mapping of the situation in the different markets based on information given by key informants and the market observation tool data. Using the confidential notes from interviews and FGDs giving a variety of perspectives on the WEE Programme implementation process and results, the team analysed and discussed findings and recommendations according to the key evaluation criteria and each of the evaluation questions. These findings and recommendations were triangulated and cross checked with information and data from the desk review and the staff survey responses.

Towards the end of the data collection and initial analysis period (October 2023) a presentation on preliminary findings structured around the key evaluation questions was shared for information and feedback by the evaluation team with the Evaluation Reference Group attended by the Australian donor DFAT and the national government partner DfCDR. It was also shared with the staff of the PNG CO.

**Figure 3 Percentage of informants by category and gender**



The findings in terms of the number of beneficiaries and participants in capacity building activities for both rights’ holders and duty bearers as reported by informants and noted in periodic donor reports were compared against WEE Programme baseline assessments and targets contained in work plans and project results frameworks to determine to what extent WEE Programme outputs were delivered, and outcomes achieved. The quality and usefulness of training exercises and tools developed under the WEE Programme were also assessed via informant interviews describing their experiences.

The aim of the staff survey was to gather additional information and viewpoints from UN Women staff and personnel of the SPD/MERI projects in Papua New Guinea on the achievements and challenges in relation to the SPD/MERI WEE Programme implementation, as well as recommendations on the way forward for women’s economic empowerment. The responses to the survey contributed to further data collection and validating information obtained through the desk review, key informant interviews and interviews and focus group discussions with beneficiaries and stakeholders. Responses were kept by the SPD/MERI evaluation team as confidential and anonymous.

The response rate was 8 responses out of a possible 12, i.e. 66 per cent response rate. The project staff in the field (markets) whose contracts even though they had been discontinued in March 2023 apart from one, gave the most comprehensive and detailed responses.

## **2.6 Ethical, gender and human rights considerations**

The evaluators obtained oral informed consent from participants to participate in the evaluation activities prior to engaging in data collection. The evaluation team members read out the statement of intent of the evaluation and requested individuals to express their willingness to participate or not prior to initiating discussion or interview in English and/or the local language. Interviewees were assured that the information and views they shared would be held confidential and anonymous. The evaluation team leader verified the confidential notes as completed deliverables for the data collection national consultants.

The locations for interviews and FGDs took place either at meeting rooms/offices located in the markets or held outside markets in hotel spaces to ensure confidentiality and security. Team members submitted their interview and FGD notes in Word to the team leader who will dispose of them once the report is finalised. They have not and will not be uploaded on UN Women’s site. Team members were required to sign the [UN Women Evaluation Consultant Agreement Form](#) as part of the contracting process, which is based on the [UNEG Ethical Guidelines and Code of Conduct](#). The national consultants are bound by their contracts to not share the notes with anyone.

UN Women evaluation procedures were followed as per the gender responsive evaluation handbook. United Nations Evaluation Group (UNEG) Ethical Guidelines, Norms and Standards were followed. WHO Ethical and Safety recommendations for intervention research on violence against women <sup>12</sup> was followed throughout all evaluation and analysis steps.

## 2.7 Evaluation limitations

A number of limitations were experienced during the evaluation process. These included:

i) ***Non-availability of beneficiaries and stakeholders*** in some market locations for key informant interviews was a challenge, due to the lack of communication by the CO with all the market managers and vendor associations about the timing of the visit of the evaluation team to their markets. However, with persistence by team members, some respondents were able to avail themselves for interviews. In some cases, the evaluation team experienced hostility from vendors and market managers due to their dissatisfaction with UN Women's WEE Programme delivery. In other cases, ex-project staff voluntarily managed to rally an impressive number and array of informants, both rights holders and duty bearers.

ii) ***Limited number of project staff available for briefings and interviews due to non-renewal of their contracts in early 2023.*** This affected the information provided to the evaluation team about the WEE Programme. However, the CO monitoring and evaluation specialist managed to connect the evaluation team with ex-project staff in four locations: Alotau, Lae, Goroka and Mount Hagen. These staff made a tremendous effort on a voluntary basis to organise a full agenda of meetings and interviews in four market locations. In addition, several other ex-project staff volunteered their time to contribute to the staff survey.

iii) ***The organization of the evaluation lacked forward planning.*** Logistical arrangements were all made at the last minute, incurring delays in travel and payments for the team and service providers. It was a challenge to obtain the necessary documents due to the lack of a central electronic filing system at the CO, i.e. documents and reports were kept in individual laptops of staff and assembling them was a challenge exacerbated by the WEE team frequently on mission in carrying out direct implementation of WEE Programme activities on the ground due to project staff no longer being in post. In the absence of CO readiness for the evaluation, the evaluation team adopted a flexible approach and to the extent possible initiated organisational tasks and direct contacts with beneficiaries and stakeholders in the different project sites, and in particular relied on former project staff to provide briefings and introductions to key informants.

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<sup>12</sup> [WHO Ethical and safety recommendations for intervention research on violence against women](#)

### 3. FINDINGS

#### Relevance

To what extent did the SPD/MERI WEE Programme support for women market vendors align with national, regional, and global priorities (including those of the Australian and Japanese donors and others) and reflect UN Women's added value with regard to women's economic empowerment?

#### FINDING 1

**With 85 per cent of the population living and producing in rural areas for selling in marketplaces, the focus of the WEE Programme design on women's economic empowerment in marketplaces as key locations for cash economy opportunities for women was highly relevant. Market interventions were strategic given the high representation of women in the informal and rural economy and the potential for collaboration on women's economic empowerment among a range of duty bearers and stakeholders interacting with markets.**

The various interventions of both the SPD 1&2 and MERI 1&2 projects focused on the empowerment of women vendors across 14 provincial marketplaces around the country, as well as in the capital. In many cases, women vendors in these urban centres were exposed to awareness raising and training activities for the first time. The combination of these activities was aimed at empowering women vendors, who are the great majority in these markets. The objective was to help them find a way to stand together to raise their concerns and rights and to be a collective voice to market management to improve their conditions of safety and sanitation as well as advocating for fair fee-paying systems for access to markets. Diversifying vending pathways to enhance the income of women vendors was also the objective of offering short courses on financial literacy and business skills as well as offering some livelihood equipment.

Promotion of and support to vendor associations to enable a collective voice was a key component of the WEE Programme and relevant for women's autonomy and empowerment. Promoting and supporting the registration of their organizations with the PNG Investment Promotion Authority was a key strategy for their recognition by and standing with market management, as well as with local authorities such as local and provincial governments and city authorities. Engaging in strengthening and recognizing vendor associations helped generate ideas and ambitions for networking with other vendors associations across the country for sharing experiences and lessons as well as for creating a vision for possible trading across provinces offering diverse products. For example, the Vanimo Vendors' Association has launched networking with women vendors in other provinces to sell their goods.

The design of the SPD 1&2 and well as the MERI projects was a response to the concept promoted by the PNG government in 2019 to extend the successful UN Women Safe Cities Programme to the district level with the SPD and MERI projects subsequently supported by DFAT and JICA. In practice, the markets where the projects were implemented were provincial level markets, where growers transported their produce from district and community level to the provincial markets. District markets as well as urban satellite markets also operate in parallel, often without the physical infrastructure provided under city and local governments to the larger provincial markets. The choice for interventions at provincial level markets was relevant in order to showcase what can be achieved and over time to extend market infrastructure services to satellite and districts markets in a context of rationalising the movement of agricultural produce and goods across a more coordinated market system.

The social and safety audits and needs assessments conducted at the community level were helpful to ensure the relevance of the WEE Programme. The WEE Programme carried out local level consultations on safety issues and needs assessment of the community at the initial stages of the WEE Programme. UN Women conducted rapid assessments in 13

markets across PNG to benchmark women economic empowerment market interventions. The assessments also were used to reshape the WEE Programme interventions during COVID-19 pandemic. During the assessments it was noted that 70 per cent of households lost their income due to the COVID - 19 pandemic. These results were later confirmed by findings of the UNDP and World Bank socio economic assessments. These statistics provided the data required to focus the interventions, including providing practical skills training such as advance tailoring and sewing which enabled women to diversify their income sources. Many women who participated in the skills training also learnt about financial literacy and the importance of saving. The rapid assessment revealed that while many women earned money in markets, they did not save these funds because banks were not available in the market vicinity and if they do, the vendors did not have bank accounts. UN Women partnered with UNCDF and micro finance institutions to examine how to establish local banking agents in the markets. Women who participated in the FLT had an opportunity to open bank accounts. There have been positive impacts of this work, with reports of women increasing their savings and having funds set aside to expand their business activities.

To maximise the relevance of the WEE Programme it is important to distinguish and differentiate more clearly between market “vendors” often termed as “resellers” and growers who vend their own produce or sell to vendors. The “resellers” are more urban based either in the capital of Port Moresby or the provincial capitals and purchase agricultural produce and goods wholesale from the growers to resell at higher prices. In some markets, particularly in the highlands, there is an oversupply of produce leading to competition between the resellers and growers with resellers often having secured tables in the covered market area while the growers are selling on the ground or the floor or outside the covered areas with umbrellas, but within the fenced areas for which the growers have paid an entrance fee. Thus, the situation and needs of these two groups varies affecting the assessment of the relevance of the projects’ interventions. For example, for women growers travelling long distances from their farms can mean they cannot return home in the same day, especially if their produce is unsold. This implies that there is a need for safe accommodation and few provincial market towns are providing for this. For some provincial market towns, women growers have relatives in the urban areas where they can stay, whereas in other instances, they are sleeping in the market overnight (e.g. Lae). In addition, to accommodation needs of growers, they may have a more urgent need than resellers to access storage within the markets for their unsold produce of the day. Storage facilities are quite limited in most markets with newer markets starting to make more provision for storage such as in Alotau, Kimbe and Goroka and the planned new market in Lae.

To assess to what extent that the women’s economic empowerment WEE Programme of UN Women is relevant to the more vulnerable and marginalised women market vendors and growers in Papua New Guinea, consideration needs to be given to the many thousands of women vendors selling in district markets, outside provincial markets and urban areas and on roadsides all over the country. These vendors have the least protection and security as well as limited water and sanitation facilities. These women vendors and growers are not organised and so have little voice. Being focused on provincial and urban markets the WEE Programme was not designed to have a direct impact in the immediate term on these large segments of more marginalised market vendors and growers. However, there was an example identified during the evaluation where outreach of the WEE Programme to a district market took place. The WEE Programme in Mount Hagen reached out to the Mul Baiyer District piloting a community initiative model and supporting the formation of the Manda Valley Women Vendors’ Association. This example and the models evolved in the provincial markets to working with vendors and LLGs shows how further development of the WEE Programme could find ways to reach the district level and more marginalised groups of women vendors.

The relevance of the WEE Programme to disabled women and certain ethnic groups not able to access the markets to sell their produce or goods is not clear given that specific outreach beyond the markets, as well as advocacy with market management, is needed

to ensure their inclusion, for example in Port Moresby certain local growers' ethnic groups have difficulties in accessing the markets to vend their produce.

While some markets did provide specific areas for PWD for vending, the evaluation observed that these were not being utilised by PWD and were assigned to other vendors. While the WEE Programme recognised the importance of UN Women's priority for reaching the more marginalised groups such as PWD, a specific strategy could have been designed to locate PWD and their representative organisations and programmes to help bring PWD into the marketplaces. The evaluation found that the Lae market had an inclusive approach by providing specific areas in the market for different ethnic groups (Morobe and Highlanders).

Another relevant and strategic intervention of the WEE Programme was outreach beyond the marketplaces to youth in the community (see Box 1)

### Box 1 Youth Engagement

#### Sanap Wantaim Yut - Stand Together

Youth groups played an important role in marketplaces and the community during the MERI 1 pandemic raising awareness on COVID-19 prevention and protection in the markets. Youth groups were further mobilized through the Spotlight initiative and received leadership training. UN Women conducted a five-day national training of trainers (TOT) workshop in Goroka, Eastern Highlands Province (9-13 August 2021). The workshop brought together 33 participants from 12 civil society organizations (CSOs) under the Spotlight Initiative and the Women Peace and humanitarian Fund (WPHF). The workshop aimed at introducing and building understanding of the Sanap Wantaim strategy and tools for use. The workshop increased participants' awareness on gender-based violence and safety for women and girls. Other topics covered included the court systems in Papua New Guinea and the referral pathways available for survivors of GBV to access.

The Sanap Wantaim Behaviour Change Campaign advocates for safe public spaces free from violence and harassment, where women and girls are safe and respected. The campaign is led by young leaders in Port Moresby, Alotau, Daru, Goroka, Kimbe, Lae, Mt. Hagen, and Wewak. The CSOs at the workshop indicated that they would support the rollout of the Sanap Wantaim Campaign and conduct awareness activities and public outreach activities in the provinces they operate from. The training activities aim to equip youth with important knowledge and skills to be able to carry out awareness in communities, schools, and public spaces. In Daru under the MERI project youth groups mobilized into groups and took ownership of issues and challenges faced by the women vendors. When there is escalation of law-and-order issues, the youth provide security at the market for the women market vendors.

*"Young people have the ability to shift the dominant norms and ideas about gender and masculinity, and challenge the patriarchal beliefs, practices, institutions and structures that drive inequality between men and women". MERI project manager*



## FINDING 2

**UN Women’s focus on improving the governance of market management and building the collective voice of women vendors in tandem with donor efforts to build new provincial markets or renovate existing markets was relevant to national and development partners’ priorities. Interventions in markets for COVID-19 protection and recovery were particularly relevant during the pandemic period. While the design of the implementation strategy was highly relevant, the quality of certain interventions needs improvement.**

Women vendors and growers make up the large majority vendors and generate a great deal of market revenue through their market entry fee payments. The training of market managers under the UN Women WEE Programme on how to better govern markets in terms of security, communications, sanitation, water supply, organization of seller spaces, fee systems, revenue, maintenance, and workforce management was relevant to government and development partner<sup>14</sup> dual objectives of more efficient markets and women’s economic empowerment. The PNG Medium-term Development Plan III (2018-2022) recognises that gender inequality in Papua New Guinea has led to a 60 per cent loss in potential human development. Women’s economic empowerment was one of seven goals included in the Plan under the Key Result Area (KRA1) on Increased Wealth and Revenue Creation. The Plan promotes inclusive economic development with a focus on the informal economy and the role of women. The training activities also provided opportunities for both market managers and vendors to integrate increased awareness on gender issues, including on sexual harassment in markets.

The interventions under MERI 1 concerning COVID-19 pandemic were particularly relevant and appreciated. The installation of small infrastructure measures such as wash basins, sanitation upgrade, closed circuit television (CCTV) or video surveillance, public address (PA) systems and signage as well as equipment such as masks, gloves and antiseptic gels combined with training on hygiene, use of equipment and social distancing were critical and relevant interventions.

The relevance of the design of the WEE Programme for improved market governance and mobilisation and capacity building of vendors and growers was enhanced by parallel infrastructure contributions of DFAT under SPD 1 to build new markets and renovate existing markets. The design of the SPD 2 for UN Women implementation, on the other hand, had a primary focus on infrastructure combined with some interventions on financial literacy for women market vendors relevant to women’s economic empowerment. However, UN Women’s lack of expertise and mandate on managing and overseeing the implementation of physical infrastructure aspects involving civil engineering limited this relevance in practice (see more under findings on effectiveness).

### Coherence

To what extent was the WEE Programme coherent with other gender equality and development efforts in marketplaces and the informal economy of the UN, Government of PNG, and donors as well as internally with UN Women programmes?

## FINDING 3

**UN Women successfully established coordination and representative mechanisms at local levels for coherent interventions and mobilizing stakeholders to advance the gender equality goals of the government and the UN, specific to marketplaces as key informal economy hubs in PNG. However, there was limited engagement at national level.**

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<sup>14</sup> The Partnerships for Recovery: Australia’s COVID-19 Development Response, October 2020

<https://www.dfat.gov.au/sites/default/files/covid-response-plan-papua-new-guinea.pdf>

The Markets Economic Recovery and Inclusion (MERI) program is supported by the Papua New Guinea-Australia Partnership <https://png.highcommission.gov.au/pmsb/1161.html>

WEE Programme implementation involved considerable collaboration with local government (LLGs) managers, City Authorities, market managers and companies established as business arms of the provincial markets. There was also ongoing collaboration at the provincial level with the Division of Community Development. This consisted in preparing marketplace assessments, planning for, and participating in the WEE Programme activities as well as the setting up of and technical support to the multistakeholder Local Project Implementation Teams (LPITs) to discuss and make decisions on marketplace improvements. By supporting the LPITs and vendor associations the WEE Programme enhanced communications between market managers, who are mostly men, and market vendors, the majority being women.

At the national level there was initially collaboration during the inception of MERI 1 on a revision of the PNG government's Informal Economy Policy with the Department of Community Development and Religion (DfCDR), the main national government partner for the UN Women WEE Programme. The focus of DfCDR is on the PNG government's informal economy policy (see Box 2 below). DfCDR is currently working on the review of this policy. Through a partnership/MOU arrangement, in 2020 UN Women provided technical and financial support for the policy review by preparing facilitation guidelines and workbooks for participants, in order for the DfCDR to conclude a round of consultations to inform the new Policy. A draft policy document was shared with the aim of gathering feedback from local governments and stakeholders who would be involved in the implementation of the Policy which was expected to be launched in 2021.<sup>15</sup> Despite the MOU with DfCDR providing for an ongoing partnership with UN Women, there was limited involvement of the DfCDR in the latter phases of the implementation of the WEE Programme together with a lack of information sharing between UN Women and DfCDR via regular progress reports. Even though UN Women worked with community development officers of DfCDR as part of the LPITs mentioned above and who were participants in training activities offered under the WEE Programme, exchange, and coordination at the national level was limited.

Stakeholders expressed strong appreciation for the setting up of the WEE Programme's Local Project Implementation Teams (LPIT). A wide range of local and provincial entities participated in the LPITs which were particularly active under the MERI 1 implementation during the COVID-19 pandemic. The multi-stakeholder composition of these Teams worked very well in the emergency phase of the pandemic. However, sustaining this dynamic mechanism proved challenging with the decline in systematic technical support and follow-up of the UN Women's CO with local project staff, resulting in the LPITs being far less active during the latter stages of MERI 2.

### Box 2 Informal economy policy

The **Informal Economy Policy** and an accompanying **Voice Strategy** promote the growth and improved performance of the informal economy. The Policy identifies two key strategic measures to promote the informal economy:

- financial inclusion, calling for measures to increase financial services to the people involved in informal economy activities
- government provision of appropriate public goods and services including both physical infrastructure and human services.

The Voice Strategy proposes a framework for workers in the informal economy to be within representative groups such as market vendors associations, in order to increase their voices and participation in decision making processes in the markets.

The Informal Economy revised Policy is expected to offer more protection for workers with the aim of ensuring that legal protection is available and supporting services for those wanting to transition into the formal economy. In 2019 an audit report of the informal economy underlined its important role as a safety net for a large segment of the population and

<sup>15</sup> Annual PNG CO report 2021

received government support for legislation. A final revised document with proposed legislation was expected to be launched in April 2021, but was not realised, due to delays and legislative financing shortfalls by executive government.<sup>16</sup> It is expected to be released in early 2024 by the DfCDR.

*Annual PNG CO report 2021*

## FINDING 4

**There was good outreach to a range of stakeholders, mainly at the local provincial level in WEE Programme implementation. More internal UN Women collaboration on women's economic empowerment across related thematic areas such as governance, leadership and GBV could have enhanced results. While there was collaboration with UNCDF, synergies with gender equality initiatives of other UN agencies could have strengthened the quality of interventions.**

Internally, within UN Women CO there was collaboration with the EU funded Spotlight Programme for the training of youth on leadership and gender-based violence to play a role in assisting and protecting women market vendors and promoting security and cleanliness in the markets as well as in the community. As a result, youth organizations are actively participated in the WEE Programme in provinces such as Daru, Lae, and Mt Hagen. However, their expectations have been raised somewhat and their organizations reported that they are hoping for additional funding from Spotlight for training more unemployed youth to give them positive mindsets and roles in the community, but this funding was not forthcoming. Despite governance improvements in the markets, harassment of women vendors by security guards, fee collectors and produce unloaders and carriers (“taxi boys”) persists pointing to an ongoing need for collaboration on GBV across CO programme areas.

A partnership between MERI 2 and UNCDF on financial literacy for women market vendors further enhanced the work of UNCDF in this domain, extending it to marketplaces through MERI 2. It aimed at providing guarantees to encourage lower interest rates by lending institutions (e.g. 4% Mama Bank, 2% MiBank) for women vendors to be able to take loans to build and diversify their economic endeavours. The arrangement worked more as a subcontract to UNCDF which independently implemented a component of MERI 2 whereby 40 women vendors were selected from four markets (Gordons, Lae, Goroka and Vanimo) to be trained on financial literacy by the UNCDF partner, Women's Micro Bank Limited (WMBL), also known as Mama Bank. UNCDF worked with financial institutions to develop financial products suited to the situation of women vendors. In parallel, UN Women carried out financial literacy and business skills development training with women market vendors under the SPD 1 and 2 projects. Market managers were also invited to participate in business skills development training with a view to them becoming Business Skills Development (BSD) trainers. However, there was limited evidence of synergies between these two related aspects under the MERI 2 interventions.

The Programme worked across 14 provincial markets with market managers, women vendors and growers' engagement on governance, leadership, and women's economic empowerment. These areas of concern are connected to issues related to the supply and demand for agricultural produce, agricultural productivity, transport of goods to markets, the transformation of agricultural raw products into processed foods to enhance women's economic opportunities and income and the management and performance of market systems that are inclusive of provincial, satellite and district markets. Given the centrality of marketplaces and agricultural production to the PNG economy, integrated approaches

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<sup>16</sup> The movement of workers between the formal and informal economy was evidenced in a 2018 National Audit of the Informal Economy in PNG, which found that 90% of all households received at least some income from the informal economy, and that workers employed in the formal economy also undertook informal employment after hours to supplement their wages (DfCDR 2019).

to deliver more significant results could be achieved through greater UN agency collaboration and joint programmes optimising the technical expertise on these issues across agencies such as FAO, ILO, and UNDP. For example, UNDP is implementing a financial literacy project for women entrepreneurs and working with provincial governments on their gender strategies. However, the evaluation found little evidence of UN agency partnerships for holistic strategies, rather UN agencies were engaged in implementing their own projects in areas where collaboration through joint programmes could have been advantageous to the beneficiaries and stakeholders.

### Box 3 FAO Women's economic empowerment in rural PNG

#### FAO promoting women's economic empowerment in food chains in rural PNG

FAO is supporting women's participation and inclusion in the value chains of cocoa, vanilla, and fisheries in the Sepik region. This includes capacity building of women vendors and growers on techniques for fish drying and production of cocoa powder and selling these in district markets, as well as training local agriculture extension officers to continue implementing the programme at community level.

*EU funded FAO Programme for Support to Rural Entrepreneurship, Investment and Trade (STREIT)*

## Effectiveness

How and to what extent did the WEE Programme and UN Women contribute to the socio-economic security and livelihood of women growers and market vendors and provide innovative solutions and normative change to advance sustainable and inclusive growth?

### FINDING 5

**The WEE Programme achieved positive results in relation to goals for improving market governance and facilities, (especially during the COVID pandemic), and the economic empowerment of women market vendors, as evidenced by those targets achieved or partially met for a range of outcome indicators. Despite short timeframes for the implementation of the four projects, more could have been achieved if more targets had been met and delivery rates for the projects had been higher.**

With regard to the reconstructed TOC for the evaluation, the intermediate results for enabling women market vendors to have improved incomes and voice in market operations were achieved to varying extents. Establishing vendor associations, skills building, and gender responsive market infrastructure improvements were generalised across most locations. At the local level greater awareness of women's rights was increased and initial WEE Programme delivery mechanisms were in place and effective. However, there was limited progress on the implementation of national and local policies on gender equality.

A number of assumptions of the TOC were realised to varying degrees depending on the location. These included youth being engaged for promoting gender equality, capacity improvements of local government to sustain market improvements, support for women's participation in market structures (Alotau, Kimbe and Wabag) and some hindrances to the WEE Programme experienced through political interference and localised conflicts in some market locations (Tari and Wabag). On the other hand, the assumptions concerning maintenance of improvements in market infrastructure and building capacity of CSOs (other than youth organizations), to promote rights in marketplaces remain to be seen in the future.

With regard to the results achieved vis a vis the performance indicators and targets set, these varied according to the different projects and their specific components. Annex 7 provides a table for each project detailing the results against the different indicators and targets. Reporting on these was not systematic over time, with some not being reported

and other results reported that were not planned in the original project document. This made establishing a results chain rather limited. Below is a summary of results for the different projects under the WEE Programme.

**For the SPD 1** project (DFAT) covering Kimbe and Wabag markets, all targets for the outcome indicators were exceeded except for one that fell slightly below the target- *percentage change in market vendors who reported an increase in disposable income*.

**For the SPD 2** project (JICA), only one of 13 outcome and output targets were met according to several donor reports submitted by the CO. This was *“the proportion of market vendors and users demonstrating basic COVID-19 hygiene practices”* where the target of 70% was exceeded with 79% reached.

Another target indicator *“the number of vendors trained on financial literacy and business development skills”* saw the SPD project reaching 68% of the 1950 vendors (1500 women and 450 men) targeted for Alotau only. The output indicator *“proportion of women market vendors who feel safe at the markets”* had a target of 50% and by the end of 2022 the figure reached was 37.6% (26.3% Alotau and 48.9% Wewak) reporting feeling safe. On the other hand, donor reports indicated a number of other results not linked to the original targets set, for example, *“75% vendors reporting making their own decisions on the use of their income”*, which happens to be an outcome indicator under MERI 2. Similarly, *“3000 men and women market users reached through 5 COVID-19 awareness raising sessions (3 in Alotau and 2 in Wewak) in partnership with youth advocates”*. Implementation of the WEE Programme involved overlapping of the activities of SPD 1&2 with the MERI 1&2 projects across different markets reflecting contributions to the range of indicators across the projects.

The SPD 2 Output indicator: *“percentage of Wewak and Tari market infrastructure compliance to safe market guidelines”* had a target of 90% but until late 2023 0% was reported given that construction of the new markets was still to be started. Construction is expected to start and be completed by April 2024, the date to which the project was extended at no cost due to various delays.

**For MERI 1**, out of the 12 outcome and intermediate outcome indicators, only one had a target set, i.e. *“mandatory controls are observed by market vendors and shoppers”*. The target set was 100% or all markets and the results reported were 75%. On the other hand, percentages on several targets were reported as achieved, for example, 43.5% of women’s income returned to pre-COVID-19 level and 57% of market vendors feeling safe at the markets even though the target was the number of women market vendors. In addition, it was reported that there was *“33 % female representation in the Local Project Implementation Teams and able to influence key decisions around market management”* against the target of *“women and PWD participate in the design of market operation plans”*.

Similar to SPD 2, a number of results were reported for MERI 1 not directly linked to the outcome indicators, for example, *“505 local government and market regulators trained on how to manage a market during a pandemic”* and *“311 women vendors livelihood improves with targeted skills training in baking, food handling, textile designing and sewing and linked to microbanks for savings and affordable finance”*.

Detailed market assessment reports for a number of markets (Alotau, Kimbe, Lae, Vanimo, Wewak) collected valuable baseline information and analysis, but these did not appear to be used for establishing targets for MERI 1 or for refining the formulation of targets for beneficiaries and duty bearers in the results frameworks or subsequent assessments and donor reports. Similarly, valuable information collected through the market profiles and scorecards for a number of markets (Boroko, Goroka, Kimbe, Lae, Mt. Hagen, Vanimo and Waigani) did not give rise to adjustments or setting of targets.

**For MERI 2** there were 11 outcome and intermediate outcome indicators set. Of these a couple were almost met, *“the number of market management team members trained and*

supported to develop and implement local implementation plans for the revised *Informal Economy Policy*”, whereby 100 were reached against a target of 110. For “the number of vendors associations established and supported with capacity-building and mentoring support” the target was 9 with 8 being realised. The intermediate outcome of “percentage of women and people with disabilities reporting increased confidence and ability to advocate for their rights in market management bodies” had a target of 60% of 1000 vendors reached. Of these 52.3% were reached. However, as the indicator does not disaggregate women and PWD, the reporting did not do so either. Therefore, it is unknown how many PWD were reached. The evaluation team could only identify a few such PDW participating in the WEE Programme. The outcome indicator, “percentage of women market vendors who reported an increase in disposable income” had a target of 60% of 500 market vendors and 40.1% of these were reached.

**Unplanned and unexpected results** for the WEE Programme included working with women market vendors across 64 wards (community level) in Wabag to form vendor associations linked to the provincial Wabag Vendors’ Association. Similarly, in Mt Hagen, there was WEE Programme outreach to form a community- based vendors’ association (Mul Beyer district). These demonstrate the potential for more inclusive approaches and including the more marginalized women vendors at provincial district levels. Also, not expected for was the operation of markets in Alotau, Kimbe and Wabag by mainly women teams, departing from the norm of all male market managers. Such a strong mobilization of youth, especially during the COVID-19 pandemic was also unexpected. Other unexpected situations were those concerning the conflicts within the VAs in some locations and the dilemma of the crossover in registering produce associations and vendor associations.

Data on UN Women CO indicators were reported by UN Women under the WEE Output Indicator Tracking Tool for the CO programme over 2021-23 (See Table 4). These captured the overall effort of the WEE Programme covered by the two SPD and two MERI projects. However, these indicators, while similar in some respects, are not the same as those laid down in the project documents.

**Table 4 UN Women CO tracking indicator results**

Tracking indicators	Target	Result reported
Number of duty bearers trained and supported to develop and implement gender responsive policies programmes that promote women’s livelihood activities in markets	500	77 or 15.4%
Percentage of women entrepreneurs and farmers who reported ability to make decisions over the use of their income,	80%	0% Data still to be obtained
Number of vendors trained on financial literacy and business development	1000	747 or 75%
Percentage change in market vendors’ who reported an increase in disposable income	70%	0% Data still to be obtained
Number of market vendors and users (by gender) reached with messages on gender equality and women’s rights	25000	1189 (5%)
Percentage of UN Women supported markets with 50 plus score implementing gender sensitive governance systems, transparent accounting systems that promote women’s economic empowerment and safety.	60%	0% (scorecard was not conducted a second time to compare changes)

By the end of 2023, the delivery rates for the different projects under the WEE Programme were 40% for SPD 1 and 47.68% for MERI 2. Delivery rates for MERI 1 were not available but appeared to be fairly high according to reports on interventions completed during the COVID-19 pandemic. For SPD 2 (JICA) the delivery rate for a small women’s livelihood

component was high at 99%. The largest component on infrastructure is yet to be completed by April 2024.

## FINDING 6

**UN Women successfully mobilised both women vendors and market managers through the establishment organisations of women market vendors for collective voice, the launching of market operational plans and the setting up of provincial multi-stakeholder mechanisms to address market governance and improve market facilities.**

Many markets improved their facilities in relation to water, wash basins, hygiene, cleanliness, and security during the COVID-19 pandemic. Stakeholders reported widespread appreciation for the market interventions under MERI 1 introducing COVID prevention measures together with training and equipment (COVID protocols). As a result, these reduced market related COVID 19 risks for women vendors, PWD and consumers at the time, maintenance of which is an ongoing challenge.

**Local Project Implementation Teams** set up as a coordination mechanism, were a vital element in attaining results for each market. This consisted of a wide cross section of stakeholders that met regularly to take stock of progress and to make decision. The composition varied and was specific to each market location context. Included in the LPITs were entities such as provincial governments, district administrations, provincial Health Authority, Provincial Police Commander, provincial Council of Women, city authorities, government agencies such as the Division for Community Development, market managers, vendor associations, mayors, Youth, People with Special Needs, Provincial Fire Service and Water PNG as well as the private sector and CSOs. In many of the markets the WEE Programme staff (interlocutors) were part of and supported the organization of the LPIT regular meetings.

**The organization of women vendors into vendors associations (VAs)** was another important achievement of the SPD and MERI projects and almost met the WEE Programme's set target with eight VAs established and supported with capacity building against a target of nine VAs. While some VAs existed already, especially in the established Port Moresby markets, the WEE Programme was able to mobilize women vendors and growers to strengthen and form associations in provincial markets. Many vendors interviewed indicated that this was the first time they were exposed to the notion that a collective voice could help better identify common issues and generate actions to improve the conditions of security and market facilities and to provide enhanced economic opportunities in the markets.

The WEE Programme activities strengthened and formalized existing VAs and even opened doors for them to tender contracts from public funds. In other cases, new associations were formed and are in the process of formalizing and registering with the government Investment Promotion Authority (IPA) (see Table 6). There are examples of the VA's extending beyond the provincial market structures, for example, Wabag market managed by the Women's SME Association has a vision of supporting associations in all 64 wards, with 39 already on the way. In Mt. Hagen, a district VA of vendors and growers has been established in the Mul Beyer district, as part of the MERI 2 Project outreach from the provincial market in Mt. Hagen.

**Table 5 Mapping of market vendors' associations**

Mapping of market vendors' associations	
Status with government Investment Promotion Authority (IPA)	Number of Markets
Registered with IPA	7 (Goroka, Kimbe, Lae, Mt. Hagen, Six Mile, Tari, Wabag, Wewak)
Awaiting IPA Certificate month (October 2023)	3 (Mt Hagen 2 <sup>nd</sup> VA, Vanimo Urban, Waigani)

Notice of Intent yet to be advertised but it's with IPA	1 (Alotau)
Vendors Association formed awaiting Notice of Intent	21 (Daru)
Vendors Associations IPA renewed	2 (Boroko – 6 VAs, Gordons – 13 VAs)
Total	33

The number of vendors in markets and those who are members of VAs is varied. For example, there are 300 vendors at the Alotau market which has a capacity for 500 to 1000 vendors and the VA in Alotau has 50 members. In Goroka there are around 2000 vendors, 95% of whom are women, and the VA has 65 members. In Mt. Hagen there are 3000 vendors, and the VA has 46 members. In the Lae market there are 1500 to 2000 vendors, 80% of whom are women and there are 600 members of the VA with 300 fully registered with IDs. In the Waigani market out of 429 vendors, 228 are registered members of the VA. At Six Mile, there are 56 registered members and 100 more members pending to register with association. In Vanimo market there are 300 vendors, 70% of whom are women, and 200 vendors elected their first Executive Committee in June 2022. In Tari though the market is not yet built the VA has 100 members. Some VAs have Facebook pages such as the Milne Bay VA in Alotau.<sup>17</sup> (Source of data: WEE Programme market profiles, scorecards, and market assessments)

**Market operational plans** for nine of the 14 markets participating in the WEE Programme have been drafted— Alotau, Gordons, Goroka, Kimbe, Lae, Mt. Hagen Six Mile, Wewak and Wabag. These plans are undergoing review by the PNG CO and will identify areas of improvement to the market operations plans, to ensure the setting of short to long-term objectives and goals in addition to outlining day-to-day operations of the markets. This process is underway to focus on what should be done in the markets to improve the facilities and environment and to make markets more conducive to supporting business activities. Once finalized, it is anticipated that the operational plans will be formally adopted and registered with local authorities in 2024. Already the Goroka market has successfully finalised its Market Operations Plan which was formally endorsed at the Local Level Government Assembly on 15 December 2023.

**By working in tandem with market managers and market structures**, UN Women supported operational market plans that were more inclusive in addressing women vendors' needs and concerns. At the same time, VAs becoming formalized and recognized, helped create and strengthen a space for their voice within the market management structures. For example, the Wabag market operational plan strongly recommends "that the market owner, which is often a local government, should establish a Market Management Committee as a formally constituted body. **Membership should include vendor representatives**, officials with responsibility for law and order and health, as well as representatives from community organisations and the private sector. Quarterly meetings to review market operations would be appropriate."

Thus, through the interventions of strengthening VAs and market management together with the setting up of the LPITs, the WEE Programme aimed at promoting interaction, coordination and communication between women vendors, market management and local government or city authorities. In addition, the engagement of young men and women in the community to promote gender equality, safety, and to combat violence in the marketplaces together with city cleaning and safety programmes (such as the Sanap Wantaim Yut - *Stand Together*) contributed to broad stakeholder involvement in improving markets and women's economic empowerment and security.

This kind of integrated approach and collaboration was successful in the earlier phases of the WEE Programme, but in the latter part momentum dwindled. There was some confusion and lack of clarity on governance approaches in VAs resulting in conflicts over

<sup>17</sup> Source of data: WEE Programme market profiles, scorecards, and market assessments

issues of representation, orientation, and management in a number of market locations. Splintering among vendor groups occurred with more than one Association being formed. The WEE programme could have provided more clarification on who has the authority to lead and represent market vendors and growers. There is a challenge to assist inexperienced women vendors' groups to guard against capture of their VAs by external individuals. In addition, market employees, for example, would normally be represented in market employee associations or trade unions, not VAs.

Some confusion has also arisen in Port Moresby markets where numerous VAs were formed in Gordons and Boroko, instead of one coordinating VA per market putting forward a collective voice on common issues around market conditions. This arose out of a need to form and register specific produce lines, such as for example, poultry, to advance the needs and concerns of vendors regarding these products. There are valid reasons for such entities, and they can be registered with IPA as business entities rather than as VAs. The MERI project had limited interventions within the Port Moresby markets and did not address this problem.

Some risks encountered by the evaluation team was reporting by a couple of VAs expressed that despite being organized they felt their voices were not being heard by their market managers, especially in relation to market maintenance issues. The evaluation team also observed that in other newer markets, there appeared to be a tendency for market management to influence selection of the VA leadership, "handpicked" being the term cited. These concerns reflect the need for a deeper understanding on governance concepts and principles, both for market managers and VAs.

## FINDING 7

**UN Women achieved a fair amount of capacity building on governance of markets, business development skills and financial literacy for key marketplace stakeholders—women vendors, market managers and local government actors – reflecting the WEE Programme design of an integrated strategy to empower women in the PNG marketplaces and position the markets as business hubs. However, some set targets were not met, and the implementation of capacity building interventions lacked sufficient technical expertise and sustained coordination and follow-up for inter-related aspects.**

Building capacity with the different market beneficiaries and stakeholders was the principal intervention under the WEE Programme, with numerous workshops ranging from 2-5 days across the markets, some with specific provincial markets and others organized on a regional basis bringing several or all the markets in the WEE Programme together. Participants were appreciative of the opportunities to attend training and to learn experiences from other markets. Hope and dignity were given to illiterate vendors to scale-up their trade and marketing pathways with awareness raised on the 'leave no one behind' concept so that simple informal vendors (women) could be economically empowered to contribute to the economy of the province. The idea was firmly planted that women could go "from being just a vendor to being a businesswoman and owning your own business." Awareness was also raised on a 'Voice-up strategy' through collective actions to create channels for communicating issues, promoting transparency, good governance, safety, and security, and raising concerns to relevant and responsible authorities as well as the need for networking and partnership strategies through VAs.

However, in interviews they also noted that the workshops were often too short for full learning of the subject matter and needed follow-up and coaching to apply skills was limited. Other feedback included postponement and changes by the CO in Port Moresby for planned training activities and that "*Trainers need to translate and break down the terminologies used in the training to the level and understanding of the vendors who are mostly illiterate*" and "*Trainers themselves need to understand the Training Manual first.*" Vendors consulted in other markets considered that there were information and communication gaps between the trainers and the vendors with many vendors, especially those who are illiterate, not aware of the UN Women WEE Programme. It was suggested

that access for more women vendors be given with the training approaches made easier for them. Some male vendors felt training workshops were not inclusive and some vendors pointed out that the acronym MERI, meaning *woman* in the local language transmitted an exclusive message.

#### **Capacity building of women market vendors**

For women vendors in the markets, the WEE Programme offered several forms of capacity building with a view to providing a means to enhance and diversify their income streams: financial literacy training, business skills development and livelihood training (see Box 4). These all contributed to significant awareness raising and changing of mindsets of the participating women vendors in terms of developing a budgeting and saving culture as well as the notion of entrepreneurship as an avenue to add value to their vending activities.

#### **Box 4 Livelihood targets**

A total of 311 women vendors were targeted by UN Women interventions and provided with training in baking food, handling textile designing, and sewing and linked to microbanks for savings and affordable finance. The skills training was aimed at improving their income levels through diversified economic activities. Participants who received UN Women livelihood skills training reported increase income and better management of their small business. They still had challenges in accessing capital equipment and materials to expand their business as many do not have bank accounts savings nor equity to secure loans.

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**Financial literacy training** was offered to women vendors under the SPD 1& 2 projects as well as the MERI projects. A target of 200 for financial literacy training of women market vendors was exceeded with 247 for Kimbe and Wabag markets under the SPD 1 project.<sup>18</sup> Collaboration with the UNCDF under the MERI project also contributed to women vendors having access to training on financial literacy. In addition, UNCDF worked with financial institutions to raise awareness and support the design and development of financial products suitable for and accessible to women vendors (see Box 5 below). In some cases, UN Women engaged with financial institutions such as Mi-Bank and Mama Bank to help deliver the financial literacy training and follow up to assist women vendors open accounts and take loans as at the Lae Provincial Market.

#### **Box 5 UN Women and UNCDF collaboration**

##### **UN Women and UNCDF collaboration**

UNCDF addresses the financial needs of those lowest in the spectrum (vendors, youth, PWDs) through promoting access to affordable financing, financial literacy, and business skills training. It works with the private financial sector for sustainability of initiatives. Under the MERI project UNCDF collaborated with UN Women to support and rejuvenate market women vendors, whose entrepreneurial activities were impacted by Covid-19. A target of 160 vendors with 40 each in four markets- Gordons in Port Moresby, Lae, Goroka and Vanimo – was set to provide financial literacy training and support to open bank accounts and access loans. Mi Bank and Mama Bank were approached to provide banking services in or near the markets. In addition to funds for the training of women vendors, the MERI project provided funds for guaranteeing loan defaults to these two banks if they provided lower interest rates to women vendors, 4% and 2% monthly respectively.

As a result of the financial literacy training women market vendors were able to open bank accounts for the first time with some being able to access bank loans, for example 200 vendors opened accounts in Lae. This was assisted by an increase in the number of bank agents such as Mama Bank and Mi Bank being present in the marketplaces. There is also anecdotal evidence/stories of individual women successfully starting or expanding their business (see below). Nevertheless, informants consulted pointed out that the training

<sup>18</sup> Donor Report to DFAT, January to June 2023, SPD 1 (Kimbe and Wabag).

only reached a limited number of women vendors whilst the demand and need for such training was high, not only in provincial markets but also urban satellite and district markets. In addition, there is the challenge of those women vendors who are illiterate. While the training methodology was creative in overcoming this obstacle, such women need more mentoring and accompaniment for operating bank accounts and in trying to take out loans.

#### Box 6 From market vendor to SME owner and operator

**From market vendor in Mt Hagen to SME owner and operator**



Jacklyn had been selling Meri-blouses in the Mt Hagen market. After receiving financial literacy training through the MERI project, she identified a business idea and ventured into her small SME of a canteen shop where she sells her muffins and other cooked food. Pictured here with her taxpayer registration certificate.

**Business Skills Development (BSD) training**, using the Business Development Support Services Toolkit developed by a consultant, was rolled out to women market vendors across the different markets with a view to empowering them to orient their vending activities as a business and enhance their incomes. According to donor reporting the number of market vendors and PWD trained on product diversification and linked with financial services was 159, below the end of WEE Programme target of 500.<sup>19</sup>

The Toolkit was designed for business development officers and practitioners to support public market vendors. The training included: skills-building for product diversification; business development support and mentoring; improved linkages to microfinance services to provide affordable loans to market vendors to grow their businesses; training for family-based businesses; and awareness-raising on gender equality, human rights, and women's rights to their income.

In the latter part of the WEE Programme, the concept of training of trainers (TOT) on BSD was introduced. While this is a good idea for replication of BSD skills training, the implementation was flawed in the selection of TOT participants and creating expectations that they could be certified as trainers. Market managers as well as governmental community development staff were invited to take part in the TOT workshops, which were not so relevant to their roles and responsibilities. Participants in the TOT training delivered by UN Women via a consultant reported insufficient preparation to be trainers, some of them only learning about BDS for the first time shortly before in a workshop in Port Moresby. The training manuals developed were not always available on time for the TOT participants to use in delivering the TOT training organized across different provinces and which they needed for their own assessment as trainers. In addition, the training manuals were not checked for quality assurance before being printed and disseminated and had to be recalled when errors were found. There was confusion in the issuing of participation

<sup>19</sup> MERI 2 Donor Report to DFAT January-June 2023

certificates for those undertaking the basic training and certificates as trainers, with some cohorts reporting that had received certificates and others had not.

The main problem here is that UN Women is not a certified training entity on BDS and therefore cannot issue TOT certification on BDS. Such certification needs to be assessed and approved by an authority that issues TOT certificates, such as the PNG National Training Council or an ILO Start Your Own Business (SIYB) master trainer. In addition, the TOT trainer needs to be a certified trainer on BDS and training course BDS materials should be quality assured by a certifying body. Partnering with with the PNG Centre for Excellence in Financial Inclusion (CEFI) to provide BDS TOT and TOT Certificates could have been more effective. The PNG SME Corporation could have been another option with its *Start Your Business Training and Improve your Business Training Programme*. At the provincial level there are also entities offering Financial Literacy Training that could be partners, such as the Milne Bay Administration (Alotau) that works with CEFI, SMEC and SIYB on certified training. Yet, over 1000 vendors were trained in Alotau by UN Women uncertified trainers.

More coordination with UNCDF on the financial literacy and business skills development could have been beneficial in the design and sequencing of interventions, especially in terms of the follow-up of cohorts of women vendors to provide ongoing mentoring and monitoring of results. It was reported to the evaluation team that some women vendors, for example in Goroka, experienced problems in taking loans that they could not repay due to insufficient understanding and analysis of their capacity to repay loans at the interest rates offered and subsequent penalties for non-payment. This reflected a lack of preparedness for the women to understand the requirements of the loans as well as the fact that interest rates of 2 or 4 per cent offered by the banks, while lower than most, are only effective for short term loans seeing that such interest rates are set as monthly rates, not annual rates. Over longer periods the interest rates are multiplied increasing the proportion of interest to be repaid on a loan.

**Market based livelihood interventions** for women vendors and PWD were also launched under the WEE Programme. Under the MERI 2 project livelihood equipment such as stoves/ovens and sewing machines were distributed to the different markets through a lottery system based on call outs indicating certain criteria:

1. Keen on improving business, preferably those who can show proof of active transactions.
2. Registered members of the market vendors' association;
3. Participants in financial literacy training;
4. Participants in life skills training (sewing, cooking/baking or food handling);
5. Participants in business skills training (business planning and marketing);
6. Participants in gender and human rights training;
7. Holders of a bank account.

According to MERI donor reporting<sup>20</sup>, UN Women distributed 367 pieces of equipment to bolster livelihoods, comprising 160 sewing machines and 207 gas stoves. These went to vendors in nine markets (Daru, Boroko, Gordon, Waigani, 6mile Incubation Centre, Goroka, Mt. Hagen, Lae and Vanimo).

Some livelihood skills training was also delivered to some vendors on sewing and baking. However, based on reporting from beneficiaries there appeared to be misalignment between those receiving equipment and the skills training. Vendors having received equipment reported not receiving technical skills training, training on use and maintenance of the equipment and that there was no provision for start-up capital (materials) and they were not using the equipment. In addition, there were reports of machines still in boxes in storage, and unidentified persons not collecting the equipment. There did not seem to be a mechanism for following up on those who received the equipment through a vendors' association and/or a project interlocutor. There was also no clear linkage between the livelihood training, business development training and

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<sup>20</sup> MERI 2 Donor Report to DFAT January-June 2023

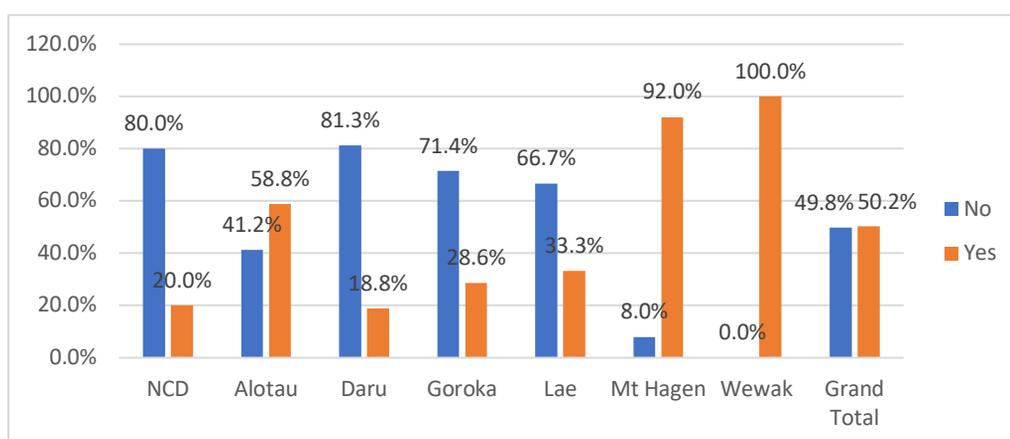
financial literacy training in terms of cohort profiles receiving the trainings and their follow-up. The selection of participants for the different training seems ad hoc, particularly in the latter part of the WEE Programme.

Post-distribution monitoring<sup>21</sup> found that 31.3 per cent of market vendors were using the equipment to make products to market. Cases of non-use were due to:

- Recipients not knowing how to assemble the sewing machines.
- The baking stoves use gas and power (electricity); some recipients did not have gas bottles and/or a power supply (electricity) in their houses.
- Some live in villages with no proper places to keep equipment and no power supplies.
- The machines had missing parts such as the spin wheels and belts.
- Recipients did not have capital to buy raw materials.
- Beneficiaries were selected through expressions of interest and an application form distributed in markets and government departments.

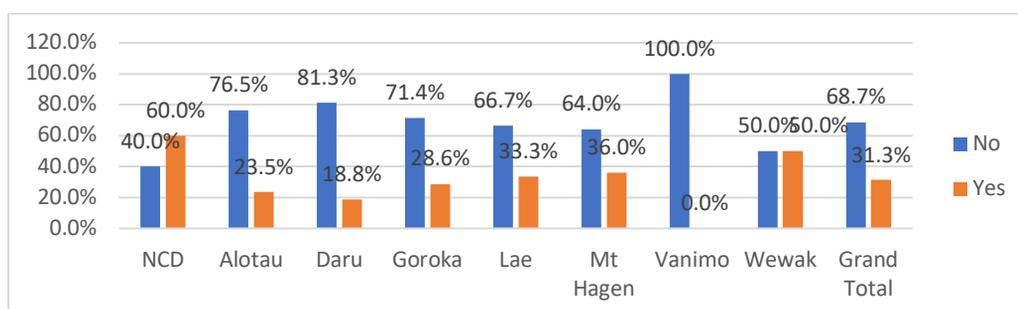
Among the 367 beneficiaries, 50.2 per cent reported receiving some training in either baking or sewing provided by various institutions, including UN Women. Among them, 66 beneficiaries or 39.4 per cent were trained by UN Women. Figure 3 shows the number of participants who received training; Figure 4 indicates levels of use by market.

**Figure 4 Equipment recipients who received training in sewing and baking by market**



Source: UN Women, Markets Economic Recovery and Inclusion Phase Two (MERI 2), Donor Report #4

**Figure 5 Use of received equipment by market**



Source: UN Women, Markets Economic Recovery and Inclusion Phase Two (MERI 2), Donor Report #4

**Women vendors reported increased incomes** with 45% of those who received training under the SPD 1 project indicating increases with the 50% target set for the end of the WEE Programme implementation on track. In addition, 76.4% of women entrepreneurs and farmers reporting ability to make decisions over the use of their income exceeded the

<sup>21</sup> MERI 2 Donor Report to DFAT January-June 2023

65% target set under SPD 1.<sup>22</sup> On the other hand, under the MERI projects, only 18.6% of women market vendors and PWD reported increased income well below the target of 80%.<sup>23</sup>

Women market vendors in Port Moresby interviewed said that their incomes, while recovering after COVID-19, were still lower than before the pandemic, due to rises in the cost of living overall and competition for customers with supermarkets. Port Moresby market informants also indicated limited interaction with the MERI 2 project.

Market vendors in one of the Port Moresby markets shared that they had no idea about the MERI 1 & MERI 2 projects and had not received any training under the WEE Programme. They reported that there were 11 recipients (9 women, 2 men) of livelihood equipment (sewing machines and stoves) distributed by UN Women. However, some of the equipment received was not functioning and recipients did not know how to set them up and operate them. They eventually heard about MERI 2 through attending the TOT Business Development Skill Training organised in October 2023 with other markets and provinces and attended by their market manager and 4 executives/members of their VA.

In its construction two years ago the Six Mile market in Port Moresby built an SME Incubation Centre with retail shops for rent. The business development support and mentoring component of the MERI project indicated that support activities would be included for the “new Six-mile incubation market”. Such a centre held promise of demonstrating a model for women owned and run SME’s operating in a market context. The VA, whose leadership and many members were women entrepreneurs indicated that there had not been any MERI activities and the evaluation team was not able to identify whether any such activities took place. The shops that were built for rental were separated from the main market by a large fence and the parking area being on the wrong side of the market, created obstacles for customers to access the retail shops. The lack of visibility and high rental fees meant that 50 per cent of women SME start-ups failed in the first six months. Women SMEs that were surviving were only doing so as they operated part of their business outside the market. The retail shops that were in operation (others were empty) had been leased to a pharmacy, a canteen store, a bakery, a hairdresser and a dentist, while accountants and lawyers occupied others as office space. The VA indicated that the market needed to be modified to overcome these difficulties. They also said that for the women market vendors to diversify and build a business, they needed training on how to transition from a vendor to operating an SME.

### **Market management capacity building**

The basis for the market managers training was the comprehensive *Toolkit for Operating a Market* developed under the WEE Programme. This was much appreciated by market managers interviewed. They found it relevant and straightforward to adapt to their specific markets and to develop the operational plan for their market. The Toolkit covers three main topics. *Firstly*, market management outlining the roles of local government, personnel, market vendors, training and information, fee collection, opening hours, market rules, controlling entry and arranging space, occupational safety and health, security, hygiene, maintenance, enforcement, incident reporting, financial management and checklists. *Secondly*, market improvements working through the preparation phase, market design, contract, and asset management. Market design covers many issues such as fencing, parking, weather protection, toilets, drainage, waste management, safety, storage, lighting, cooking, accommodation, office space, and provision for vendors, children and PWD. *Thirdly*, the Toolkit addresses *Running Markets as a Business* looking at the need for a business model, establishing an accountable financial system and annual budget, reviewing the level of market vendors fees, securing additional market income (parking, toilet fees for customers, waste processing, etc.), reinvesting self-generated funds, and self and externally funded market improvements.

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<sup>22</sup> Donor Report to DFAT, January to June 2023, SPD 1 (Kimbe and Wabag).

<sup>23</sup> MERI 2 Donor Report to DFAT January-June 2023

While a target of 100 market managers and market management team members for training on the Toolkit had been set under MERI 2, only a few managers (10) with key market decision-making roles were selected for training.<sup>24</sup> On the other hand, under the SPD 1 project (Kimbe and Wabag), the indicator target of 100 such market managers was exceeded with 105 “having a basic understanding on Market Operations Plans/Guidelines/Policies (including those related to COVID-19 hygiene practices)”. In addition, under the SPD 1 project, the “percentage of market vendors who demonstrated their basic understanding of Market Operations Plans/ Guidelines/ Policies (including those related to COVID-19 hygiene practices) was 45% exceeding the 20% target.”<sup>25</sup>

As a result of the market management training and Toolkit guidelines and as mentioned in Finding 6 so far nine of the 14 markets participating in the WEE Programme have engaged in drafting operational plans. The operational plans provide that market managers’ responsibilities include ensuring a safe environment for women and consulting with women vendors (see Box 7 below).

### Box 7 Market Operational Plans

<b>Market Operational Plans For inclusion in the market manager’s job description</b>
<p><b>Duties and Responsibilities</b></p> <p>Market Manager is responsible for:</p> <ul style="list-style-type: none"> <li>➤ overseeing all aspects of the operation of the market</li> <li>➤ ensuring compliance with the market by-laws and the market rules</li> <li>➤ ensuring fees are collected, recorded, and deposited on a daily basis</li> <li>➤ ensuring that the market is managed and maintained in a safe and healthy condition <b>including overseeing prevention and response to sexual harassment</b></li> <li>➤ carrying out regular inspections of the market to identify the need for pest control, maintenance, or rectification of hazards</li> <li>➤ supervising the activities of operational personnel nominated to work in the market</li> <li>➤ <b>consulting market vendors in reviewing market operations and making improvements</b></li> <li>➤ maintaining a daily incident reporting log including reports of maintenance requirements, safety hazards and daily operational incidents</li> <li>➤ ensuring that all operational personnel are provided with (and wear) uniforms and name tags, and a written description of their duties and responsibilities</li> <li>➤ ensuring that all operational personnel have the necessary skills to carry out their duties including training on the market rules and operational guidelines</li> <li>➤ regularly reviewing the performance of operational personnel, and ensuring they comply with the market rules and their job requirements</li> <li>➤ Preparing an annual operational plan and budget.</li> </ul>

In most cases the draft operational plans followed the characteristics, needs and role of market vendors, highlighted in the Toolkit which also further expounds that market vendors can significantly help in market operations if there is a climate of co-operation with the operational personnel. For example, they can assist in market hygiene, report incidents or issues that need attention, and contribute to operational policy. Some groups of women vendors may be prepared to take over components of market operations on a business footing (such as managing the toilets). There is also the possibility of handing over management of the market to a vendors’ association if it has the capacity to take this on.

Nevertheless, some draft operational plans included fewer references to issues faced by women vendors as outlined in the Toolkit and therefore ongoing monitoring and supporting the development of the plans is key to realising the objectives of the WEE Programme.

<sup>24</sup> MERI 2 Donor Report to DFAT January-June 2023

<sup>25</sup> SPD Donor report DFAT, January-June 2023

Challenges to market management capacity building as an efficient means towards achieving outcomes for improved markets includes the process governing the appointment of market managers and to ensure that they are qualified and independent of “beyond market” influences, as well as transparent and professional recruitment of market personnel. There is also turnover of market managers and teams necessitating ongoing training on the Toolkit for the new appointments.

During the WEE Programme period, improvements in governance of provincial markets could be observed (see Box 8 for Lae Provincial Market below). For example, in a number of markets, banking facilities have been introduced. With the financial literacy training, women vendors have been able to open bank accounts and take out loans, such as 40 vendors accessing loans after attending the financial literacy training with Mama Bank in Goroka. Some vendors reported that requirements to register are straightforward, for example ,with Mama Bank where any form of ID and a witness is sufficient to open an account. However, others found registration difficult with MiBank where they encountered more requirements than Mama bank.

### Box 8 Lae Provincial Market Improvements

#### Lae Provincial Market Improvements

The collapse of the Lae City Council in the wake of corruption charges and bankruptcy, which left the Lae provincial market in a woeful condition, led to the formation of the Lae City Authority in 2020. With the capacity building provided by UN Women under the WEE Programme, market management is setting up and supervising a new ticket collection and financial monitoring system at the market for revenue accountability something that did not exist previously. Also, a safety and security system at the market has been established and conducts reconciliation when conflict arises. Regular meetings are held with managers, staff, and vendors to address issues. Sectional heads have been set up in the market to supervise vending of different goods in the market and the different ethnic groups (Morobe and Highlanders) are allocated different sections within the market to minimise conflicts given that they have different cultural methods in transacting business and trade.

Market staff who are mainly men (39 men and 2 women) have received training on gender sensitization and disability inclusion. There has been negotiation between the Lae City Authority and market management on introducing transparent recruitment processes based on merit and educational background, especially for market managers. The Registration of Lae Market Vendors Association (LMVA) was a milestone achievement and now has 600 members. Full membership with payment of registration fee (30 Kina) stands at 300. Seventy members registered with MiBank by opening personal accounts.

Currently the Lae Market has no proper food storage space and some of the growers sleep overnight in the market. A new market is planned to be built in 2024 on the site of the current market and will respond to the fact that in the past, there were more growers coming and selling in the main market while today, there are more vendors or resellers in the market. A temporary market is being built where it is planned to experiment with new ways of operating the market and to learn from these and apply in the new market. This includes the introduction of banking facilities and a 25 – 30 SME incubation hub with 12 – 24 months business lease plan for stalls, canteens with priority be given to women vendors and each vendor can have the opportunity to take turns to venture into other businesses at the end of the lease period.

### FINDING 8

**The UN Women WEE Programme supported efforts to advance informal economy policy development and implementation as well as promoting the exchange of good practices on marketplace management across PNG and the engagement of men and youth.**

UN Women organised the *UN Women National Markets Convention* which took place in Port Moresby in April 2023, drawing 288 people (93 men, 195 women). The theme was "Building Back Better Markets, the Frontier of Papua New Guinea's Economic Recovery." The overall **objective** of the Convention was to provide a platform to share experiences and promote community-led models of market management and operations, and

solutions to support local governments improve the way they operate markets. Specific outputs of the events were to:

- (i) Review how far 15 markets have come against the following criteria: **hygiene; safety; women's participation and advocacy; conditions supportive of vendors' earnings; supportive governance regime**
- (ii) showcase the different markets UN Women works with to the public for learning and **sharing of good practices** including gender-responsive infrastructure and access to finance for women at the markets
- (iii) Review and assess the progress and success of the SPD and MERI 2 program

The Convention was well covered by the media and a key advocacy moment for the UN Women WEE Programme. Its impact on market actors in terms of valuing the significant role of markets in the PNG economy was evident during evaluation consultations. Sixteen participants came from Fiji, Samoa, Solomon Islands and Vanuatu under the UN Women Markets for Change Programme. Papua New Guinea was represented by participants from the 14 urban markets supported by UN Women (Vanimu, Wewak, Lae, Kimbe, Alotau, Daru, Wabag, Tari, Mt. Hagen, Goroka, Waigani, 6mile, Boroko and Gordon). Participants comprised market management team members and market vendors association representatives.

The Market Convention was an important moment for sharing of information and models across markets.<sup>26</sup> Three panel discussions were held. The first panel was *"The Big Picture: The State of the Informal Economy in Papua New Guinea."* The second panel discussion explored effective models of market management and experiences from the region with market managers from Fiji, Samoa, Solomon Islands and Vanuatu, and Kokopo market authorities from East New Britain in Papua New Guinea. The last panel discussion, on building back better markets, looked at economic recovery in Papua New Guinea with development partners and market managers as panellists.

The National Market Convention gave awards to the best performing PNG markets in 2022 based on scorecard assessment results facilitated by the WEE Programme staff under five categories: safety, hygiene, market governance, women's participation and advocacy, and support for vendors' earnings (see Annex 9 for Scorecard compliance indicators). Thirteen market representatives used a participatory method to score each market's performance. Boroko was the best-performing market in safety, Alotau in hygiene, Wabag in women's participation and advocacy, Gordons in market governance and Mt. Hagen in support to vendors' earnings. Alotau won recognition as the most improved market overall.

### Box 9 National Market Convention

#### Messages of the National Market Convention

- The incorporation of market functions into local and provincial policy and regulatory systems.
- Improving income generation strategies and developing robust revenue collection and accountability mechanisms can help better manage revenue and expenditure.
- Maintaining safety and security reduces risks especially for women and girls.
- Women's engagement in market governance through market vendors associations increases their voice and participation in market operations.
- Creating markets as places of business results in an environment that enables and fosters business activities.
- Establishing market management authorities provides robust, transparent, and accountable market governance and management systems.

<sup>26</sup> A positive spinoff from the Market Convention was the organization by a local M.P. to bring 80 women growers and vendors) from Wau/Waria district in Morobe province for a learning and networking program with Alotau District Women.

## FINDING 9

**Despite awareness and capacity building of market managers, together with the strengthening of women vendors' collective voice, the WEE Programme was not able to address underlying critical endogenous challenges such as the diversion of market revenue mostly collected from women vendors' fees and the subsequent lack of maintenance of basic market facilities and adequate safety for women vendors.**

Despite progress in building capacity for improved market management and development of market operational plans, most of the markets visited by the evaluation team had poor maintenance of sanitation blocks despite fees additional to the market entry fee being charged to use toilets. In one case, women and men had to use the same one remaining toilet still functioning. In other cases, toilets are not functional, and women vendors have to find places outside the market to attend to their needs. There was also a lack of adequate water in most markets, often due to unpaid water bills or where there are water tanks, these were not sufficient. WASH facilities upgraded or installed during the COVID-19 pandemic under MERI 1 have deteriorated or are no longer functioning. These include adequate wash basins and taps, toilets, loudspeaker and camera surveillance equipment and signage. Relatively new markets such as Goroka market, while having planned facilities such as spaces for setting up SMEs, rooms for meeting, cold storage especially for selling fish are not yet functioning after seven months since opening, the latter due to lack of electricity. The Vendor Association reported unable to use the meeting room as charges for its use are too high. The spaces for SMEs remain empty pending tendering processes.

In Lae, wholesale vendors reported that they had no shelter for their wholesale bags, and they needed more security measures for their bulk bags and the significant amount of money they handled in a day. They have to pay for security and bag carriers in addition to market entry fees which increases their expenses limiting their income.

Even though there is secure fencing in most markets, in a staff survey, project staff noted that safety for women had only improved "to some extent" (see Annex 10 for summary of staff survey responses). There were reports of women vendors being harassed at their tables by security personnel to pay additional money. There were also reports of harassment and sexual harassment. Places designed to be assigned to disabled vendors were being allocated to other vendors. Another concern is the overstaffing of market personnel related to political interests, and also their lack of training in terms of gender sensitivity and treatment of PWD. Capacity to manage the market workforce is a key challenge affecting the use of market revenue, maintenance of the markets and the situation of women vendors.

### Box 10 Training market personnel

..."the managers of three out of the four markets covered by our study (Kokopo, Mt Hagen and Alotau) noted the apparent lack of basic skills of employees. They suggested the need for ticketing and security personnel to undergo training which will equip them with basic skills of conflict resolution, communication, and people management. Such basic training is vital for them to perform their duties well."

*The Elizabeth Kopel, Strategies of Improve MarketPlaces, PNG National Research Institute, April 2021*

Owners of markets such as city authorities or local level governments (LLGs urban or rural), or the National Capital District Commission (NCDC) in the case of Port Moresby, receive the revenue from the markets, (mainly derived from fee collection from women vendors), which can be considerable. In addition to using the revenue for the needs of the city or local government needs, they are tasked to oversee the proper management, human resource recruitment and maintenance of the markets. Stakeholders interviewed reported that market revenue was not being used to sufficiently maintain the markets and manage human resources. Imbalances in demand and supply in markets and improving access roads and cost of transport from farms to markets issues were further challenges facing women vendors and growers.

In this context, stakeholders shared information about ongoing discussions about establishing Independent Market Authorities to run the market independently as a business entity, modelled on the Kopoko Market Authority as a governmental organisation responsible for markets in the East New Britain province of PNG and with a 14-member governing board. In some cases, markets while owned by a local government, have been set up as a business arm of the local government such as in Goroka and Mt. Hagen. While these markets are seen as a business model with a CEO in place, they are usually not so independent. Another challenge raised by stakeholders was how to ensure a basic provincial government minimum infrastructure to rationalise and balance supply and demand links between the provincial, districts, LLG and wards levels with perhaps the provincial markets serving more as a central location for wholesale distribution with vending to individual customers taking place at urban satellite and district markets.

The design of newly built provincial markets, three of which opened in 2023 (Goroka, Kimbe, and Wabag) holds promise of applying more inclusive approaches and market models. These include a meeting place for Vendors Associations, economic opportunities for women with spaces for the setting up of SMEs, maintenance of water, sanitation and security facilities and banking, health clinic and childcare arrangements. Management of most provincial markets have been traditionally managed by all male management teams. There has been a gender shift with some of the newer markets now being managed by women such as in Kimbe and Wabag as well as the Alotau market which is relatively new (two years old). Annex 11 maps the market facilities as observed by the evaluation team.

## Organizational efficiency

To what extent were the project management structure and operations, efficient in generating the expected results?

### FINDING 10

**Financial resources were more than sufficient for the WEE Programme goals and activities. While human resources were adequate in number, especially for earlier phases of the WEE Programme implementation, technical and operational expertise was insufficient.**

While the WEE Programme had ambitious outcomes to implement over a rather short time period, financial resources were sufficient to hire project staff during the initial period in the different market locations for the implementation of the many foreseen activities on the ground. Thus, in earlier phases of the WEE Programme, the number of staff was adequate at the Country Office (1 programme manager, 1 programme analyst, 1 programme associate and 10 field project staff (interlocutors)., For such a large programme spanning four projects with substantial funding, appointment of a full-time international professional expert on women's economic empowerment could have enabled more effective guidance and monitoring of the implementation of the technical aspects of the WEE Programme.

Preparation for WEE Programme implementation was excellent with needs assessments, safety audits, market inception reports for all markets conducted, detailed monitoring reporting formats and scorecard indicators<sup>28</sup> developed to guide project staff and the design and publication of training tools, brochures, and posters. However, shortcomings in the technical, operational and management expertise and capabilities of the CO resulted in implementation challenges leading to certain targets not being met, low delivery rates and some loss of UN Women's credibility vis a vis beneficiaries and stakeholders.

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<sup>28</sup> The monitoring reports formats detailed implementation with reference to workplans, indicating activities, numbers reached, achievements, challenges, and recommendations. The indicators for the scorecard compliance exercises are found in Annex 9.

Project staff being hired as consultants rather than on staff contracts, led to limitations for flexible delivery of activities. Although there were some training and information sharing workshops with the project staff, the CO also faced capacity challenges in providing adequate guidance and management of the project staff far away from the capital. In early 2023 a decision not to extend the contracts of the project staff in the market locations meant reliance on fewer staff and consultants, thereby limiting the reach and integrity of the activities.

Stakeholders, beneficiaries, and project staff consulted indicated that in the earlier phases implementation of the four projects ran smoothly. Nevertheless, there were challenges related to the design and expectations of project staff deliverables where requirements were similar despite local situations being diverse in complexity and the capacity and culture of stakeholders and partners being different. In the case of the SPD 2 (JICA funded) project component, funding was limited for capacity building of vendors and market managers as a major component of the project funding was for building market infrastructure (Alotau, Tari and Vanimo). However, some flexibility was introduced to include participants from these markets under MERI 1& 2 project activities.

A lesson learned from the WEE Programme implementation included recognition of the diverse geographic, economic, political, and cultural contexts of the market locations and thus the need for flexibility and not trying to apply one size fits all in terms of programming activities.

Another problem that arose was the CO staff from Port Moresby having direct contact with VAs and market managers. This contributed to conflicts among VA members and confusion of stakeholders and beneficiaries in some locations about the role of the project staff on the ground. Please see staff survey summary in 10 for more details and recommendations.

On a more positive note, the collaboration by the CO and project staff in preparing the participatory scorecard with market managers and VAs for the organization of the national Market Convention was an important moment for market managers, VAs and stakeholders to identify and share experiences and good practices between market locations, including beyond PNG in the Pacific, and to inform new efforts for making market places dynamic, safe for women with functioning facilities and a platform for women's economic empowerment.

## **FINDING 11**

**The WEE Programme implementation incurred delays due to several factors, including the complexity of launching new initiatives simultaneously in multiple market locations over a short time frame coupled with inefficiencies in internal UN Women procedures. These delays contributed to the low delivery rates realized for the WEE Programme.**

Factors contributing to delayed implementation included UN Women undergoing a shift in 2023 in its Enterprise Resource Planning (ERP) system, that is, migration of data from the Atlas operating system to Quantum. In addition, national elections in 2022 caused some slowdown in implementation.

The WEE Programme manager leaving the CO in mid 2022 and not replaced until early 2023 further engendered delays in implementation. During this period and thereafter, project staff increasingly faced major challenges for delivery due to UN Women CO not being able to raise purchase orders (POs) in a timely manner.

Project staff consulted reported that there were regular and systematic communications between CO and field staff in the earlier period of the WEE Programme (almost weekly check-ins) but later this became sporadic over time.

Beneficiaries and stakeholders also reported delays in commencement of activities due to postponement or cancellation of training workshops. This was also due to changes in the

workshop modalities, for example, instead of being local to the specific market allowing opportunities for participation of more beneficiaries and stakeholders, locations were shifted to regional workshops, allowing for fewer participants from each marketplace. While exchange with other regions was positive for the individuals, the impact locally was diminished.

There were also political and resource challenges related to local government expectations resulting in delays, for example, in the construction of the Tari market. (see Box 12 below on the Tari market)

In addition, the involvement of UN Women in contributing and monitoring physical infrastructure construction such as in the Tari and Wewak markets is not an area of UN Women's expertise. UN Women's capacity is more in the domain of social infrastructure and not overseeing and managing civil engineering projects. Low delivery rates and delays for the JICA SPD 2 project, while not entirely due to UN Women, however, reflect the problems associated in operating in areas not within UN Women's area of expertise.

### Box 11 Construction of Tari Market

#### Construction of new market in Tari, Hela Province

In 2020 the Hela provincial government contributed to UN Women financially for its market construction project in Tari, in addition to funds (1,909.090 US\$) provided by JICA for an SPD project covering Aloatu, Tari and Vanimo and including protection and recovery from the COVID-19 pandemic. A lengthy process was required to obtain approval from UN Women headquarters. After approval was granted, the governor wanted additional changes to the market design, requiring a repeat of the approval process. Towards the end of 2022, the governor requested the return of a portion of the funds given to UN Women to help cover market development and utilities and support facilities. Only by May 2023, was land ownership for the market settled and the area was fenced. After three years, construction had not yet begun despite the donor (JICA) extending the project twice until April 2024. From the beginning UN Women worked on the design and plans for the new market construction, employing an engineer and using project funds allocated for these. By July 2023 UN Women agreed to contribute funding towards three components of the Hela Unity market (Tari): a water reservoir, male and female ablution blocks, and a waste management system. This was agreed based on the allocation of funds transferred by the governor to UN Women in 2020 and subsequent resources contributed by the Government of Japan through its 2021 supplementary budget earmarked for COVID-19 prevention and response. A Funds Disbursement Agreement between UN Women and Hela Provincial Government was prepared for Hela Provincial Government to sign and commit to managing the funds under the Direct Transfer modality where transfer of funds to Hela Provincial Government would be done based on certification of work done against the "bill of quantities" to be verified by the UN Women WEE Programme manager or engineer. UN Women envisaged that the funds be released to Hela Provincial Government from 7 August 2023 onwards to facilitate mobilization of resources to meet the agreement of the partnership agreement between the Hela Provincial Government and UN Women.

Regarding delivery rates, early expenditure (frontloading) could have been helpful for smoother and timely delivery down the line, for example on hiring more expertise, training project staff, and setting up of shared information, communication, monitoring and reporting systems and contracting national and local implementing partners to deliver components of the WEE Programme. Standardized and regular reporting on indicators and targets reached could have helped consolidate overall assessments of progress in terms of the scale of beneficiaries impacted in lieu of the fragmented information collected.

#### Contribution to sustainability and innovation

To what extent did the WEE Programme influence and contribute to increased ownership by national and local governments and CSOs of market improvements and women's economic empowerment initiatives?

## FINDING 13

UN Women's capacity building efforts with beneficiaries and stakeholders supported the evolution of key marketplace mechanisms and organizational development which are likely to continue to be put in place and strengthened. These hold potential for the sustained engagement of market managers and vendors to advance improvements in marketplace infrastructure and maintenance of facilities together with the economic empowerment of women vendors.

**The market operation plans** based on the training on the *Toolkit for Operating a Market* under the WEE Programme are likely to be endorsed by local authorities and established for each of the nine markets that have so far drafted them. Should the WEE Programme continue, it is likely other markets will also finalize their operational plans. However, continual monitoring as well as replicating the plans in other markets through mobilization and training of the market managers and relevant stakeholders will be key for the ongoing implementation of the market operation plans and considering any turnover of market managers. Embedding the market operation plans into the provincial government plans and frameworks would be another step for their sustainability.

**Vendors' Associations** strengthening and the creation of new VAs helped mobilize women vendors and has been strategic for creating a space and voice for women in marketplaces. Formal registration with PNG authorities has also added weight to their voice, enabling their continual development. VA representatives were able to participate in decision making of the Local Project Implementation Teams when they were operating. In most markets, women vendors have discovered the powerful concept of collective action to put forward their ideas and needs. Suggestions from informants proposed promoting the affiliation of the VAs with the National Council of Women (NCW) Network to enhance the voice of women vendors on economic and market issues.

UN Women together with UNCDF supported the establishment of **banking facilities** in some of the markets, making it easier for women vendors in tandem with the WEE Programme's FLT to open accounts and gain access to business loans. With increasing numbers of women vendors using the facilities, the banks themselves are sustainable entities that can grow and be replicated in other markets. Nevertheless, training of women vendors on banking and loans for business development needs to be fine-tuned to ensure that the vendors fully understand the implications of loan conditions and have viable business plans and so do not fall into debt.

## FINDING 14

**14. Through the WEE Programme, UN Women was able to contribute to the sustainability and replication of some interventions, but strong partnerships, particularly at the national level, could have enhanced influence or change in regard to policy development.**

Capacity building with women vendors and market stakeholders in of itself has contributed to sustainability through the empowering of individuals and groups across the 14 markets in equipping them with knowledge (trainings on FLT, livelihood, BDS, etc.) to support women's entrepreneurship and give market managers the tools<sup>30</sup> to run their markets more efficiently. Capacity building under the WEE Programme included supporting recognition and visibility for the mobilization of youth and their volunteering services. The Sanap Wantaim Youth (SWY-Stand Together) platform gave youth a mandate to utilize their knowledge, skills, and talent to advocate on gender sensitization issues GBV and human rights, especially in relation to the COVID-19 awareness and compliance, hygienic practices, and cleanliness of the market. Working with young men and women

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<sup>30</sup> UN Women developed three tools for Market Management integrating the mandatory Guidelines for safe market operations to enable COVID 19 compliance. 1. Market operations manual – integrating 'safe market operational guidelines' 2. Managing market infrastructure- ensuring sustainability of built facilities and 3. Business model for markets- how to ensure markets are managed in a financially sustainable manner. UN Women also developed practical tools for markets to enable COVID 19 compliance and simple checklists to keep track of improvements made.

has contributed to sustainability through the changing of mindsets on their roles and responsibilities at the markets and in the community.

Under the WEE Programme, the installation of an automated fee payment system was piloted in some markets (e.g. Alotau and Gordons, Kimbe and planned for Wabag). It aims to contribute to greater accountability of market revenue by decreasing leakage of market fees. Instead of paying daily fees and queuing in long lines, women vendors have the option of paying for a week or more at a time for which they receive a receipt and records are kept of the revenue in the system. UN Women invested in the purchasing of ticketing machines for other markets, but these remain to be delivered and installed. There is potential for the automated fee system to be replicated in other markets as good practices in markets are showcased through for example the holding of national market conventions.

While the WEE Programme worked with financial literacy, business development skills and entrepreneurship, there was limited evidence of collaboration with PNG's national bodies dealing with these areas, such as the PNG National Training Council, SME Corporation (SMEC), and the Centre for Excellence in Financial Inclusion (CEFI) which would have been important for ownership and sustainability in the longer term. There also seemed to be lacking a functioning mechanism (steering or management committee) for regular information sharing and decision-making among the national counterparts and stakeholders and UN Women.

## **FINDING 15**

**Through its capacity building component, the WEE Programme added value to donor efforts to construct new and innovative gender responsive markets reflecting the needs of women vendors as well as customers for safety, hygienic environments and for enhancing the economic opportunities of vendors.**

The market at 6 Mile in Port Moresby is two years old and included the construction of an Incubation Centre as an innovative setup for supporting women SMEs. However, it did not take off and it was reported by the VA that most women vendor business startups failed within six months. This was due to several factors, such as the location not being well situated in relation to the market (separate and not so visible) and thereby not so accessible to market customers. The parking area is also not well-placed for access. The market management also identified these limitations. In addition, there was lack of capacity building support under the WEE Programme for the start-ups. The shops contracted are rented out to professional entities (dentist, lawyers, etc.) and the few women entrepreneurs who are surviving, do so by doing extra business activities beyond the market.

The 6 Mile market experiment while innovative conceptually provides some lessons on physically lay out for an SME centre to be operational as well as pointing the way for meeting capacity needs for successful business start-ups and expansion.

New markets that have been constructed and opened recently or soon to be opened (Alotau, Goroka, Kimbe, and Lae) herald the way forward for marketplaces to be innovate and effective business hubs providing a range of facilities necessary for economic progress, security, and empowering women vendors. The case study in Annex 12 provides details on the set up and operation of these markets.

An innovative option for market management was the awarding of the management of the new Wabag Market to the Wabag SME Women's Organization. This option for a women SME run market could be replicated elsewhere but also depends on the support of local government authorities and elected members. The new market in Kimbe and the relatively new market in Alotau currently is being run by female market managers, whereas most markets in the country are run by male market managers and mostly male personnel. It is unknown yet whether women managers will do a better job in terms of revenue accountability, market maintenance and inclusive treatment of women vendors and PWDs.

**Local Project Implementation Teams (LPITs)** set up under the WEE Programme as multi stakeholder entities to guide market governance and operations decisions was an innovative and effective mechanism much appreciated by stakeholders. It was especially effective during MERI 1 driven by a situation of urgency. However, it relied on UN Women’s project staff on the ground in the different towns to call and organise meetings and agendas and to coordinate with various stakeholders. As problems emerged with the contractual status of the project staff together with lack of timely financial CO back up to support the regular LPIT meetings (see findings under efficiency), impetus was lost during the last two years. Today, this is reflected in the conditions at most market with a reduction in access to water, few available wash basins, cameras, and PA systems not functioning, and screens and signage deteriorating. Reviving the LPIT mechanism will depend on the leadership of the UN Women CO and identification of local leaders (such as NCDC, Rural LLG Managers, City Authority). Under the WEE Programme some markets have managed sustained partnerships such as between the Alotau market and the private sector, CSOs, government agencies, City Authorities and provincial administrations, districts administrations and health authorities.

## **Human Rights & Gender Equality & Disability Inclusion**

To what extent did the WEE Programme identify and engage the most marginalized groups within the context of upgrading markets and promoting women’s economic empowerment (e.g. women with disabilities, or from minority groups)?

### **FINDING 16**

**16. Women as the large majority of both vendors and customers were targeted by UN Women’s capacity building activities which, in principle, were inclusive of all women vendors within the marketplace, both literate and illiterate, and of PWD and youth. The WEE Programme while being a model approach on how to promote gender equality in markets, could not during the implementation period also practically address the problems or the situation of PWD in the markets or of those more marginalised women vendors selling outside the markets on roadsides at community and district level who have little access to water and sanitation facilities and limited protection from harassment and gender-based violence.**

Despite women being the main users of the markets, most markets are managed by men and all male management teams with the majority of market employees being men. Although there are improvements to some extent on safety in the markets, women vendors reported still being harassed by security personnel and transport providers. The staff survey respondents considered that nine of the markets were safer to some extent than before the WEE Programme was implemented: Boroko, Gordons, Goroka, Lae, Mt. Hagen, Vanimu, Wabag, Waigani, Wewak. Alotau and Kimbe were identified as being much safer while Daru was seen as having little improvement in safety. For Tari, this market is not yet constructed. Three new markets covered by the WEE Programme are now managed by women with a mix of male and female employees - Alotau, Kimbe and Wabag.

A small proportion of vendors are men and are mostly involved in wholesale vending. Most VAs have a small number of men as members. “Meri” being the translation for “woman” in the local language, the name of the two WEE Programme components MERI 1 and MERI 2 were perceived by some informants as exclusive of men. VAs suggested that market managers could hire the VA’s for keeping the market clean instead of outside contractors. This would contribute to raising their incomes, ownership of market cleanliness and an improved gender balance among market employees.

*Awareness raising on human rights and gender sensitization was undertaken in all market locations with up to 30 participants invited per location. The training empowered the women in understanding their human rights, how they are to be treated, knowing and understanding their rights and values as women in the society, their freedom of*

movement, speech, and rights to basic needs.<sup>31</sup> Training on the Market Safety Audit supported women in mapping their town, especially the public spaces, that is, bus stops, market entries and exits, shopping centres, main services such as banks and post offices etc.

### Box 12 Market Safety Audits

#### Market Safety Audits

The aim of the exercise is to understand what area is safe to access and what time of the day is considered safe for women and girls to access. The exercise enabled the women to map out safety routes they should take to and from the markets without putting them at risks. The actual audit around the market space provided informed and collective understanding on the status of women's safety when accessing the markets at any time of the day. For example, as a result of the Women's Safety Audit in Vanimo women vendors were exposed to and able to differentiate the safe spots within the old and current market and requested a fence be set up at the furthest end of the market to prevent criminal activity and to control the flow of the public. This fencing was done earlier this year 2022. This was also the case for the safety audits carried out in Daru, Lae, Goroka and Mt. Hagen.

There is greater understanding on human rights and gender-based rights and the importance of creating a conducive environment for the Alotau market. The market supervisor makes daily announcements over the PA system on gender-based violence market rules and cleanliness of the market. This helps a lot in terms of awareness and the section wardens also play a role in advocating to their section vendors.

In raising awareness among vendors and their VAs, key issues were the provision of space for them to meet, safety and security within the market as well as in accessing and exiting the markets, accessibility of clean and functioning sanitation arrangements, and the possibility of childcare facilities and baby changing areas. Even when the market managers were accepting of the need for childcare (library) and baby changing rooms, for older markets it was claimed that they lacked space for facilities such as childcare, clinics, meeting room for vendors, office space, police presence and financial space. Alotau, Goroka, Kimbe and Wabag as new model markets and the planned new market for Lae are designed to include space for such facilities.

In terms of inclusiveness of various ethnic groupings, the Lae market managers assigned separate vending spaces to two ethnic groups – Morobe and Highlanders. This allows each to have secured space and to conduct business according to their cultural norms and to avoid conflicts. On the other hand, certain local ethnic group vendors and growers are not able access space for vending inside the market in the Port Moresby (e.g. Gordons market).

For PWD, the evaluation team found a limited number of PWD vending at the market or participating in training activities and workshops and as members of the VAs. In some markets there are efforts to dedicate a space for PWD, but the spaces are often not used or are assigned to other vendors. Informants reported that PWD are often being stigmatized, harassed by market employees, other vendors, and customers. On the other hand, PWD feel ashamed and hide themselves from exposure. One example given was of a woman PWD being instructed to relocate from her current vending space which was specifically designed for PLWD. She was forced to move to another location at the back market. While a few PWD could be identified as participating in UN Women training activities and in VAs, the reality is that there are more marginalized PWD vendors **outside** the market.

There is a challenge for UN Women to rethink about how to reach the more marginalized market vendors. For PWD, there is a need for a conscious strategy to connect with wider

<sup>31</sup> Donor report Jan-June 2022

disability networks that exist at the national, provincial and community levels and to identify how to provide economic opportunities for the PWD and connect them with the market, at the same time as advocating and linking these networks to the market management. Ad hoc inclusion of PWD participants here and there in training activities can be tokenistic and does not really change the overall situation of PWD in the markets.

Going forward, a wider concern are those more marginalized vendors and growers **outside** the provincial markets where the WEE Programme was initially focused. This implies working with national and provisional governments to envisage working towards meeting certain conditions and standards across “a whole of markets approach” (district, community, and provincial -urban and rural) based on replicating the good practices from the SPD and MERI projects, as well as the earlier Safe and Prosperous Cities Programme

## CONCLUSIONS

The following conclusions summarise the main points of the 16 findings of the evaluation. The recommendations below respond to the findings in proposing the continuation of the WEE Programme in the markets of PNG. This would involve deepening what has been started as innovative and relevant approaches to women’s economic empowerment and upgrading markets as business hubs for the country’s economic development, following up on work currently ongoing and extending interventions to other urban and district markets. The recommendations also address ways of improving operational aspects of programme implementation for attaining greater impact for the beneficiaries and for the market operations and maintenance.

**Conclusion 1: (Based on Findings 1-4).** UN Women’s WEE Programme implemented through the four projects SPD 1&2 and MERI 1&2 was well aligned to the needs of the beneficiaries across their respective objectives and expected outcomes. It was also reflective of key normative frameworks such as CEDAW and the SDGs, as well as the national gender and informal economy policies of PNG. The focus on the economic empowerment of market women vendors to diversify and manage their economic activities so as to increase their income and autonomy was **highly relevant** to the country context whereby the marketplace is the economic hub of a largely informal and rural economy. The dual strategy of promoting a savings culture and business mindsets with women vendors (rights holders) through the various training activities on financial literacy, business development skills and livelihood skills in tandem with advocacy and training with market management (duty bearers) on improved market conditions for vendors and customers was particularly innovative. This was underpinned by instrumental donor support for infrastructure development of marketplaces, including the construction of new markets, that enhanced facilities for women vendors’ safety and services to meet their practical gender needs (security, safety, sanitation, water access, adequate space for vending including for PWD, banking and medical services and childcare.) The engagement in the WEE Programme of local stakeholders such as city, local and provincial governments as owners of the markets, together with the mobilization of young men and women and awareness raising on gender equality and women’s human rights for all WEE Programme participants was also strategic.

**Conclusion 2: (Based on Findings 5-9)** The WEE Programme was **effective** in achieving results such as establishing a recognized voice strategy platform for women market vendors with the market management through the formation, launching and registering of VAs with the PNG Investment Promotion Authority (IPA). The results are mixed as to the extent to which the voice of women vendors is heard and acted upon, with some market managers being responsive while others, while aware of the VA, do not follow-up on their suggestions and demands. This is evidenced in the lack of maintenance of essential facilities such as access to water and sanitation in most of the markets. New markets such as Alotau, Kimbe and Wabag and a planned new market in Lae hold potential for such issues to be addressed.

The WEE Programme built capacities of both duty bearers (market management) and rights holders (women vendors) to promote improved measures for safety and sanitation

in the markets. Banking services were made available within some of the markets. Some vendors could transition from informal vending to running a formal business, registering as taxpayers. Both women and men were empowered through gaining new knowledge about the mechanisms of markets and how markets could better operate in PNG, delivered through trainings, workshops and conferences that the women vendors attended as well as the market managers. UN Women's presence in the provinces gave visibility, communication and engagement opportunities with provincial governments and other stakeholders for the implementation of the WEE Programme. However, the quality and reach of the WEE Programme interventions were not optimal. Worthwhile initiatives such as livelihood skills training for women vendors could have had greater impact by reaching higher numbers of women vendors and implementing a more comprehensive approach with coordinated interventions on interrelated components such as training on sales, marketing and packaging, provision of and training on appropriate equipment, start-up capital for materials and ongoing mentoring and business coaching of selected cohorts linked to organizational oversight such as VAs.

**Conclusion 3: (Based on Findings 10-12)** In terms of *efficiency*, despite adequate financial and human resources initially, the WEE Programme fell short of realising all the objectives, outcomes and targets of the SPD and MERI projects resulting in low delivery rates. The original WEE Programme design and workplans provided for the full roll out, implementation, monitoring and reporting of numerous Programme activities through the field project staff (interlocutors) to realise the expected outcomes. However, internal processes of UN Women together with expertise gaps and communication difficulties over time led to disconnects between the project field staff and the CO office causing delays, postponement, and cancellation of activities.

**Conclusion 4: (Based on Findings 13-15).** A number of milestones important for *sustainability* were achieved These included the elaboration of draft Market Operations Plans in nine markets based on UN Women's Market Tool Kit developed under the WEE Programme and which identified clear roles for market actors including vendors. Once formalised they are expected to be followed by market managers and market owners, leading to improvements in market management and maintenance. Establishment and registration of VAs in most markets also augurs well for sustaining the voice of market vendors. However, capacity building for governance of such associations is urgently needed to clarify their roles and strategies and for conflict resolution. Engagement, synergies, and regular information sharing with national, provincial, and local institutions was limited in terms of engendering their ownership for outcomes and continuation of initiatives beyond the life of the project. The setting up of LPITs held potential for a mechanism at provincial levels for broad based synergies and collective decision making around marketplaces but were by and large discontinued due to lack of sufficient and ongoing support from the WEE Programme. There was also limited evidence of policy advances linked to the WEE Programme. Deeper interaction and partnerships with PNG national and local counterparts could have contributed to more sustainability and ownership.

Conclusion 5. UN Women was successful in targeting the agency of women vendors through their mobilisation in VAs and introducing the concept of gender sensitive marketplaces to market actors and owners. It was also able achieve a good mobilisation of youth for awareness raising on gender equality and gender-based violence in the markets and the urban provincial communities. More could have been done to promote the greater participation of PWD in the WEE Programme (Finding 16).

## LESSONS LEARNED

1. UN Women's experience of working with provincial markets in urban environments, as well as working with the earlier Safe Cities Programme, provides important learnings for application to other marketplaces not only in PNG, but also for other countries with similar markets. Thanks to the efforts of UN Women and donors, the design of newly opened markets or soon to be built new markets has incorporated many features that provide an enabling environment for women's economic empowerment. These include safety and

security measures, medical and banking facilities, childcare, access to adequate water supply and well-maintained separate sanitation blocks for men and women and spaces for VAs to meet, assigned PWD areas and for women entrepreneurs to establish businesses inside the market (shops, cooked food, meri blouses, handicrafts, etc.). Thus, gender friendly models for markets have been created that could be extended to urban satellite markets and district and community markets.

2.The experience with the WEE Programme and the discussions with beneficiaries and stakeholders has raised issues concerning how the different levels of markets could operate as an integrated provincial and national market system and so be better rationalised for the benefit of both vendors and customers.. Another topic under discussion is how the market revenue, mainly raised through women vendors' entry fees, can be better reinvested in the markets to ensure maintenance of basic facilities for their and customers' benefit. This has led to ideas being floated about the need for independent market authorities to manage the markets and limit leakage of revenue to market owners for other community or city priorities.

3.Representation of women market vendors by women market vendors themselves and their associations is an important principle of governance, a concept promoted by the SPD and MERI projects. In its interventions UN Women being vigilant in this regard is important so that messages advocated to market managers and other stakeholders include avoiding "selection" by managers of women vendor representatives and co-option by other individuals and groups outside the market or by market employees. Mobilising women beneficiaries in associations such as VAs requires governance training on how to run their organizations handle conflicts. In designing and implementing interventions related to markets it is key for there to be an awareness of the distinction between women vendors or "resellers" and women growers who may sell wholesale to the resellers or vend their produce themselves in the markets. Such disaggregation is important as the situation and needs of these two groups of vendors vary, with "resellers" usually more urban based and seeing self-employment and the growers travelling to and from agricultural communities and districts to sell their agricultural produce. In addition, there can be competition between these groups in those markets experiencing an oversupply of produce.

4.UN Women could have had a better understanding and application of the respective roles of the WEE team, the overall CO management and the project staff in the field could have resulted in improved delivery of such a large WEE Programme. Future large similar programmes of UN Women could avoid direct implementation by CO staff for field activities as their understanding of dynamics on the ground is naturally limited due to their lack of presence, thus creating delays, confusion and even conflicts among beneficiaries and stakeholders. Also project staff for large projects such as those in the WEE Programme, need to be on regular contracts, not consultancies, to allow for more flexibility and adaptation in programme implementation.

5.There are expectations that work begun on improving PNG's marketplaces and empowering women vendors should continue, be deepened, and extended to more provincial markets, as well as satellite markets and those at district and community level. Moving forward a clear exit strategy is important for sustaining benefits and results and providing for immediate and future synergies with local and national institutions and organizations working on women's economic empowerment including on SME development.

## RECOMMENDATIONS

The following general recommendations and suggested actions are for UN Women's consideration and can be taken forward in partnership with PNG entities, UN agencies and donors. At a presentation of preliminary findings, they were initially shared on 18 October 2023 with the donors and government (DfCDR) at the end of the evaluation team's data collection and analysis period in Papua New Guinea. They were also shared with the CO WEE team and other CO staff on the 19 October 2023. Feedback was taken into

consideration in drafting this report and participants requested that suggested actions to be outlined for each recommendation. Many of the suggestions are based on the inputs of beneficiaries, stakeholders and WEE Programme and project staff. The report and recommendations were further revised on the basis of comments from UN Women's Evaluation Unit in Bangkok and the PNG CO. The recommendations will be further reviewed at a forthcoming meeting of the Evaluation Reference Group.

Recommendation 1 (based on Conclusion 1)	Time Frame	Priority
<p>Consolidate and build on the gains made to empower women vendors and improve infrastructure, maintenance, operations and security in existing markets and expand the WEE Programme to more markets, positioning markets as business hubs for informal economy transition to formality and incorporating integrated and holistic approaches in design and implementation modalities.</p>		
<p><b><i>Suggested Actions</i></b></p>		
<p>1. With the participation of VAs, market managers and owners, and subject to funding, review infrastructure and maintenance conditions of existing markets with a view to their upgrading and putting in place maintenance plans with budgets.<sup>32</sup></p> <p>This could include:</p> <p>1.1 Preparing and disseminating a report on review findings.</p> <p>1.2 Providing support for:</p> <ul style="list-style-type: none"> <li>- the formal adoption by local governments of the existing draft market operational plans;</li> <li>- drafting additional market operational plans;</li> <li>- market management and owners to develop their market's 3-5 Year Development Plans;</li> <li>- advocating to markets' management to consider contracting security and cleaning services to the vendors at the market, paying the vendors for these services.</li> </ul>	<p>30/9/2024</p>	<p>High</p>

<sup>32</sup> This includes:

- ensuring that water tanks are installed to reduce the high cost of water bills as well as tap stands in all market sections for hand and produce washing and cleaning of the marketplace.
- Urgently addressing the situation of lack of adequate toilet facilities in many provincial markets.
- Installing and enhancing waste disposal systems and introducing organic recycling.
- Putting in place evacuation plans and equipment in case emergencies (fire, storms, floods, etc)

<p>2.Document and advocate for a vision of markets as business hubs providing a range of services and facilities by improving their infrastructure and setting up vendors’ resource centres and SME hubs to support vendors in selling their produce, impart knowledge and provide access to skills training.<sup>33</sup></p> <p>This could include:</p> <p>2.1Advocating with donors and NDCD for the reconfiguration of the Six Mile market infrastructure so that vendors can successfully launch and operationalise the SMEs within the market and realise in practice the original concept of a model SME incubation centre.</p> <p>2.2 Using a participatory approach to analyze and document linkages between vendors (resellers) and growers (both wholesale and vendors) to assess their specific needs and design appropriate interventions.</p>	30/12/24	Medium
<p>3.Promote and support linkages between VAs across provinces and districts for exchanging lessons learnt, trade, and supply and demand chain interactions.</p> <p>This could include:</p> <p>3.1 Designing and supporting an electronic platform for networking among vendors across the market regions of PNG.</p> <p>3.2 Assisting VAs in networking and developing platforms and strategies for online marketing and an SME online marketplace.</p> <p>3.3 Working towards establishing provincial VAs that support district level sections and a possible national VA.</p>	30/6/25 Ongoing	Medium
<p>4. In cooperation with market managers and owners, continue to organise national conventions as a key space for exposure of vendors and market management teams to successful market models and market management approaches, at the same time as providing visibility and highlighting the importance of the marketplace in PNG as business and economic development hubs and its role in the economic empowerment of women.</p>	30/9/24 and 30/9/25	Medium
<p>5. Adopt more integrated approaches internally in UN Women to optimize impact in markets and at community level (coordinate and sequence interventions on gender equality and GBV awareness with women’s economic empowerment activities, women organizing, governance for vendor associations and women in leadership through joint planning with UN Women PNG programmes).</p>	30/6/24	High

<sup>33</sup> Women entrepreneurs could rent spaces within the resource centre for their wholesale goods, food outlets, products, arts, and crafts as well as establishing other services such as a touristic information booth, medical clinic, banking/ATM, and other spaces for CSO activities.

Recommendation 2 (based on Conclusion 2)	Timeframe	Priority
<p>Improve the <b>quality</b> of UN Women’s capacity building interventions, expanding their reach to include larger numbers of beneficiaries, including more PWD in specific markets and locations, to demonstrate successful and sustainable intervention models for women’s economic empowerment in markets and attaining a more significant impact, that could be replicated in other markets and locations.</p>		
<p><b>Suggested actions</b></p>		
<p>1.Ensure coherence, coordination, and technical know-how across interventions on financial literacy training, business skills development, livelihood initiatives and women’s entrepreneurship through joint programmes and partnerships with DfCDR, ILO, FAO, UNDO and UNCDF</p> <p>This could include:</p> <p>1.1 Planning and budgeting for the localization of interventions in specific markets, rather than gathering scattered individuals across regions.</p> <p>1.2 Focusing on selecting cohorts linked to specific markets that can be monitored and supported over time.</p> <p>1.3 Providing opportunities for access to training, for the majority of vendors in a particular market.</p> <p>1.4 Designing and implementing a specific strategy for more PWD to access training opportunities in cooperation with local disability groups and government community services.</p> <p>1.5 Introducing fair and transparent processes, with clear criteria, for selection of training participants and for distribution of livelihood equipment.</p> <p>1.6 Verifying that livelihood equipment is suited to the context of women vendors and accompanied by appropriate skills training.</p> <p>1.7 Working with the VAs to support and monitor training outcomes and identify follow-up measures.</p> <p>1.8 In consultation with VAs, broadening the livelihood training menu to include tools development, training, and provision of equipment in areas such as agriculture, food processing and packaging, and fishing (coastal markets) with a view to trade linkages within PNG and the Pacific.</p>	<p>30/6/24</p>	<p>High</p>
<p>2.Continue and expand market management training for market managers and market owners on good governance of markets.</p> <p>This could include:</p>	<p>30/12/25 Ongoing</p>	<p>Medium</p>

<p>2.1 Providing for the training of new market managers coming on board in markets that already have operational plans in place.</p> <p>2.2 Expanding training on UN Women’s market operations tool kit to additional markets.</p> <p>2.3 Supporting the development and adoption of market operational plans for additional markets.</p> <p>2.4 Conducting market management refresher trainings on how to collaborate with vendors and their associations.</p>		
<p>3. Plan and budget for governance training in cooperation with UNDP for the VAs to address issues of representation, roles of office bearers, vision creation, strategy development planning and budgeting and conflict resolution</p>	<p>30/6/24 for planning 31/12/25 for completion</p>	<p>High</p>
<p>4. Promote and support training of market managers and owners on recruitment procedures for market staff (job advertisements, job descriptions and selection process, etc.).</p> <p>This can include:</p> <p>4.1 Supporting market managers on how to better manage market staff and on the added value of recruiting more women into management teams and market staff.</p> <p>4.2 Continuing awareness activities for market managers and staff on gender sensitivity including GBV, harassment and women’s security.</p> <p>4.3 Advocating with market managers and VAs for educational instructions and briefings in markets for vendors, personnel, and customers on the proper usage of sanitation facilities to prevent their breakdown.</p>	<p>31/12/25 Ongoing</p>	<p>Medium</p>
<p>5. Develop partnerships and joint programmes to improve the technical quality of training activities with qualified trainers and partnerships with agencies (national and UN-ILO, FAO, UNDP, UNCDF) having the required expertise and knowledge as part of their mandates and operations.</p> <p>This could include:</p> <p>5.1 Reviewing TOT tools and products with the relevant PNG authorities (SMEC, CEFI, PNG Training Authority) to gain endorsement and accreditation as well as building partnerships for ownership and sustainability.</p> <p>5.2 Designing a system to ensure systematic monitoring and evaluation of training activities delivered to assess their effectiveness and to make modifications as needed.</p> <p>5.3 Developing a plan to assist provincial governments to create their own monitoring mechanisms to assess</p>	<p>30/9/24</p> <p>31/12/</p>	<p>High</p>

and follow up on the impact of marketplace capacity building interventions.		
5.4 Developing with PNG certifying agencies a TOT training programme for District Programme Coordinators, Business Development Officers, Community Development Officers on working with vendors for eventual replication in rural communities.		

<b>Recommendation 3 (Based in Conclusion 5)</b>	<b>Timeframe</b>	<b>Priority</b>
For more effective WEE Programme results, develop joint UN programmes and strengthen coordination with national counterparts on policy development and implementation on women’s economic empowerment and on UN Women’s normative mandate and the transformative aspects of the SDGs.		
<b><i>Suggested actions</i></b>		
<p>1.Explore and develop joint programmes with UN agencies and UNCT in the context of One UN and the specific PNG gender equality outcome of the UN Sustainable Development Cooperation Framework (UNSDCF) 2023-2028 for PNG.</p> <p>This could include:</p> <p>1.1 Deepening collaboration and plan with UNCDF for FLT integrated approaches and inclusive finance offering to women market vendors, develop synergies on business skills development training to reach larger cohorts, and promote more markets to install banking facilities.</p> <p>1.2 Exploring collaboration with ILO to enhance expertise on women’s entrepreneurship and business development skills.</p> <p>1.3 Exploring collaboration with FAO on interventions to enhance women growers’ production and marketing outcomes.</p> <p>1.4 Working with national bodies (SMEC, CEFI, Dept. of Commerce and Industry) to design actions for advancing women’s economic empowerment with respect to training and TOT certification, and VA and business registration.</p>	30/3/24	High
<p>2.To address structural barriers on gender equality and women’s economic empowerment strengthen the focus of the WEE Programme on policy level and support the integration of the Voice Strategy into the ongoing Revision of the ‘Informal Economy Policy’.</p> <p>This could include:</p> <p>2.1 Playing a stronger coordination role with relevant counterparts in strengthening work on informal economy policy by establishing a mechanism for regular dialogue and information sharing.</p> <p>2.2 Finalizing the MOU with DfCDR on the informal economy policy and voice strategy and build</p>	30/6/25 Ongoing	High

<p>platforms for collaborative interventions at the district and community level.</p> <p>2.3 In addition to DfCDR, working with relevant national counterparts (e.g. Dept. of Commerce and Industry, Dept. of labour and Industrial Relations, SMEC, CEFI, Council of Women) to advance policy development and implementation on women's economic empowerment and to create synergies and collaboration for greater impact;</p> <p>2.4 For strengthening policy development and WEE Programme implementation, engaging more with the National Council of Women and their network both nationally and at the provincial level where they have a statutory voice in the provincial governments.</p> <p>2.5 Increasing the focus on PWD and create a specific PWD platform through greater outreach to local Divisions of DfCDR and existing disability networks to promote greater access of PWD to market economic opportunities. Design and implement more livelihood and FLT trainings specific to PWD. Establish communication channels between PWD groups and VAs and Market Management to ensure the presence of and respect for PWD in the marketplaces.</p> <p>2.6 Including the VAs in the CSOs Directory for future support, especially capacity building around ending violence against women and girls at the market.</p>		
<p>3.Continue cooperation with donors to advance market infrastructure improvements in tandem with strengthening the voice and capacity of VAs and the management capacity of market managers and owners.</p>	<p>31/12/25 Ongoing</p>	<p>High</p>
<p>4.With the view to supporting inclusive market <b>systems</b>, research and establish a dialogue mechanism to engage relevant stakeholders (city governments, provincial governments, and national government) to reflect on ways to rationalize and develop such systems, spanning provincial distribution centres and urban satellite and district markets to meet the needs of wholesale and individual vendors and growers within and across provinces, as well as the requirements of customers.</p>	<p>31/12/24</p>	<p>Medium</p>
<p>5.Collaborate and sign MOUs with Departments of Provincial and Local-level Governments, DfCDR, and Provincial Administration in different market project sites.</p> <p>This could involve:</p> <p>5.1 Supporting market managements to develop project identification documents and market operational plans and submit them to Provincial Executive Councils for funding.</p> <p>5.2 Supporting Exchange Learning Trips between different markets in PNG and in the Pacific.</p>	<p>31/9/24</p>	<p>Medium</p>

6. Work more closely with the provisional and district Divisions of DfCDR to better understand how to implement programmes in the community. Work in partnership so that DfCDR can assist in the roll out of programmes and sustain them in the longer term.	31/12/24	Medium
7. Improve communications at all levels for more effective collaboration, and synergies, by providing regular updates, reports and opportunities for exchange with stakeholders and partners including district, provincial and national government agencies	30/9/24 Ongoing	High

<b>Recommendation 4 (Based on Conclusion 4)</b>	<b>Timeframe</b>	<b>Priority</b>
<b>Generate sustainability pathways through increasing engagement and capacity building with endogenous stakeholders for greater ownership of results.</b>		
<b><i>Suggested actions</i></b>		
1. Map and identify relevant institutions to work with for sustainability of the CO's WEE Programme. <sup>34</sup> This could include: 1.1 Developing MOUs and joint planning Strategies and identification of agreed sites for interventions.	39/6/24	High
2. Reconvene LPITs for holding regular meetings for oversight and decision-making on market improvements with UN Women providing logistical support to implement activities.	30/9/24	High
3. Align future markets programmes with District and Provincial Development Plans.	31/12/24	Medium
4. Improve coordination with government agencies, (e.g. DfCDR) and donor development agencies/partners (e.g. DFAT subnational programmes) and Provincial Project Management Units for a wider reach and effective and sustainable interventions of the WEE Programme.	31/12/25 ongoing	High
5. Research, assess and document the concept of Independent Market Authorities (e.g. Kokopo) as a model to ensure the safety, wellbeing, and income opportunities for women vendors in the markets, as well as maintaining market facilities.	31/12/24	Medium
5.1 With a view to promoting and supporting such entities, assess and document whether an independent market authority model can guarantee reinvesting the revenue generated from markets (mainly from women vendor access fees) back into market maintenance, building capacity of market personnel and management and submitting to financial audits, thereby sustaining efficient market operations without leakage of revenue for purposes beyond the market itself.	31/12/24	Medium
6. Develop a transition/exit strategy which includes deliverables for institutional strengthening and present to key stakeholders in PNG	31/12/25	High

<sup>34</sup> For example, Council of Women, Provincial administrations, LLGs, City Authorities, PNG National Training Council, SMEC, Centre for Excellence in Financial Inclusion (CEFI), CSOs, NGOs, and development arm of churches

<p>This could include: 6.1 Providing support to the institutions that advocate for the rights of women, youth and PWD.</p>		
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Recommendation 5 (Based on Conclusion 3)	Timeframe	Priority
<p>Strengthen PNG CO's technical, operational, monitoring, and organizational capability, streamline administrative processes and systematically implement shared electronic filing for greater efficiency and accountability.</p>		
<p>1. Review staffing modalities of UN Women programmes in PNG.</p> <p>This could include the following:</p> <p>1.1 Improving the recruitment process to ensure that there are qualified national and international technical specialists and field project staff on women's economic empowerment</p> <p>1.2 Planning for provision of ongoing training and technical guidance by an international WEE specialist for CO programme analysts and field staff.</p> <p>1.3 Appointing an international specialist on women's economic empowerment to the PNG CO to strengthen expertise in this area.</p> <p>1.4 Appointing long term project staff (1-3 years) under regular project contracts, not consultancies,<sup>35</sup></p> <p>1.5 For building national and local capacity and for sustainability, outsourcing components of the WEE programme to implementing partners.</p> <p>1.6 Considering setting up sub regional UN Women project offices with small project teams (e.g. 2 technical staff and 1 administrative officer) covering several provinces (e.g. in the Highlands). Such an arrangement could be more dynamic and efficient.</p> <p>1.7 Considering embedding project field staff within provincial administrations to improve communications, collaboration, and sustainability of the WEE programme.</p>	<p>30/6/24</p>	<p>High</p>
<p>2. Strengthen operational capacity and systems in the CO PNG.</p> <p>The following can be considered:</p> <p>2.1 Conducting a comprehensive review of the procurement workflow and identify areas that can be streamlined or simplified.<sup>36</sup></p>	<p>30/6/24</p>	<p>High</p>

<sup>35</sup> Consultancies are for short-term deliverables and not for overall programming of activities, monitoring, reporting and ongoing engagement and follow-up with beneficiaries and stakeholders.

<sup>36</sup> This may include automating certain steps, revising approval processes, or implementing digital procurement systems to expedite the process.

<p>2.2 Providing training and capacity building for WEE staff involved in procurement activities.</p> <p>2.3 Review and strengthen financial management systems to ensure timely payment to service providers and staff. <sup>37</sup></p> <p>2.4 Ensure that activity plans for each market location, while similar for meeting common objectives and outcomes, are designed and implemented in a flexible manner.<sup>38</sup></p> <p>2.5 Revisit the recommendations of the 2023 PNG CO Office Audit report and ensure their implementation.</p>	30/6/24	
<p>3. Improve monitoring and reporting processes for the WEE Programme.</p> <p>This can include the following:</p> <p>3.1 Designing and implementing a monitoring system to track the progress of procurement requests and purchase orders.<sup>39</sup></p> <p>3.2 Considering developing a report structure for the markets across PNG with Quarterly Audit Assessments and Market Inspection and Monitoring for the reports.</p> <p>3.3 Using such reports as a basis for engaging in dialogue with market managers and owners on introducing progressive measures to be accomplished ahead of further or additional funding for activities to improve conditions and maintenance of facilities in the marketplaces.</p> <p>3.4 In cooperation with VAs, NCDC, provincial governments and markets, designing and developing a database mapping contact list, lists of women vendors participating in the WEE Programme, profile of VAs, number of registered financial members in the VAs, monitoring, and reporting on results such as number of women opening banks accounts, taking loans, diversifying their vendor activities, starting small businesses, or expanding an existing business.</p>	30/3/24	High
<p>5.Improve communications within the CO and with partners and donors.</p> <p>This could include:</p> <p>5.1 Introducing a more efficient and regular flow of communication between the UN Women CO team and</p>	30/6/24	High

<sup>37</sup> Raising Purchase Orders (PO) in a timely manner for project staff activities and salary payments as well as with service providers and ensuring that invoices are paid on time is critical to maintain UN Women's positive image and good standing with service providers.

<sup>38</sup> The activity plans and deliverables should be prepared by the project staff on the ground as they are more in touch with the needs of their markets. Activity budget allocations for each location should be transparent and shared with the field project staff so they know what activities are feasible according to the funds available.

<sup>39</sup> This will help identify bottlenecks and proactively address any issues that arise, ensuring timely delivery of goods and services.

<p>project staff as well as among the WEE team as whole in order to combat silo mentalities.</p> <p>5.2 Enhancing internal communication channels to ensure prompt response to procurement requests. This could involve establishing clear timelines for processing requests and designating specific points of contact responsible for procurement tasks.</p> <p>5.3 Adopting a clear communication plan to avoid conflicts and problems, and maintain communications among staff as confidential vis a vis market managers and VAs. The channel of communication with beneficiaries and stakeholders on the ground should be from the UN Women CO staff to the project staff and then from the project staff to the market managers or VAs.</p> <p>5.4 Developing a mechanism for regular sharing on challenges, lessons learned and feedback among WEE team members (CO and project staff).</p> <p>5.3 Improving communications with stakeholders and partners through regular reporting, meetings and feedback and use monitoring reports to open channels for sharing progress among market actors on what is working well and how to tackle seemingly intractable challenges.</p>		
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## ANNEX 1 EVALUATION PARTICIPANTS

### End of WEE Programme Evaluation SPD 1&2/MERI 1&2

ORGANIZATION, TITLE	METHOD (INTERVIEW, FGD)	WOMEN	MEN
UN Women Representative a.i. CO	Briefing/Interview	1	
UN Women WEE team, M&E Specialist, finance, HR and administrative staff CO	Introductions/briefings	7	4
Operations Manager CO	Interview		1
WEE Programme Manager CO	Interview		1
WEE Programme Analyst CO	Interview	1	
WEE Programme Analyst CO	Interview	1	
Former UN Women Deputy Representative	Interview	1	
National Programme Specialist, CO	Interview	1	
Alotau WEE former Programme Interlocutor	Briefing/interview	1	
Daru WEE former Programme Interlocutor	Briefing/interview	1	
Goroka WEE former Programme Interlocutor	Briefing/interview	1	
Lae WEE Programme Interlocutor	Briefing/interview	1	
Mt. Hagen WEE Former Programme Interlocutor	Briefing/interview	1	
Business Development Specialist Consultant	Interview	1	
In addition to above WEE specialist a.i. on-line Programme Initiative Manager online Executive assistant Communications and Advocacy Specialist Security Assistant	Feedback preliminary findings	3	2
		21	8
<b>UN PARTNER/AGENCY</b>			
Coordinator UNCDF			1
Nutrition Expert/Food Security Coordinator, FAO Gender expert FAO STREIT Programme Gender expert FAO STREIT Programme	Focus group online	2	1
UNRC	Interview		1
		2	3
<b>GOVERNMENT</b>			
Acting Director, Family Learning and Development Branch, DfCDR Office of the Secretary, DfCDR Assistant Director, Religion, DfCDR Senior Program Officer, Family and Learning and Development Branch, DfCDR M&E Officer, DfCDR Officer, DfCDR	Focus group	2	4
Markets Operations Supervisor, National Capital District Commission (NCDC), Port Moresby	Interview		1
District Administration Community Development Officer, Lae	Interview		1
Lae City Authority Revenue Manager	Interview		1
Chief Executive Officer for Mt. Hagen City Authority	Interview		1
Lord Mayor, Mt. Hagen City	Interview		1
Representative of Revenue, Vanimo Urban LLG	Interview		1
Women's Representative, –Vanimo Urban LLG	Interview	1	
Representative, Vanimo Urban LLG	Interview	1	
Representative, Kimbe LLG	Interview		1
Integrated Community Development Officer	Interview		1

Executive Manager, Community Development Kimbe	Interview		1
Advisor Investment Division of Commerce & Industry Milne Bay Administration	Interview		1
Coordinator, Provincial Gender Based Violence Division for Community Development, Milne Bay	Interview		1
Health Inspector (F) Milne Bay Administration, Department of Health	Interview	1	
Health Inspector (F) Milne Bay Administration, Department of Health	Interview	1	
Focus groups Wabag, Daru and Tari		2	1
		8	16
<b>CSOs</b>			
President –Women’s Association Ahi Tribe, Lae	Interview	1	
President, Mt. Hagen Sanap Wantaim Youth Vice President, Mt. Hagen Sanap Wantaim Youth	Interview	1	1
President, Manda Valley Women’s Association	Interview	1	
Representative, Council of Women, Vanimo	Interview	1	
Representative, Kimbe Sanap Wantaim Youth	Interview	1	
2 coordinators of Sanap Wantaim Youth Division, Milne Bay and FLT trainers	Interview		2
		5	3
<b>PRIVATE SECTOR</b>			
President, Lae Chamber of Commerce	Interview		1
Manager Tok Stret Consulting	Interview	1	
Lending Manager – MiBank Manager Branch Operations Mi-Bank Programme Implementation officer Mi-Bank	Focus group		3
Loans Officer – Mama Bank Project Officer – Mama Bank	Interview	1	1
Chairman, Board of Councillors of Hagen 2 Investment Ltd Deputy Chairman, Board of Councillors of Hagen 2 Investment Ltd	Interview		2
		2	7
<b>BENEFICIARIES -MARKET VENDORS AND GROWERS</b>			
Wabag market vendors, market managers and local government (3 vendors, 2 manager, 1 LLG -all women)	Focus group		
Daru market vendors, market managers and local government 3 vendors (W), 2 market managers (M), 1 LLG (W)	Focus group		
Tari market vendors, market managers and local government (3 vendors (W), 1 manager (M) and LLG (1)	Focus group		
President Lae Market Vendors’ Association	Interview	1	
Morobe vendors group Lae Market	Focus group	3	
Highland vendors group Lae Market	Focus group	3	1
Wholesale vendors group Lae Market	Focus group		4
PWD – Lae Market Vendors’ Association Member	Interview	1	
President, Goroka Market Vendors’ Association Vice President, Goroka Market Vendors’ Association Vice Treasurer, Goroka Market Vendors’ Association Vice Secretary, Goroka Market Vendors’ Association Committee member, Goroka Market Vendors’ Association PWD and Committee member, Goroka Market Vendors’ Association	Focus group	6	
President, First Mt Hagen Women’s Vendors Association	Interview	1	
President, Second Mt Hagen Women’s Vendors Association Vice President, Second Mt Hagen Women’s Vendors Association	Interview	2	
Chairman, Second Mt Hagen Women’s Vendors Association Treasurer, Second Mt Hagen Women’s Vendors Association 3 Members, Second Mt Hagen Women’s Vendors Association Youth representative, Second Mt Hagen Women’s Vendors Assoc.	Focus group	5	2
Vendors group at Gordons Market	Focus group	18	1
Market vendor Wewak	Interview	1	
Woman Vendor, Vanimo	Interview	1	

Member, Vanimo West Coast Baths Vendors Association	Interview	1	
Member, Inland vendors group, Vanimo	Interview	1	
Vendor Representative, Kimbe market	Interview	1	
Woman vendor, Kimbe market	Interview	1	
Woman vendor, Kimbe market	Interview	1	
Woman vendor, Kimbe market	Interview	1	
Vice President, Waigani Vendors' Association 6 Members, Waigani Vendors' Association	Focus group	5	2
President, Boroko Vendors Association Vice President, Boroko Vendors Association Member, Boroko Vendors Association	Focus group	3	
President, Sepik Sago & Product Association, Boroko Market Vice President, Sepik Sago & Product Association, Boroko Market	Focus group	2	
President, Central Vendors Association, Boroko Market Treasurer, Central Vendors Association, Boroko Market Secretary, Central Vendors Association, Boroko Market Public officer, Central Vendors Association, Boroko Market 9 Members, Central Vendors Association, Boroko Market		13	
President, Boroko Sisters Association Secretary, Boroko Sisters Association 3 Members, Boroko Sisters Association	Focus group	5	
Vice-President, Hagen Women Tabaco and Vegetable Association 2 Members, Hagen Women Tabaco and Vegetable Association	Focus group	2	1
President Alotau Town Market Vendors Association Vice- President Alotau Town Market Vendors Association Secretary, Alotau Town Market Vendors Association President, Milne Bay Women Vendors Trade Network 4 market vendors (3 F and 1 M)	Focus group	7	1
Woman entrepreneur, Alotau market	Interview	1	
President 6 Mile Market Vendors & SME Incubation Association Vice-President 6 Mile Market Vendors & SME Incubation Association Assistant Treasurer, 6 Mile Market Vendors & SME Incubation Association 2 Members SME Catering, 6 Mile Market Vendors & SME Incubation Association Member, SME Catering and Tailoring, 6 Mile Market Vendors & SME Incubation Association Member, SME Mini Goods, 6 Mile Market Vendors & SME Incubation Association Member, 6 Mile Market Vendors & SME Incubation Association	Focus Group	7	1
Focus groups Wabag, Daru and Tari		9	
		102	13
<b>MARKET MANAGEMENT</b>			
Market Manager, 6 Mile Market and Business Incubation Centre Port Moresby	Interview		1
Team leader, Boroko Market Management 3 Members, Boroko Market Management Team	Focus group		4
Team leader, market management team, Waigani market Assistant team leader, market management team, Waigani market Clerk, market management team, Waigani market 2 Members, market management team, Waigani market	Focus group		5
Market administrator at Gordons Market Marketing and Ticket Officer at Gordons Market	Focus group	1	1
Market manager, Kimbe	Interview	1	
Accountant, Kimbe market Waste management officer, Kimbe Administration Officer, Kimbe market Safety Officer, Kimbe market	FGD with market Management team	4	
Chief Executive Officer (CEO) of Hagen 2 Investment Limited managing Mt Hagen market			1

Acting Market Manager Goroka Deputy Administrator – Gahuku LLG	Focus group		2
Lae Market Manager	Interview		1
Lae Assistant Market Manager	Interview		1
Market management Wewak	Interview		1
Focus groups Wabag, Daru and Tari		2	3
		8	20
<b>DONORS</b>			
Second Secretary, Department of Foreign Affairs and Trade (DFAT) Australia MERI and SPD coordinators, DFAT	Briefing/Interview	3	
In addition to above First Secretary (Subnational Development), Department of Foreign Affairs and Trade (DFAT) Australia 2 DFAT officials (DfCDR also attended, included in Focus group count above)	Debriefing/feedback preliminary findings	2	1
DFAT sub regional advisor Goroka	Interview		1
DFAT sub regional advisor Lae	Interview		1
DFAT sub regional advisor Mt. Hagen	Interview		1
Former DFAT M&E Coordinator for Mt. Hagen	Online interview	1	
Counsellor, Japan Embassy, Port Moresby Second Secretary, Japan Embassy, Port Moresby	Interview		2
		6	6
<b>OVERALL TOTAL</b>	<b>230</b>	<b>154</b>	<b>76</b>

## ANNEX 2 LIST OF DOCUMENTS CONSULTED

### SPD 1 & 2 AND MERI 1 & 2 END OF WEE PROGRAMME EVALUATION

Table 1 lists documents directly related to the SPD/MERI WEE Programme.  
Table 2 lists previous evaluations, relevant documents of UN Women, UN and multilateral agencies, PNG government, academe, and media.  
Table 3 lists documents not able to be obtained.

Table 1: SPD/MERI WEE PROGRAMME RELATED MATERIAL		
No.	Document type	Document
1.	<b>WEE Programme Design &amp; Workplans</b>	SPD 1 Safe and Prosperous Districts: Linking communities to markets for secure livelihoods SPD Kimbe, Wabag Market Development
2.		SPD 2 Safe and Prosperous Districts Programme – Securing Women’s Livelihoods during COVID-19 - Prevention Response and Recovery (Alotau, Tari & Wewak)
3.		MERI 1 Markets, Economic Recovery, and Inclusion (Meri) Program
4.		MERI 2: PNG Markets, Economic Recovery, and Inclusion (MERI) 2
5.		Integrated framework - includes JICA contribution
6.		MERI I Workplan and budget for 11 markets
7.	<b>Donor Reports</b>	Annual Report, Safe and Prosperous Districts (SPD1), January - December 2020
8.		Safe and Prosperous Districts Program: (SPD 1) Kimbe and Wabag Markets, Papua New Guinea. Six monthly Progress Report July – December 2021
9.		Six Monthly Progress Report Safe and Prosperous District (SPD 1)-Kimbe and Wabag, Jan-June 2022
10.		Six Monthly Progress Report Safe and Prosperous Districts (SPD1) Kimbe and Wabag July-December 2022
11.		DFAT Safe and Prosperous Districts (SPD 1) Kimbe and Wabag – Papua New Guinea, January-June 2023
12.		Safe and Prosperous Districts Programme (SPD 2) Report Number # 01 for Government of Japan, April 2021 to September 2021
		No further donor reports for SPD 2 (JICA) made available
13.		MERI 1 end of project report, June 2020-June 2021
14.		UN Women, MERI End of Project Market Assessment Safe and Prosperous District Programme Papua New Guinea, August 2021
16.		Markets Economic Recovery and Inclusion Programme, Phase 2, Papua New Guinea Report Number # 01, July 2021 – December 2021
17.		Markets Economic Recovery and Inclusion Programme, Phase 2, Papua New Guinea Report Number # 02, UN Women Donor Report, Progress Report, January-June 2022
18.		Markets Economic Recovery and Inclusion Programme Phase Two (MERI 2), Report Number 4, January – June 2023
19.	<b>MERI Mid-term and annual assessments</b>	UN Women MERI 2 Mid Term Assessment, January 2023 (reports for Daru, Goroka, Mt Hagen and Wabag missing)
20-26.	<b>Mid Term Assessments (6) (Individual Market Monitoring Reports)</b>	Alotau, Kimbe, Lae, Vanimo, Wewak, December 2022
27-31.	<b>Market Assessment Reports for 5 markets</b>	Alotau, Boroko, Kimbe, Lae, Vanimo, Wewak

32-152.	<b>Interlocutor reports</b>	Inception reports for 10 markets
		Alotau – 3 monthly reports for 2021, 10 monthly reports for 2022
		Daru – 2 monthly reports 2020, 7 monthly reports 2021, 5 for 2022, none 2023
		Goroka – 6 monthly reports for 2021, 12 monthly reports for 2022, 2 for 2023
		Lae – 12 monthly reports plus plans for 2022, 4 monthly reports for 2023
		Kimbe – 12 Monthly reports 2022, none 2023
		Mt. Hagen – 12 monthly reports for 2022, 2 for 2023
		Tari - no interlocutor reports available, other market design proposals documents
		Vanimo- 3 monthly reports for 2022
		Wabag – 12 SPD monthly reports 2022, 1 for 2023
		Wewak – 5 MERI reports for 2021, 20 SPD documents , Port Moresby (Boroko, Gordons, 6 Mile and Waigani) – no interlocutor reports, only an inception report available
153-159.	<b>Location Highlights</b>	6 markets - Daru, Goroka, Lae, Port Moresby, Mt. Hagen, Vanimo
159-166.	<b>Market Profiles</b>	7 markets - Boroko, Goroka, Kimbe, Lai, Mt. Hagen, Vanimo, and Waigani
167-179.	<b>Scorecards</b>	Market scorecard Performance for 12 markets, June 2021
180.		Port Moresby Markets Compliance Scorecard
181-184.	<b>Narratives</b>	Human Impact Story Lae
		Lae Assessment Success Stories
		Human interest story Vanimo
185-194.	<b>Market Operational Plans</b>	9 plans for Alotau, Gordons, Goroka, Kimbe, Lae, Mt. Hagen, Six Mile, Wabag and Wewak,
195.	<b>Media &amp; Advocacy</b>	UNCDF, MERI- Markets, Economic Recovery and Inclusion, Mama-Bank Access Point (MAP) Opens at Gordons Market, Press release, 30 May 2022
196.		Brochure, Port Moresby Safe City & Safe Public Transport Programme December 2010 – June 2019
197.		Department of Economic and Social Affairs Sustainable Development, MERI (Market, Economic, Recovery and Inclusion) Women's Micro Bank Limited (Private sector) #SDGAction52220
198.		DFAT, Australia, <i>Pacific Women Shaping Pacific Development Papua New Guinea Country Plan Summary and Highlights</i> , 2 brochures, 2020 and 2022
199.		UN Women, COVID - 19 Market Assessment, PNG, May 2020
200.	<b>Other MERI related documents</b>	Women Economic Empowerment Livelihood Equipment Post Distribution Monitoring in 7 markets (Port Moresby, Alotau, Daru, Goroka, Lae, Mt. Hagen, Wewak) May 2023

<b>TABLE 2: OTHER DOCUMENTS</b>		
201.	<b>Evaluations</b>	UN Women, <i>End of Project Evaluation of Equality for Progress &amp; Planim Save Kamap Strongpela</i> (2019),
202.		UN Women, <i>Evaluation of the 'Port Moresby: A Safe City for Women and Girls' Program</i> (June 2019)
203.		Andrew Parker, Review of the Markets, Economic Recovery, and Inclusion Program (Phase One) 29 April 2022
204.		Independent Evaluation and Audit Services (IEAS), <i>Internal audit report UN Women country office in Papua New Guinea</i> , Internal Audit Service (IAS) UN Women 1 February 2023 IEAS/IAS/2022/006
205.		UN Women, <i>Country Portfolio Evaluation, Papua New Guinea, Synthesis Report</i> , 2020
206.		UN Women, <i>Country Portfolio Evaluation, Papua New Guinea, In Brief</i> , 2020

207.		United Nations Development Assistance Framework for Papua New Guinea (2018 – 2023), <i>Key Evaluation Findings, Lessons Learned &amp; Recommendations - Summary Report</i> 21 September 2022
208.	<b>UN Women WEE Programme</b>	UN Women PNG Country Office Annual Report 2022
209.		UN Women PNG, <i>2021 Highlights</i>
210.		New UN Women framework to address non-traditional security issues for women and girls in Asia and the Pacific, Press Release, 4 April 2023
211.		UN Women and UNDP, <i>The paths to equal: twin indices on women’s empowerment and gender equality, 2023</i>
212.		UN Women, <i>Safe Cities and Safe Public Spaces for Women and Girls Global Initiative</i> , Global Results Report 2017-2020
213.		Executive Board, UN Women, Strategic Plan 2018-2021, UN Women/2017/6/Rev.1
214.		Executive Board, UN Women Strategic Plan 2022–2025, UN Women/2021/6
215.		UN Women Safe Cities and Safe Public Spaces Global Flagship Initiative
216.		UN Women Annual Report for Asia and the Pacific, PNG, 2020-2021
217.		UN Women 2022 Annual Report, Asia Pacific, Papua New Guinea
218.		Bianca Pomeranzi, <i>Framework for Women’s Economic Empowerment of the Melyt (Mujeres, Economía Local y Territorios), A practical model for women’s economic empowerment for dynamic and sustainable territories in the COVID-19 Recovery</i> , Technical paper, UN Women, June 2021
219.	<b>UN/Multilateral Agencies</b>	ADB, <i>Women’s Economic Empowerment in the Pacific Region, A Comprehensive Analysis of Existing Research and Data</i> , May 2023
220.		ADB, <i>Women’s Economic Empowerment in the Pacific Region, Summary Brief</i> , 2023
221.		FAO. 2019. <i>Country gender assessment of agriculture and the rural sector in Papua New Guinea</i> . Port Moresby.
222.		FAO PNG, <i>Mapping territorial markets in Chimbu province and in Eastern Highlands province, Papua New Guinea</i> , Summary report, Rome, 2023
223.		FAO PNG, EU, CIRAD, <i>Food Systems Profile - Papua New Guinea, Catalysing the sustainable and inclusive transformation of food systems</i> , Rome 2023.
224.		OECD, <i>Analysis of Development Assistance Committee Members’ Policies in Support of Women’s Economic Empowerment</i> , Guidance on Gender Equality Series, 2022.
225.		UN PNG, <i>Common Country Analysis 2020</i>
226.		UN PNG, <i>2022 UN Annual Results Report</i>
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236.		Yunxian Wang, <i>Women’s Market Participation and Potential for Business Advancement: A Case Study of Women Traders in Papua New Guinea</i> , The National Research Institute Discussion Paper No. 141, PNG, 2014
237.		Robin Bopeni, Cadet Researcher, Informal Economy Program , <u>Plight of urban women street vendors in Port Moresby</u> , The National Research Institute, PNG, 10 July 2019
238.		Ellen Boccuzzi, <i>The Future of Work for Women in the Pacific Islands</i> , The Asia Foundation Women’s Empowerment and Gender Equality Program, 2021
239.	<b>Media</b>	The National, Eric Piet, <i>“First Audit of Informal Economy”</i> (September 27, 2019) <a href="https://www.thenational.com.pg/first-audit-of-informal-economy/">https://www.thenational.com.pg/first-audit-of-informal-economy/</a>
240-246.	<b>Tools</b>	<ol style="list-style-type: none"> <li>1. Women’s Economic Market Toolkit (MERI)</li> <li>2. Business development training manuals: <ol style="list-style-type: none"> <li>2.1 Heather Vanua, <i>Entrepreneurship Mindset How to think like an Entrepreneur</i>, UN Women, 2023</li> <li>2.2 , <i>Growing and Diversifying my Small Business Training Guide</i>, UN Women, 2023</li> <li>2.3 Heather Vanua, <i>Development Support Services Toolkit for Market Vendors in Papua New Guinea</i>, UN Women 2023</li> <li>2.4 Heather Vanua, <i>How to Grow and Diversify my Small Business</i>, Financial Literacy Level 2, UN Women, 12.4.23</li> <li>2.5 Heather Vanua, <i>Entrepreneurship Mindset Training Guide: How to teach Entrepreneurship Mindset</i>, UN Women, 2023</li> </ol> </li> </ol>

TABLE 3: KEY DOCUMENTS THAT COULD NOT BE ACQUIRED FOR THE EVALAUTION	
<b>Annexes MERI 2 project document</b>	
<ol style="list-style-type: none"> <li>1. Annex 1: Baseline Report for MERI 1 – separate document attached</li> <li>2. Annex 2: Summary Report of the National Audit of the Informal Economy –separate document attached</li> <li>3. Annex 2 Desktop Review of the Informal Economy Policy –separate document attached</li> </ol>	
<b>Donor reports</b>	
All reports submitted to JICA, except the first one in 2021	
<b>WEE Programme capacity building tools</b>	
<ol style="list-style-type: none"> <li>1. Communication Plan MERI 2</li> <li>2. Safety audit tool</li> <li>3. WSA tool</li> <li>4. MERI poster, brochure, and MERI Phase 1 Brief</li> </ol>	
<b>Interlocutor reports for Port Moresby</b>	
<b>Monitoring tools</b>	
Templates for	

1. Needs assessment
2. Inception reports
3. Monthly monitoring and reporting

**Information and reports on:**

1. Collaborative model for governance of the new market and supporting the informal economy MERI 2
2. The business incubator model MERI 2
3. Policy initiatives for MERI 1 and MERI 2

## ANNEX 3 SAMPLE DATA COLLECTION TOOLS

### SPD 1 &2/MERI 1&2 END OF WEE PROGRAMME EVALUATION

The following guide for interviewing beneficiaries reflects the nature of questions utilised for interviews. The questions were adapted for different categories of interviewees (PNG CO, government, UN Agencies, market managers, CSOs, and donors). Those questions highlighted in yellow were considered the most important.

Also in this annex is a guideline for focus group discussions and a market observation tool

#### 1. Interview guide for women market vendors (beneficiaries) in PNG markets

Time and date:

Name of market

Name of Interviewee:

Position of interviewee:

Name of Interviewer:

Opening Statement (5 minutes)

Background (10 minutes)

1. Please briefly describe your work at the market, including how long you have worked as a vendor.
2. What kind of produce do you sell? Do you cultivate it yourself? If so, how do you bring it to the market?
3. Please tell us/me about your participation in the WEE Programme?

4. Relevance (10 minutes)

5. In your view what are the issues and challenges for women vendors in the market?
6. How has UN Women through the WEE Programme assisted you? Has it assisted other women vendors in the market? How many?
7. How do you see the role of men and women at the market?
8. Did the WEE Programme reach out to the more disadvantaged or disabled women vendors?
9. How are your activities recovering since the COVID 19 pandemic?

Effectiveness (15 minutes)

10. How did the WEE Programme change your work as a vendor? And for other women vendors? Did your income increase? If so, by what percentage? In what ways were conditions and facilities in the market improved?
11. How did you find the UN Women's training activities? What kind of training did you participate in? How were you able to use what you learnt? In what ways can the training be improved and expanded?
12. Are you a member of a vendors' association? If so, has the association been able to improve the market conditions for women vendors? Is there sharing of experiences and lessons learned with other members?

Efficiency (5 minutes)

13. Was your cooperation with UN Women efficient? Did you receive information about the WEE Programme and was it useful? For the activities in which you participated, were they organized on time and at convenient times and places for you and other women vendors?
14. What do you see as UN Women's strengths and weaknesses?

Sustainability (10 minutes)

15. What more needs to be done to sustain and build on the improvements in the market? What role can vendor associations play?
16. What would be your recommendations to UN Women on how to continue support to women vendors and further improve the market conditions.

Closing the interview (5 minutes)

Thanks for your time given, sharing and valuable insights, etc.

What happens next – we are interviewing range of stakeholders across the PNG markets. Information and analysis will be synthesised and integrated into an evaluation report of on the SPD/MERI WEE Programme in PNG. The report will be publicly available on UN Women’s evaluation website. It will be an important input to the design of future UN Women’s programmes and projects, not only in PNG, but globally in terms of lessons learned and models, tools, and innovations to scale up. It will also inform donors of such programmes in relation to their future priority setting for funding and cooperation on gender equality and women’s empowerment.

Wishing all the best for your journey in supporting gender equality and women’s empowerment.

## **2. Focus Group Discussion Guide for Women Market Vendors**

Time and date:

Name of market:

Name of Evaluator/facilitator:

List of participants attached

Opening Statement (5 minutes)

- This focus group discussion will contribute to the end of WEE Programme evaluation of the Market Economic Recovery and Inclusion (MERI) and Safe Prosperity Districts (SPD) projects on improving markets and conditions for women market vendors in Papua New Guinea, implemented by UN Women.
- It will also try to capture the efforts and achievements as a result of your participation in the project activities, as well as identify the needs and strategies for women market vendors to build on. We appreciate your time and your information to support this process.
- Evaluation of UN programmes is a requirement in relation to accountability for the funds given by donors, such as DFAT and JICA, in this case and for learning about what works and what does not work in order to improve future programmes.
- We are, I am a member of an independent team of evaluators for UN Women.
- Information that you provide will be held confidential and anonymous. We will not attribute any specific comments or information to you. We are taking notes for our own use, but we are not otherwise recording this conversation.
- We/I will first introduce ourselves and then talk about your participation in the WEE Programme and gather your views on how it went and your ideas and recommendations on going forward.
- Any questions about the process?

Introductions (15-20 minutes)

Let’s go around the group sharing the following:

- Your name and the name of your village, locality.
- What do you sell at the market and where is your table/bench is located in the market?
- Do you grow your own produce?
- What time do you leave home and what time do you get back?
- How do you transport your goods to the market?

- What kind of activities/training did you participate in with the WEE Programme?
- Whether you are a member of a vendor's or grower's association and for how long?

Questions and answers can be posted on a flip chart

Discussion point 1 (20 minutes)

What are the challenges and difficulties for you as women market vendors?  
 How did the WEE Programme help address these?  
 What were the results?  
 How has the market improved?  
 What did you learn from the training you received and how were you able were you able to use it?  
 Did the WEE Programme reach out to the more disadvantaged or disabled women vendors?

(Ask participants not to repeat what a previous person said, but to add on -flip chart use can facilitate this process)

Discussion point 2 (20 minutes)

What remains to be done to ensure safety and improve conditions at the market?  
 What can be done to ensure better representation of women in market management and for their economic empowerment?  
 What recommendations do you have for improving UN Women's interventions?

Closing the FGD (5 minutes)

**3. Market observation tool**

This tool was adapted from a Pacific Markets for Change project to assess infrastructure related outcomes.

This observation tool is designed to engage in unobtrusive observation (i.e., only to observe but not in an obvious manner) and does not involve interaction with participants. However, the evaluator can intervene when further clarification on certain aspects is needed.

Photos and maps of market layout can also be helpful.

This tool will allow the evaluation team to gain a broad picture of infrastructure facilities in the markets and need not indicate exact numbers for the statements mentioned below. The information will be triangulated in conjunction with other approaches as part of the evaluation design, including document review, key informant interviews and focus group discussions with beneficiaries and stakeholders to provide evidence on SPD/MERI's contribution to developing safe, accessible, and inclusive market spaces.

Name of evaluator:

Name of UN Women PNG staff:

Name of Market:

Date:

Demographics of <b>Vendors</b> (Age / Sex) Please indicate approximate ratio	# Women	# Men
Children 17 and younger (maybe just hanging with parents)		
Between 18-35		
Between 35-60		
Elderly (60 and above)		
Demographics of <b>Buyers</b> (Age / Sex) Please indicate approximate ratio		
Children 17 and younger (maybe just hanging with parents)		
Between 18-35		
Between 35-60		
Elderly (60 and above)		
Facilities		

Presence of a securely fenced market shed	
Communications systems (i.e. loudspeaker)	
Running water Water tanks	
Presence of gender segregated washrooms	
Additional feedback on facilities available in washrooms (lighting, locks on doors, clean, running water, maintenance/repair/upkeep, other WASH requirements). Please also indicate if there are a number of washrooms located at different places in the market.	
Established accommodation centre (for vendors to stay the night) in the market (indicate yes/no and number)	
Additional feedback on facilities available in the accommodation centre (Clean, lighting, locks on doors, maintenance/repair/upkeep, availability of gender segregated washrooms, rentable locker rooms, running water and other WASH requirements)	
Creche facilities – childcare provision or safe space for children (as applicable)	
Presence of a functional “resource centre” (indicate yes/no and number) Services such as canteens, shop, pharmacy, medical clinic, financial (bank/ATM) etc. Presence of Vendor Association/WASH Committee point/office  Presence of LPIT committee	
Presence of a market management centre /office and market manager (indicate yes/no and number)	
Regular supply of electricity (for example lighting in the market, and to power refrigerators which store seafood)	
Secure space to store items after closing market	
Presence of shelter for vendors who sit in the periphery of the market	
Benches/Pavements/tables to sell produce	
OTHER OBSERVATIONS	
<b>Transport</b>	
Bus stops directly in front or nearby the entrance of the market (indicate yes/no and approximate number at various access points of the market) Pedestrian access points	
Other public transport facilities (indicate yes/no, type and access)	
Designated Parking space	
OTHER	
<b>Disaster resilient infrastructure</b>	
Presence of drainage system and covered drains (to prevent flooding during cyclones)	
Presence of secure rooftop (rather than loose umbrellas)	
OTHER	
<b>Safety and security</b>	
Vendors outside of the designated market	
Loitering individuals (not market vendors)	
Functional CCTV cameras	
Presence of Market Safety Patrol or police/police vehicle	
Functional Street and market lights	
Signage	
OTHER	
<b>Disability access</b>	

Wheelchair ramps	
Signage	
Accessible Toilets	
OTHER	
<b>Market organization</b>	
Opening and closing hours of market	
Local produce – type of produce?	
Other goods not locally produced -what kind of goods?	
Distribution of benches – by type of produce or other system	
Fee structure	
Tables/benches per vendor – do some vendors have many tables and others only one or less?	
Presence of women entrepreneurs – what kind of businesses?	

## ANNEX 4 GOALS, OUTCOMES AND OUTPUTS OF PROJECT COMPONENTS

### UN WOMEN WEE PROGRAMME (2020-2023)

#### *(i) The Safe and Prosperous District Programme SPD 1 -DFAT funded (2,328,988 USD)*

SDP 1 summary of outcomes and outputs

<b>Goal: A safe and economically viable environment within which women are empowered to pursue entrepreneurial activity, improve their incomes, and control their earnings</b>	
<b>Outcomes</b>	<b>Outputs</b>
<b>Outcome 1</b> Accountable governance and operational market management systems that include women's voice	Duty bearers' capacity strengthened to develop and implement gender responsive policies, strategies, plans and budgets that improves women's access to economic opportunities.
<b>Outcome 2</b> Women vendors have increased economic opportunities and control over their income	1. Market vendors have access to financial services that meet their needs and allow them to grow their businesses 2. Market vendors have capacity to grow their business, increase their income and improve their livelihoods 3. Market vendors, their families and local community have increased awareness of women's rights and control over their income

#### *(ii) COVID-19 Prevention, Response and Recovery Outcomes SPD 2 JICA funded (1,909,090 USD)*

SPD 2 Outcomes and Outputs

<b>Overall Aim:</b> Contribute to the socio-economic security of urban and rural women through prevention of the spread of COVID 19 infection and mitigation of its socio-economic impact	
<b>Outcome 1</b>	<b>Outcome 2</b>
Gender responsive infrastructure and appropriate social interventions to reduce market related COVID 19 risks for market users and vendors at Tari and Wewak markets.	Improved access to affordable finance for market vendors to restore economic livelihoods at Alotau, Tari and Wewak markets.
<b>Output 1.1</b>	<b>Output 2.1</b>
Safety and sanitation facilities at Wewak and Tari markets improved to comply with COVID-19 safety guidelines	Market vendors, entrepreneurs and farmers are empowered to pursue economic opportunities and have greater control over their income
<b>Output 1.2</b>	

Duty bearers' capacity strengthened to develop and implement gender responsive policies, strategies, plans and budgets that improved women's access to economic opportunities	
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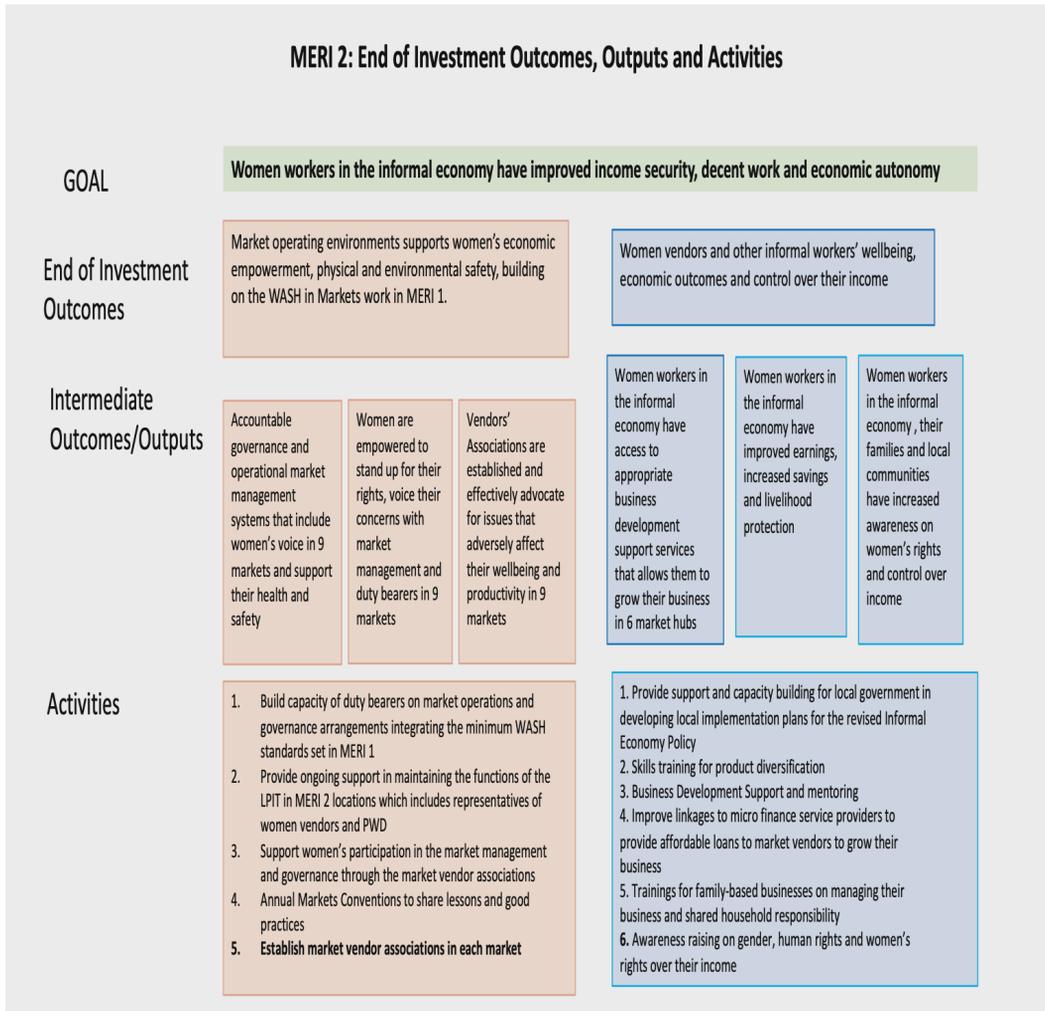
**(iii) MERI 1 -DFAT Funded (1,660,027 USD)**

MERI 1&2 Outcomes, outputs, and activities

<b>MERI 1: End of Investment Outcomes, Outputs and Activities</b>			
<b>GOAL</b>	<b>Safer, better governed and inclusive markets with increased transparency and accountability</b>		
<b>End of Investment Outcomes</b>	Reduced market related COVID-19 risks for women vendors, PWD and consumers	Market-based livelihood opportunities for women and PWD restored towards pre-COVID-19 levels	Strengthened accountability and transparency of Service Improvement Program funding
<b>Intermediate Outcomes/Outputs</b>	<ol style="list-style-type: none"> <li>1. Safety and sanitation practices in major markets improved</li> <li>2. COVID risk reduction measures replicated in secondary markets</li> <li>3. Inclusive COVID-19 market design</li> <li>4. Market actors trained in C19 risks and safer markets</li> <li>5. Physical market improvements (e.g. hand washing stations)</li> <li>6. Women and PWD COVID-19 champions mobilized</li> </ol>	<ol style="list-style-type: none"> <li>1. Capacity development and capability building of women vendors, PWDs and other market actors</li> <li>2. Open decision making and management processes that give voice to women vendors and PWD in market management structures and Provincial Administration decision making and spending on markets</li> <li>3. Women vendors have basic income</li> <li>4. Women and PWD participate in design process</li> <li>5. Key stakeholders, including women and PWD trained in market governance</li> <li>6. Transparent market operation plans</li> </ol>	<ol style="list-style-type: none"> <li>1. National and provincial program and information systems are functioning</li> <li>2. SIP funding, project and acquittal information is remitted by relevant levels of government</li> <li>3. Vice-Minister and DIRD Executive team engaged and own DPMS and DIMS</li> <li>4. Fit for purpose and functional DPMS and DIMS</li> <li>5. DIRD, districts and other GoPNG staff with improved technical systems and data skills</li> </ol>
<b>Activities</b>	<ol style="list-style-type: none"> <li>1. Analysis and planning of market investments that respond to COVID-19 and security risks</li> <li>2. Inclusive rapid market assessments</li> <li>3. Communications and gender training on COVID-19 risks and safer market guidelines for women vendors and market authorities</li> <li>4. IEC materials produced</li> <li>5. Minor physical works</li> </ol>	<ol style="list-style-type: none"> <li>1. Collaborative multi-stakeholder design workshops</li> <li>2. Cash transfer stipend to women vendors</li> <li>3. Capacity development for market governance</li> <li>4. Establishing women and PWD led monitoring and advocacy teams</li> </ol>	<ol style="list-style-type: none"> <li>1. Strategic management and Coordination</li> <li>2. DIRD Program Management System (DPMS)</li> <li>3. District Information Management System (DIMS)</li> <li>4. Supporting technical skills and capacity building</li> </ol>

**(iv) MERI 2 – DFAT funded (4,469,678 USD)**

**MERI 2 Outcomes, outputs, and activities**



## ANNEX 5 RESULTS FRAMEWORKS FOR SPD 1&2 AND MERI 1&2

Outcomes, Outputs, and Indicators SPD 2 JICA funded			
Outcomes	Indicators	Outputs	Indicators
<i>Goal</i> <i>Contribute to the socio-economic security of urban and rural women in PNG through prevention of the spread of COVID 19 infection and mitigation of its socio-economic impact</i>			
Outcomes	Indicators	Outputs	Indicators
<b>Outcome 1</b>  Gender responsive infrastructure and appropriate social interventions to reduce market related COVID 19 risks for market users	1.Proportion of Market vendors and users demonstrating basic C19 hygiene practices  2.Number of markets with public facilities more reflective of needs of women and unlocks their economic potentials	Output 1.1  Safety and sanitation facilities at Wewak and Tari markets improved to comply with COVID-19 safety guidelines	1.Percentage of Wewak and Tari market infrastructure compliance to safe market guidelines.  2.Percentage of market vendors who demonstrate their basic understanding of Market Operations Plans/ Guidelines/ Policies (including those related to COVID 19 hygiene practices) after awareness raising and/or information sharing by duty bearers and UN Women  3.Proportion of women market vendors who feel safe at the markets
		Output 1.2 Duty bearers' capacity strengthened to develop and implement gender responsive policies, strategies, plans and budgets that improves women's access to economic opportunities.	1.Number of duty bearers trained and supported to develop and implement COVID19 complaint measures.  2.Number of women represented in decision making roles (market governance structures)
<b>Outcome 2</b>  Access to affordable finance for market vendors to restore economic livelihoods	1.% Women market vendors demonstrating improved COVID 19 hygiene practices  2.Percentage of Market Vendors reporting increased earnings through product diversification, improved product quality following support from UN Women  3.Percentage of vendors reporting increased confidence to access financial services and credit	Output 2.1 Market vendors, entrepreneurs and farmers are empowered to pursue economic opportunities and have greater control over their income	1.Number of Vendors Trained on Financial Literacy and Business Development Skills  2.Number of Market Vendors supported with affordable micro finance options to enable recovery from COVID 19 income losses

	that helps them grow their business	
	4. Percentage of Vendors reporting improvements in savings	

Outcomes and Indicators MERI 1 and MERI 2 Australia/DFAT funded			
MERI 1		MERI 2	
End of Investment Outcomes (EIO) and Intermediate Outcomes (IO)	Indicator	End of Investment Outcomes (EIO) and Intermediate Outcomes (IO)	Indicator
<i>Goal</i> Safer, better governed, and inclusive markets with increased transparency and accountability.	Number of women and men (by province) with ongoing access to COVID safe markets	<i>Goal</i> Women working in markets have improved income security, decent work, and economic autonomy	Percentage of women market vendors who reported an increase in disposable income.
EIO 1 Reduced Market Related COVID 19 Risks for Women Vendors, PWD and consumers	Mandatory controls are observed by market vendors and shoppers	EIO 1 Market environments women's empowerment, physical and environmental safety.	Number of showcasing improved governance and operational changes that promote women's economic empowerment physical and environment safety
	Reported incidents of violence against women and girls in the market are reduced		
IO 1.1 Safety and sanitation in major markets improved	Women market vendors demonstrating improved COVID 19 hygiene practices	IO 1.1 Accountable governance and operational market management systems that include women's voice	Number and nature of provisions safeguarding the interests of women at each market
	COVID 19 complied with		Number of duty bearers trained and supported to develop and implement local implementation plans for the revised Informal Economy Policy
	Security presence at markets		
	Number of women market vendors who feel safe at the markets		
IO 1.2 COVID-19 risk reduction measures replicated in secondary markets	Number of secondary market compliance with COVID-19 guidelines	IO 1.2 Women are empowered to stand up for their rights, voice their concerns with market management and duty bearers	Number of women reporting increased confidence and ability to advocate for their rights in market management bodies
		IO 1.3 Vendors' Associations are established and effectively advocate for issues that	Number of Vendors associations established and supported with capacity building and mentoring support

		adversely affect their wellbeing and productivity	
EIO 2 Market based livelihood opportunities for women and PWD restored towards pre-COVID-19 levels	% of women's income restored to pre-COVID-19 level	EIO 2 Women vendors wellbeing, economic outcomes and control over their income improves	Percentage of women entrepreneurs in the markets reported increased ability to make decisions over the use of their income
	Changes in attitudes & perspectives of women market vendors to their role in the market		
IO 2.1 Capacity development and capability building of women vendors, PWD and other market actors	Women perceive they have the knowledge and skills to participate and influence decisions that are important to them.	IO 2.1 Market Vendors have access to appropriate business development support services that allows them to grow their business	Number of market vendors supported with business development support services
IO 2.2: Open decision-making and management processes that give voice to women vendors & PWD in market management structures and Provincial Administration decision making and spending on markets.	Women & PWD participate in the design of market operations plans.	IO 2.2 Market vendors have capacity to grow their business, save their income and improve their livelihood	Number of market vendors trained on product diversification and linked with financial services.
		IO 2.3 Market vendors', their family and local community have increased awareness on women's rights and control over income	Number of market vendors and market users reached with awareness raising sessions on gender, human rights, and women's rights over their income
EIO 3 Strengthened accountability and transparency of Service Improvement Program funding	Number of provinces/districts that have information and project management systems strengthened		
IO 3.1 National and Provincial program and information systems are functioning	Project plans and progress reports are shared transparently.		
	DIMS and PMS operational and improved		
IO 3.2 SIP funding, project and acquittal information is remitted by relevant levels of government	SIP Project and information management systems		

## ANNEX 6 THEORIES OF CHANGE FOR SPD 1&2 AND MERI 2

Under the Women's Economic Empowerment Programme of UN Women in PNG, the four projects elaborated the following theories of change in their project document.

### ***Safe and Prosperous Districts (SPD 1-DFAT funded)***

The Theory of Change guiding the Safe and Prosperous Districts Programme is that women will be empowered to increase their economic productivity in safe and economically viable markets and have greater control over their income:

*If:*

- they work together with market managers to plan, design, and manage markets better
- they have better skills to grow their businesses in a safe and productive market environment
- market management and government stakeholders are more aware of women's rights and needs and are able to provide safe and inclusive market environment
- there is increased public awareness of women's rights to safety and control over their income

*Then:*

- they will have increased economic opportunities, influence, and status

*Because:*

- they have influenced the development of a safe, accessible, and conducive market
- they have working environments that meet their needs, and
- they have families and communities that support them.

### ***Safe and Prosperous Districts (SPD 2-JICA)***

The Theory of Change guiding the Project is that:

*If:*

- Gender responsive infrastructure and appropriate social interventions to reduce market related COVID 19 risks for market users are in place (enabled by National, provincial and district plans, legislations, policies, strategies, budgets, and justice mechanisms adopted and implemented to strengthen women's economic empowerment),
- Women have access to affordable finance for market vendors to restore economic livelihoods to mitigate the impacts of COVID-19,

*Then:*

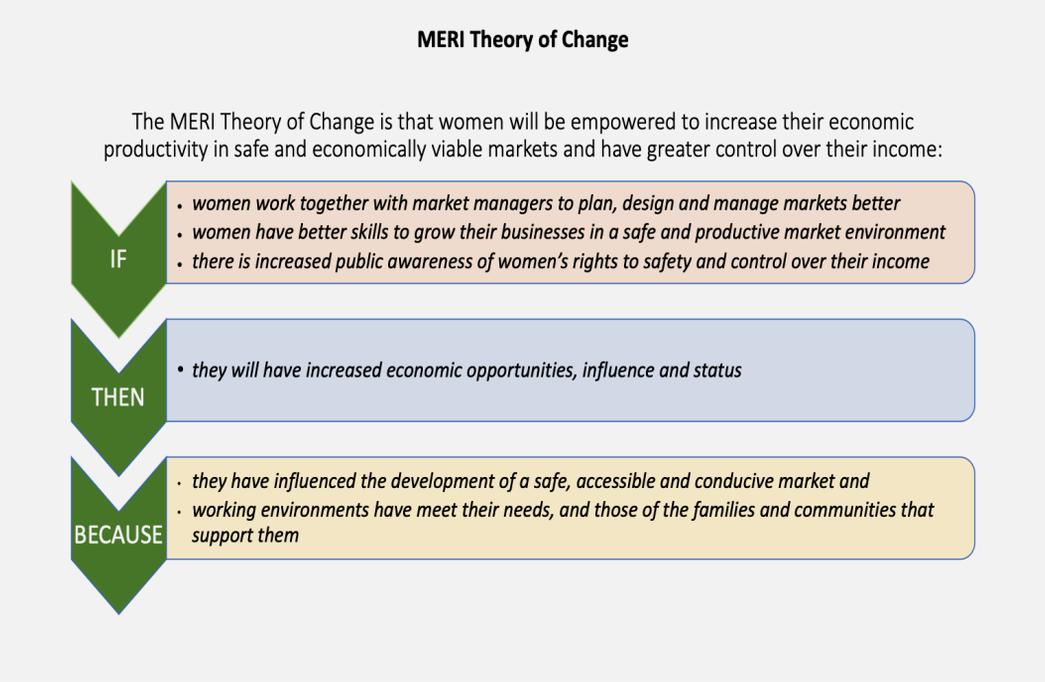
Women will be empowered to pursue economic opportunities for improved and sustainable Livelihoods, thereby securing women's livelihoods during COVID-19.

*Because:*

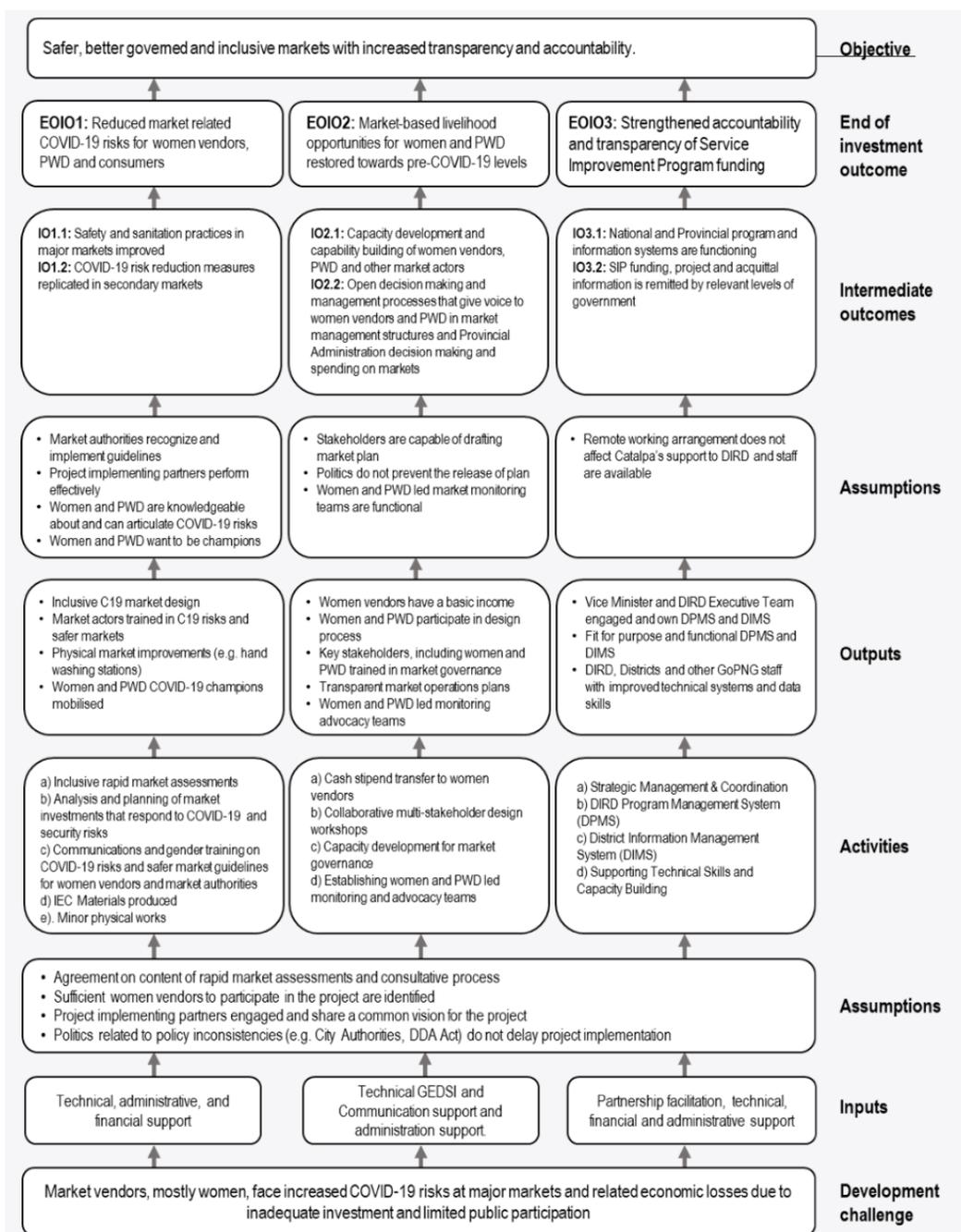
- Appropriate market infrastructure for water and sanitation responsive to women's needs and compliant to COVID-19 prevention is available to promotes preventative practices by market vendors and users
- Duty bearers have capacity to develop and implement gender responsive policies, strategies, plans and budgets that improves women's access to economic opportunities
- Market vendors, entrepreneurs and farmers are empowered to pursue economic opportunities and have greater control over their income

**Markets Economic Recovery and Inclusion (MERI**

MERI 2 Theory of Change Narrative



## MERI 2 Theory of Change Results Framework



## ANNEX 7 TARGETS SET AND MET FOR SPD 1&2 & MERI 1&

<b>SPD 1 - Safe and Prosperous Districts Project (Kimbe and Wabag) -DFAT funded</b>			
<b>Outcomes</b>	<b>Outcome Indicators</b>	<b>Targets</b>	<b>Results</b>
<b>Outcome 1</b> National, provincial and district plans, legislations, policies, strategies, budgets, and justice mechanisms adopted and implemented to strengthen women's economic opportunities.	Duty Bearers have basic understanding on Market Operations Plans/ Guidelines/ Policies (including those related to COVID-19 hygiene practices) after awareness raising and/or information sharing by duty bearers and UN Women.	100	105
	Percentage of market vendors who demonstrate their basic understanding of Market Operations Plans/ Guidelines/ Policies (including those related to COVID-19 hygiene practices) after awareness raising and/or information sharing by duty bearers and UN Women.	20%	45%
	Number of established market vendors associations that report they can influence and effect decisions on market operating conditions	13	42 (x3 Kimbe and x39 Wabag)
<b>Outcome 2</b> Market vendors have increased economic opportunities and control over their income	Percentage of women entrepreneurs and farmers who reported ability to make decisions over the use of their income.	65%	76.4%
	Indicator 2.2.1B: Number of vendors trained in financial literacy.	200	247
	Percentage change in market vendors' who reported an increase in disposable income.	50%	45%

SPD 2 – Safe and Prosperous Districts – Securing Women’s Livelihoods during COVID-19 – Prevention, Response and Recovery JICA funded)			
Outcomes	Outcome Indicators	Targets	Results
<b>Outcome 1</b> Gender responsive infrastructure and appropriate social interventions to reduce market related COVID-19 infection and mitigation of its socio-economic impact.	Proportion of market vendors and users demonstrating basic COVID-19 hygiene practices	70%	79% survey 223 vendors surveyed Alotau & Wewak
	Number of markets with public facilities more reflective of needs of women and unlocks their economic potentials	3	2
	Output indicator: % of Wewak and Tari market infrastructure compliance to safe market guidelines	90%	0
	Output indicator: % of market vendors that demonstrate their basic understanding of market operations plans/guidelines /policies	80%	24.1% 6 participants from Alotau and Weak gained understanding on market operations plans and contributed to the finalisation of plans for Alotau and Wewak
	Output indicator: Proportion of women market vendors who feel safe at the markets	50%	37.6% 26.3% Alotau 48.9% Wewak
	Output indicator: Number of duty bearers trained and supported to develop and implement COVID-19 compliance measures	50	2 training sessions for market managers at Alotau on operating markets during pandemic and on improving markets
	Output indicator: Number of women represented in decision-making roles (market governance structures)	0	12 Alotau, Wewak
<b>Outcome 2</b> Access to affordable finance for market vendors to restore economic livelihoods	% of women reporting income returned to pre COVID-19 level	95%	32.1%
	Percentage of market vendors reporting increased earnings through to product diversification and improved product quality	80%	3% Not measured
	Percentage of vendors reporting increased confidence to access financial services and credit that helps them grow their business	90%	30.3% 14.3% Alotau 46.3% Wewak 60% vendors in Alotau opened bank accounts with Micro Bank after FLT in 2022
	Percentage of vendors reporting improvements savings	60%	33.2% of 229 surveyed
	<i>Output indicator:</i> Number of vendors trained on financial literacy and business development skills	1500 women 450 men	40 Women trained in Alotau on FL and BDS together with Microbank  32 (20FW 12 M) as TOT 1289 (829 W, 452M ) FLT Alotau only

	<i>Output indicator:</i> Number of market vendors supported with affordable micro finance options to enable recovery from COVID-19 income losses	1500 women 450 men	0
<b>Additional reporting</b>	<p>Under Outcome 1</p> <p>46% of market vendors aware of COVID-19 New Normal and 13.9 % aware of minimum WASH standards</p> <p>7 duty bearers (market managers and women vendors- 3 W, 4 M) from Alotau trained to develop gender responsive policies, strategies, plans and budgets.</p> <p>Leadership and skills training for 18 VAs executives from Alotau, Wewak and Tari</p> <p>Disaster risk plans developed by market managers for Alotau, Tari and Wewak markets following training of 7 duty bearers on gender sensitization, conflict resolution and disaster management</p> <p>3000 men and women market users reached through 5 COVID-19 awareness raising sessions (3 in Alotau and 2 in Wewak) in partnership with youth advocates</p>		
	<p><i>Under Outcome 2</i></p> <p>Training 40 women in Alotau on sewing and baking</p> <p>75% vendors reporting making their own decisions on the use of their income</p> <p>100 women received livelihood equipment in Alotau, Wewak and Tari</p>		

Source:

*UN Women Donor Report Safe and Prosperous Districts Programme Report No.1 for Government of Japan;*

*UN Women Donor Report Safe and Prosperous Districts Programme-Securing Women's Livelihoods during COVID-19 Prevention Response and Recovery, Report No. 2;*

*UN Women Donor Report Safe and Prosperous Districts Programme-Securing Women's Livelihoods during COVID-19 Prevention Response and Recovery, Jan-Jun 2023 progress update.*

<b>MERI 1 – Markets Economic Recovery and Inclusion</b>			
<b>Outcomes</b>	<b>Outcome Indicators</b>	<b>Targets</b>	<b>Results</b>
Reduced market related COVID-19 risks for women vendors, PWD and Consumer	Mandatory controls are observed by market vendors and shoppers.	All mandatory controls in place	75% of markets reported improvements in observing mandatory controls
	Reported incidents of violence against women and girl in the market are reduced.	No target	
Market based livelihood opportunities for women and PWD restored towards pre-COVID-19 levels	% of women's income returned to pre-COVID-19 level	No target	43.5%
	Changes in attitude and perspectives of women market vendors to their role in the market	No target	
<i>Intermediate outcome</i> Safety and sanitation practices in major markets improved	Women market vendor demonstrating basic C19 hygiene practices.	No target	
	COVID-19 guidelines complied with	No target	
	Security presence at market	No target	
	Number of women market vendors who feel safe at the markets.	No target	57 %
<i>Intermediate outcome</i> COVID-19 risk reduction measures replicated in secondary markets	# secondary market compliance with COVID-19 guidelines	No target	
<i>Intermediate outcome</i> Capacity development and capability building of women vendors, PWD and other market actors	Women perceive they have the knowledge and skills to participate and influence decisions that are important to them.	No target	
Intermediate outcome Open decision making and management processes that give voice to women vendors and PWD in market management structures and Provincial Administration	Women and PWD participate in the design of market operation plans.	No target	33 % female representation in the Local Project Implementation Team and able to influence key decisions around market management
	Consulted and inclusive market operations plan.	No target	

decision making and spending on markets			
<b>Reported independently of indicators or targets</b>	505 local government and market regulators trained on how to manage a market during a pandemic		
	202 youth advocates mobilised together to promote COVID 19 prevention message in markets and public spaces, advocating also for women's rights to safety in public spaces and		
	58,443 market users and the public reached through youth led awareness activities to prevent the spread of COVID 19 in markets		
	311 women vendors livelihood improves with targeted skills training in baking, food handling, textile designing and sewing and linked to microbanks for savings and affordable finance		

Source: UN Women, Markets Economic Recovery, and Inclusion Programme (MERI), End of Project Report June 2020-June 2021

<b>MERI 2 – Markets Economic Recovery and Inclusion</b>			
<b>Outcomes</b>	<b>Outcome Indicators</b>	<b>Targets</b>	<b>Results</b>
Goal: Women and persons with disabilities working in markets have improved income security, decent work, and economic autonomy	Percentage of women market vendors who reported an increase in disposable income	60% of 500 market vendors reached	40.1%
<b>Outcome 1</b> Market operating environments support women's and people with disabilities' economic empowerment, physical and environment safety	Percentage of markets showcasing improved governance and operational changes that promote women's and people with disabilities' economic empowerment, physical and environment safety	At least 70% of nine markets have improved market governance that promotes women's and people with disabilities' economic empowerment	N/A No gender scorecard was conducted during the reporting period
<b>Intermediate Outcome</b> Accountable governance and operational market management systems that include women's and people with disabilities' voices	Number of market management team members trained and supported to develop and implement local implementation plans for the revised Informal Economy Policy	110 market management team members (provincial government representatives, women vendors associations, youth representatives, market authorities)	100 market managers
	Number of market management team members trained on market operations and governance arrangements integrating the	110 market management team members (provincial government representatives, women vendors associations, youth representatives, market authorities)	100 market managers
<b>Intermediate Outcome</b> Women and people with disabilities are empowered to stand up for their rights and voice their concerns with market management and duty-bearers	Percentage of women and people with disabilities reporting increased confidence and ability to advocate for their rights in market management bodies	60% of 1,000 market vendors and people with disabilities reached by the WEE Programme	52.3%
	Number of market vendors and people with disabilities reached with information on human rights, gender equality and conflict resolution	60% of 1,000 market vendors and people with disabilities reached by the	52.3%

		WEE Programme	
<b>Intermediate Outcome</b> Vendors associations are established and effectively advocate for issues that adversely affect their well-being and productivity	Number of vendors associations established and supported with capacity-building and mentoring support	Nine market vendors associations to be formed and registered	8
<b>Outcome 2</b> Improved economic well-being among women vendors and people with disabilities	Percentage of trained women market vendors and people with disabilities reporting increased income	80% of 500 market vendors and people with disabilities reached through the WEE Programme	18.6%, annual market assessment
<b>Intermediate outcome</b> Market vendors have access to appropriate business development support services that allow them to grow their	Number of market vendors and people with disabilities supported with business development support services	500 market vendors and people with disabilities	367 (160 sewing machines and 207 gas stoves)  527 (loans and equipment)
<b>Intermediate outcome</b> Market vendors have capacity to grow their business, save their income and improve their livelihood	Number of market vendors and people with disabilities trained on product diversification and linked with financial services	60,000 market vendors, people with disabilities and market users	20

Source:

UN Women, Markets Economic Recovery and Inclusion Programme, Phase 2, Papua New Guinea Report Number # 01, July-December 2021

UN Women, Report Number # 02 January-June 2022

UN Women, Summary Report, MERI 2 Mid Term Assessment, January 2023

UN Women Markets Economic Recovery and Inclusion Programme Phase Two (MERI 2) Report Number 4 January-June 2023

## ANNEX 8 EVALUATION MATRIX

<b>Key question relevance</b>	To what extent did the SPD/MERI WEE Programme support to women market vendors align with national, regional, and global priorities (including those of the Australian and Japanese donors and others) and reflect UN Women's added value with regard to women's economic empowerment?		
<b>Sub question</b>	Was the WEE Programme relevant in addressing the causes and factors of gender inequalities in economic opportunities?		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
Prioritising making markets safe and providing opportunities for women is strategic in the PNG informal economy context contributing to addressing gender inequalities and advancing women's economic empowerment	Recognition of UN Women from partners as a credible leader on gender equality and women's empowerment	Government, UN, donors, and multilateral partners; CSOs  UN Women and UNDAF Strategic Plans Websites	Desk review Interviews FGDs Case studies
<b>Sub question</b>	What adjustments were made given the COVID-19 pandemic and other social disruptions?		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
UN Women adds value through with gender expertise and ability to mobilise communities and markets for COVID-19 response (triple coordination, normative and operational mandate)	UN Women responses are in alignment with global and PNG level COVID-19 efforts to address vulnerable groups such as women market vendors who are also primary providers of fresh produce.  UN Women priorities are in alignment with end beneficiaries' (right holders') needs (women entrepreneurs, PWD)  Extent to which partners believe UN Women provided timely and relevant support or technical guidance on the gender key issues related COVID-19 response increasing awareness and understanding of partners.  Evidence of relevant actions taken in response to COVID-19.	Rapid assessments Baseline studies  Market management structures Vendors' associations CSOs  MERI Interlocutor reports Reports/observations on market infrastructure installations (WASH)  National programme on COVID-19 prevention  Documents including UN Women SN and WEE Programme documents/reports	Document review Interviews FGDs Media research Staff survey
<b>Key Question Coherence</b>	To what extent was the WEE Programme coherent with other gender equality and development efforts in marketplaces and the informal economy of the UN, Government of PNG, and donors as well as internally with UN Women programmes?		
<b>Sub Question</b>	To what extent were the different stakeholders' efforts coherent with each other and the overall aim of the WEE Programme?		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
UN Women provides a platform for key partners to work together and for	Extent to which there are synergies or on the other hand overlap/duplication	WEE Programme and partner Reports	Document review Interviews / FGDs Case Study Staff survey

contributes and capacitating stakeholders to act for improving PNG marketplaces	of efforts to improve safety and conditions in markets	Stakeholders: market management structures, vendors' associations, CSOs UN, Government, donor, and multilateral partners CSOs UNCDF	
<b>Sub Question</b>	<b>How did partnerships work and what were their benefits and challenges?</b>		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
Partners share a common vision and strategies for marketplace change that benefits women and vulnerable groups  UN Women projects a clear vision for marketplace changes and strategies aligned with the Strategic Plan	Timely and coordinated interventions for WEE Programme implementation  Unified approaches and working together for policy changes on women's economic empowerment	WEE Programme and partner Reports  Stakeholders: market management structures, vendors' associations, UN, Government, donor, and multilateral partners UNCDF	Document review Interviews / FGDs Case Study Staff survey
<b>Key Question Effectiveness</b>	<b>How and to what extent did the WEE Programme and UN Women contribute to the socio-economic security and livelihood of women growers and market vendors and provide innovative solutions and normative change to advance sustainable and inclusive growth?</b>		
<b>Sub Question</b>	<b>What were the major factors influencing the achievement or non-achievement of the WEE Programme objectives?</b>		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
SPD/MERI capacity support to market management, local governments, and vendor associations to increase the participation and representation of women in market structures  Engagement and mobilization of market vendors and interventions that contribute to their agency, access and enabling environment leading towards economic empowerment  The WEE Programme provides women entrepreneurs in market spaces with business development tools that can lead to their economic gains.  UN Women mobilises support for normative change, creating enabling environments and innovative approaches	Number of vendors associations established and functioning  Number of market management structures in which women are represented  Number of women entrepreneurs using capacity building tools received  Number of women vendors and entrepreneurs reporting feeling empowered in their workplace  Number of women-owned businesses reporting increased incomes or potential  Number of duty bearers reporting having the knowledge and tools to enhance gender equality and women's economic empowerment	Market Vendors Women entrepreneurs Vendors' associations Market management Local and provincial governments Local programme implementation teams (LPITs) UN Women WEE Programme staff WEE Programme interlocutors WEE Programme reports and assessments WEE Programme Interlocutor monthly reports UNCDF	Desk review Key informant interviews, Focus group discussions, Staff survey Case study
<b>Sub Question</b>	<b>To what extent did the external environment affect the achievement of the WEE Programme objectives and outcomes and how?</b>		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
National, local, and provincial governments endorse and support women's economic empowerment in PNG markets	Market infrastructure provides security and WASH facilities	Media reports Government advisories Market Vendors Women entrepreneurs Vendors' associations Market management Local and provincial governments	Key informant interviews, Focus group discussions Market observation tool

Safety and security measures are in place in markets	Community peace around markets is maintained  Prevalence of COVID-19 infections	Local programme implementation teams (LPITs) UN Women WEE Programme staff WEE Programme interlocutors WEE Programme reports and assessments WEE Programme Interlocutor monthly reports	
<b>Sub Question</b>	<b>Were there any unplanned positive or negative results? How did they affect the WEE Programme?</b>		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
The WEE Programme and UN Women engage champions to advocate for marketplace and policy changes	Actions that youth and male or other champions have taken to support women market vendors and entrepreneurs  Innovative models for women's business operations within markets	Media reports Market Vendors Women entrepreneurs Vendors' associations WEE Programme reports and assessments UNCDF	Desk review interviews, Focus group discussions Review of media including social media accounts
<b>Key Question Organizational Efficiency</b>	<b>To what extent were the project management structure and operations, efficient in generating the expected results?</b>		
<b>Sub Question</b>	<b>Were human and financial resources and activities adequate?</b>		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
UN Women provides sufficient guidance and ensure supports to WEE Programme staff and implementing partners	Number of WEE Programme staff feeling supported and with adequate guidance  Proportion of resources (human and financial) allocated and spent according to the work plans	Budget and expenditure documents  UN Women CO personnel WEE Programme personnel Donors UNCDF	Analysis of budget Interviews Focus Group Discussions
<b>Sub Question</b>	<b>To what extent were they coordinated and delivered by UN Women in a timely manner?</b>		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
UN Women's institutional processes are adequately streamlined	Evidence from implementing partners and beneficiaries on timeliness and coordination issues  Timely and regular submission of monitoring and assessment reports	Women market vendors Women entrepreneurs Market management UN Women CO personnel WEE Programme personnel/interlocutors CSOs UNCDF	HR & Financial analysis Desk review Interviews
<b>Sub Question</b>	<b>Were lessons learned from monitoring and reporting identified and shared between market locations and did they inform new efforts?</b>		
<b>Assumptions</b>	<b>Indicators</b>	<b>Sources of information</b>	<b>Data collection methods</b>
UN Women monitoring system captures lessons learned	Evidence of mechanisms for sharing lessons and knowledge among WEE Programme and CO staff Evidence of changes made in light of lessons learned	PNG CO staff WEE Programme staff	Focus Group Discussions Interviews Desk Review
<b>Key Question Sustainability</b>	<b>To what extent did the WEE Programme influence and contribute to increased ownership by national and local governments and</b>		

	CSOs of market improvements and women's economic empowerment initiatives?		
Sub Question	To what extent will the benefits of the intervention continue, or are likely to continue?		
Assumptions	Indicators	Sources of information	Data collection methods
National, provincial, and local governments recognize the contribution of gender equality and women's empowerment to improvements in market operations.	Vendors associations continued growth and functioning Marketplace improvements maintained  Women continued to be represented in market management structure	Beneficiaries Stakeholders Market management UNCDF	Desk review Interviews FGDs Case study
Sub Question	What is the potential for sustainability, replication, and expansion?		
Assumptions	Indicators	Sources of information	Data collection methods
UN Women and the WEE Programme have mobilised stakeholders' commitment to sustain the market interventions	Market organizations and networks and government promote the MERI approaches  Improvements in market infrastructure security and management are maintained over time	WEE Programme reports Implementing partners CSOs Market vendor associations Local and provincial governments Donors Media reports UNCDF	Desk review Interviews Case study Market observation tool
Sub Question	What market intervention models were generated that were innovative and sustainable?		
Assumptions	Indicators	Sources of information	Data collection methods
UN Women is able to develop innovative models for market management that improve markets at the same time as empowering women	Positive feedback from stakeholders Model for women's entrepreneurship in marketplaces is documented Donor and partner interest in market intervention models	UN Women reports Implementing partners Media UNCDF	Desk review Interviews Content analysis of media/communications Case study
<b>Key Question Human Rights &amp; Gender Equality &amp; Disability inclusion</b>	To what extent did the WEE Programme identify and engage the most marginalized groups within the context of upgrading markets and promoting women's economic empowerment (e.g. women with disabilities, or from minority groups)?		
Sub Question	What strategies worked to		

	meaningfully engage the most marginalized groups? What type of benefits (or potential harm) were realized?		
Assumptions	Indicators	Sources of information	Data collection methods
UN Women identifies and engages the most marginalized groups to define how efforts should be designed, leading to their empowerment and increased incomes/potential.	Number of participants from marginalized groups in market intervention activities Number of women entrepreneurs from marginalized groups able to start or expand their business and increase their income Number of participants from marginalized groups in market activities that report feeling empowered	Attendance lists for activities/trainings, etc Project and WEE Programme progress and annual reports  WEE Programme beneficiaries WEE Programme participants, Entrepreneurs, Market vendors CSOs UNCDF	Desk review Interviews Focus Group discussions Case study
Sub Question	To what extent did the WEE Programme and UN Women actively identify and address the social norms and structural barriers that can facilitate an enabling environment and safety for women in the markets?		
Assumptions	Indicators	Sources of information	Data collection methods
UN Women defines the social norms that inhibit progress of women and marginalized groups in the markets and actively engages men and boys and champions in its efforts to address social norms and power dynamics within the markets and local communities	Extent to which the efforts can be rated “inclusive” and “transformative”  Percentage of male participants in WEE Programme activities and that have taken action to support women in the markets.  Number of outputs/activities specifically focusing on the engagement of men and boys  Partnerships with organizations that engage men and boys on gender equality	Attendance lists for activities/trainings, etc WEE Programme progress and annual reports  WEE Programme beneficiaries WEE Programme participants Entrepreneurs Market vendors  CSOs UNCDF	Desk review Interviews Focus Group discussions Case study Staff survey

## ANNEX 9 SCORECARD COMPLIANCE INDICATORS

### Indicators

#### ***Capacity Building & Technical support to duty bearers:***

- Number of duty bearers training (*disaggregated by sex, PLWD*)
- Number of measures imposed to improve performance against market scorecards
- Number of vendors reporting satisfaction with duty bearers' performance

#### ***Establishment of appropriate Fee Collection system:***

- Reduction in the level of extortion
- Improvements in reporting and management of market revenue
- Improvements in space management
- Improvements in vendor management

#### ***Capacity Building on leadership and management for market vendors:***

- Number of vendor's associations formed
- Number of women in vendor associations
- Number of associations actively in dialogue with market management
- Number of women holding leadership positions in vendors' associations

#### ***Awareness raising for market vendors:***

- Number and percentages of men and boys who report increased understanding, changes in attitudes, and increased respect for women girls
- Reduction in the incidence of sexual harassments and assault of women and girls in target marketplaces
- Number and percentage of women who feel they can safely visit the markets unaccompanied
- Number of market users reported increased knowledge on health, hygiene and COVID 19 prevention measures

#### ***Skills building for vendors on financial literacy, product diversification, business development and monitoring and increase and access to affordable savings:***

- Number and percentage of women vendors who report increased income
- Number and percentage of women vendors who report increased savings
- Number and percentage of women vendors able to expand their business

#### ***Family based training for women and families and ongoing:***

- Number and percentage of men and boys who report increased understanding. changes in attitude; and increased respect for women and girls
- Number of families reported increased sharing of household responsibilities, budgeting, and planning as a family.
- Number of women reported improved control over their income

## ANNEX 10 UN WOMEN STAFF SURVEY SUMMARY

### SPD/MERI END OF WEE PROGRAMME EVALUATION

This aim of the staff survey was to gather additional information and viewpoints from UN Women staff and personnel of the SPD/MERI projects in Papua New Guinea on the achievements and challenges in relation to the SPD/MERI WEE Programme implementation, as well as recommendations on the way forward for women's economic empowerment. The responses to the survey contributed to further data collection and validating information obtained through the desk review, key informant interviews and interviews and focus group discussions with beneficiaries and stakeholders. Responses were kept by the SPD/MERI evaluation team as confidential and anonymous.

The response rate was 8 responses out of a possible 12. The project staff in the field (markets) whose contracts even though they had been discontinued in March 2023 apart from one, gave the most comprehensive and detailed responses. Below is a synthesis per question of the responses. Feedback was limited for Tari, Wabag, Wewak, Vanimo and the Port Moresby markets due to a lack of project personnel covering these markets and responding. Six Mile was inadvertently not included in the survey template.

#### Question 1

**What do you consider to be the main achievements of the SPD/MERI WEE Programme?**

1. Economic empowerment of women vendors in diversifying and managing their income and developing a savings culture through various trainings on financial literacy, business development skills and livelihood skills, as well as awareness raising on gender equality and their human rights. Some vendors could transition from informal vending to running a formal business, registering as taxpayers.
2. Established a recognized voice strategy platform for women vendors with the market management through formation, launching and registering with Investment Promotion Authority (IPA) market vendors associations. Issues and challenges encountered by vendors could be channelled to the market management for the market to become a safer space for them as well as for customers. As well, VA representatives participated in decision making of the Local Project Implementation Teams.
3. Capacities duty bearers/market management built, to enable improved measures for safety and sanitation in the markets. Both women and men empowered through gaining new knowledge about the mechanisms of markets and how markets should operate in PNG, delivered through trainings, workshops and conferences that the women vendors attended as well as the market managers.
4. Recognition and visibility with mobilization of youth and their volunteering services. The Sanap Wantaim Youth (SWY) platform gave youth the mandate to utilize their knowledge, skills, and talent to advocate on gender sensitization issues GBV and Human rights, especially in relation to the COVID-19 awareness and compliance, hygienic practices, and cleanliness of the market.
5. UN Women's presence in the provinces gave visibility, communication and engagement opportunities with provincial governments and other stakeholders for the implementation of the WEE Programme.
6. Gender-responsive infrastructures established within markets through the Vendors Associations and with spaces allocated to PWDs market for the first time.

#### **Key milestones**

- Establishment of Market Vendors Associations in all WEE Programme market locations
- Setting up of Local Project Implementation Teams, a multi stakeholder entity to guide market governance and operations decisions, especially effective during MERI 1.
- Elaboration of nine Market Operations Plans based on the Market Tool Kit developed under the WEE Programme providing for clear roles of market actors

including vendors (staff contracts and job description for the market management and personnel).

- Installation of automated fee payment system in some markets contributing to greater accountability of markets revenue through the decreasing leakage of market fees. -Alotau, Gordons, Kimbe.
- Banking services made available within some markets
- National Markets Convention with over 300 participants March 2023 that showcased good practices in market governance as an inspiration to markets around the country.

## Question 2

To what extent are the marketplaces safer for women than before the SPD/MERI WEE Programme?

Respondents considered nine of the markets were safer to some extent than before the WEE Programme was implemented: Boroko, Gordons, Goroka Lae, Mt. Hagen, Vanimo, Wabag, Waigani, Wewak. Alotau, Kimbe were identified as being much safer while Daru were seen as having little improvement in safety. For Tari, this market is not yet constructed.

Additional comments shared by respondents noted that for Kimbe, the West New Britain Market Authority is making it their priority to ensure the new market operates well and is safe and clean. Vendors have not yet moved into the new market but there is an expectation that it will be safer.

Lae market is in transition from the old market to a redeveloped new market on the same site with a temporary market operating at which new market governance measures will be tested. It is hoped to see greater and improved safer market spaces for women vendors in the new market.

In Mt. Hagen the rates of physical assault, verbal and theft activity has gradually declined after engagement with the WEE Programme and awareness raising in the market on gender sensitization issues especially GBV and human rights. In Goroka safety improved with a police presence in the market, but outside the market, there are “thugs”.

The Alotau Town Market is a very safe market (two years old) compared to the past. Four training workshops on the Market Tool Kit for the market management and personnel, vendors, key stakeholders, partners, and NGOs brought changes in behaviour and mindsets. There was greater understanding on Human Rights (Gender Based Rights) and the importance of creating a conducive environment for the market. The market supervisor does daily announcements over the PA System on Gender Based Violence, market rules and cleanliness of the market. This helped a lot in terms of awareness and section wardens also play their role in advocating to their section vendors. The vendors also understand their roles through the Market Tool Kit training and have provided support in conducting awareness for vendors on their rights to a safe space and having a voice in the market through the vendors association.

## Question 3

Do women market vendors have more of a voice in market management decisions and structures as a result of the SPD/MERI WEE Programme?

Respondents indicated generally that women vendors do have more of a voice in all the markets as a result of the WEE Programme, linking this to the existence and/or formation and registration of vendors' associations.

In the comments, the situation in a couple of markets was referred to. In Alotau, the vendors formed the Milne Bay Women Vendors Association which is still operating informally but has regular consultations with the market management on issues and concerns.

In Kimbe, the Market Authority Board made the decision to appoint a general vendors' representative to represent all vendors. This person is not a member of the Vendors' Association. This situation arose due to a conflict within the VA. The appointed vendor's representative works closely with the market management and has an office space in the new market administration office.

#### **Question 4**

[Are market vendor associations effective in securing a voice for women vendors on improving market conditions?](#)

The response only yielded information on this for the markets of Alotau, Daru and Goroka where the VAs were considered effective to some extent. In Lae, the VA was considered effective to a great extent while in Mt. Hagen to a little extent and in Kimbe not at all due to the situation mentioned above,

In the comments, for Mt. Hagen the challenge is the visibility of VAs as their efforts to communicate their concerns are not reflected in the renovation of market toilets or water connectivity to the market. The market management are aware of the existence of the VA but have not engaged them in any decisions making with the market trustee board in discussing measures towards improving market conditions as yet. But the management have been briefed and are aware of the challenges vendors are experiencing at the market. Their main reason for inaction has been the lack of funds to renovate market facilities.

In Goroka, even though the Market Management knows that the VA exists, the Executive Market Management Committee started to leave the women vendors out of meetings once the contract of the Project staff (Interlocutor) was over and not renewed in March 2023.

#### **Question 5**

[Are local and provincial governments more supportive of WEE and women market vendors rights as a result of the SPD/MERI WEE interventions?](#)

Respondents indicated this was the case to a great extent in Alotau and Kimbe and to some extent for Daru, Goroka, Lae and Mt. Hagen.

In Goroka with changes in 2022 in both Provincial Government and Provincial Administration, funds have been allocated to the provincial SME Office to support women's economic empowerment. They supported the SME Expo in 2022 and supported the business group formed out of the Goroka VA.

In Mt Hagen, the Governor along with Provincial Government officials and the CEO City Authority have been supportive of WEE and market vendors rights for both Phase 1 & 2 of the MERI WEE Programme. The CEO City Authority has chaired the LPIT meeting where the UN Women project staff (interlocutor) reports on updates on the work of the stakeholders. The Hon. Lord Mayor, Jacob Michael is also representing the Governor's office and has always been participating and engaging with the MERI WEE Programme. While some funds were allocated by the Province for women's economic empowerment programmes it has not yet taken effect.

In Lae, there was support to some extent, when the WEE Programme was first introduced, and now good working and partnership relationships are established.

In Kimbe, through involving the government stakeholders in the WEE Programme's workshops and conferences they have realised the importance of market dynamics and so are very supportive. The Community Development division, Family sexual Violence Unit (Police), Commerce division, and the Provincial Administrator and the Governor are all supportive.

The Alotau Town Market project site has a strong support system provided by the provincial and local governments. They have been involved in most of the WEE Programme's interventions. Support is received from the Milne Bay Provincial Government who then engages with their Divisions of Community Development, Commerce and Fisheries, Alotau Urban Authority, the Works Supervision Unit, the Alotau District and Huhu RLLG to provide support. The Huhu RLLG are the owners of the market, and the Provincial Government has recognised the market vendors' rights through a stakeholder's mapping exercise and the Market Tool Kit training conducted in Phase 1 of the SPD 1 interventions. Two more training sessions on the Market Tool Kit were conducted in Phase 2 involving local authorities (Alotau District/Milne Bay Provincial Government) which created recognition and importance of vendors' rights in marketplaces.

### **Question 6**

[Have women market vendors increased their income as a result of SPD/MERI WEE Programme interventions?](#)

This was the case to some extent according to respondents with regard to Daru, Kimbe and Lae and to a little extent for Alotau, Goroka and Mt. Hagen.

For Lae, most women vendors are seeing gradual increase their incomes, while in Kimbe this appears to be the case based on anecdotal evidence for some vendors as a result of diversifying their market products and some vendors have registered their small business with IPA.

For Mt Hagen increasing incomes only applies to a minority of women vendors as they need more practical livelihood skills training and exposure with the support of equipment to empower them to apply learnings from workshops.

In Alotau, in phase 1 two skills training workshops were conducted on cooking and sewing, but the vendors needed sewing machines and homemade cooking ovens to continue what they learnt. In the second phase, 40 women vendors received manual leg sewing machines and baking ovens. However, the sewing machines were the foot pedal manual type and had missing parts and the vendors couldn't use the sewing machines. The baking ovens had an electric power baking chamber and a top gas burner that were not suitable for women vendors living in the rural areas. Appropriate skills and financial literacy training, and equipment could help the vendors increase their income.

### **Question 7**

[Under the SPD/MERI WEE Programme were women supported to start or expand their businesses within the markets?](#)

Respondents indicated this was the case to some extent in Daru, Kimbe, Lae and Mt. Hagen. For Alotau, it was to a great extent while in Goroka to a little extent.

For Lae, most vendors have never entered the education system, but through the WEE Programme their comprehension to learn and understand what it means to be a businesswoman has now increased. In addition, they are now accessing affordable finance through mini loans and diversifying their products, and thus seeing an increase in their income.

In Mt Hagen, the VA executives, and the project staff (interlocutor) worked with BSP bank officials to assist market vendors and for the bank to visit the market so that all vendors could open an account on the spot. Since November 2022 most of the vendors have their account and a bank card. A few members have ventured into SME but due to insufficient funds, they are still work on their cash flow so they can expand their business over time.

In Kimbe women vendors were supported mainly through training for new skills and knowledge as well as financial literacy.

In Alotau, the financial literacy training was vital training in helping many vendors understand time management, family support, and to do a community mapping and explore their business opportunities, calculate start-up cost, keep records, and have budget, savings, and market plans. The training also guided vendors to explore market opportunities and take advantage of different market strategies to increase their income. A monthly market managed by a SME Entrepreneur 'Naturally Yours Market' was "birthed" out from the UN Women Market intervention WEE Programme. The vendors understood diversification of products and have started to expand their market products. The national Market Convention also birthed another District Networking programme between the Alotau and Wau-Waria District in Marobe Province and is the first District learning exchange and networking programme to increase market access.

### Question 8

What were some innovative models developed under the WEE Programme that could be upscaled?

1. Holding of the Market Convention was a very good initiative that could be organised on a regular basis. It helped market managers and vendors to improve, showcase their markets and compete with other markets through meeting the scorecard requirements.
2. Tools development such as the Market Management and Operations Toolkit and Business Development Support Services Toolkit were key for launching the Market Operation Plans and helping vendors to diversify their vending as business ventures.
3. Financial literacy training and development of digital banking and payments, digital Identification, micro-finance and micro-banking and loans guarantee support to financial institutions, including for the design of new lending or investment frameworks, or financial products for women vendors. Running of financial literacy training could be outsourced to recognised financial institutions. Financial literacy training should be also delivered to growers who sell agricultural produce in bulk, not just to the retail vendors in urban areas. In Alotau, SME entrepreneurs created a monthly market contributing to more market space and also ran financial literacy training under their SME motivation programmes. The financial literacy rollout programme involved the CEFI trainer through the Provincial Commerce Division. This could be upscaled to have a FLT and BDSS TOT be conducted for District and RLLG CDO's, and BDO's Programme Desk Coordinators to replicate trainings in the rural areas for a wider reach.
4. Livelihood skills training strategy for vendors was a good initiative but was limited in impact due to few numbers being reached and lack of coordinated interventions on interrelated components. Training on sales, marketing and packaging also needs to be included.
5. Registration of homogenous livelihood groups through VAs in the markets and as business entities with the PNG Investment Promotion Authority. In Alotau, the Milne Bay Vendors Women Association has gone ahead to also register a business group named 'Milne Bay Women Trade Network' to be the trade link to pave more market access for vendors in rural communities. The idea of the Trade Link is to see how to purchase the vendors/growers produce and products for resale or undertake downstream processing for certain produce to meet market demands. The idea is to overcome the difficulties of vendors from the outer islands, isles, isolated coastal and mainland inlanders who have limited access to proper roads. Such vendors often return home to faraway places with no or very little earnings. They face freight costs, passenger fares, accommodation, market fees and meal expenses that leaves them with very little to return back home with. Such a business as the Trade Network is expected to create employment opportunities, market opportunities, and make profits.
6. Extending the MERI 2 WEE Programme to district level as trialled in the Manda-Mul Baiyer District in Mt Hagen with a community initiative model piloted with the formation of the Manda Valley Women Vendors Association.

## Question 9

What do you consider were the major challenges in implementing the WEE Programme?

### **External challenges**

1. National elections in 2022 delayed WEE Programme implementation. On the ground politics was a major challenge. The existing culture and status quo in nearly all the provinces pose significant obstacles that require time and sustained interventions to make a positive impact on WEE Programme beneficiaries.
2. Lack of sufficient market space for vendors and stalling on decision making (e.g. Daru and Mt. Hagen).
3. Level of illiteracy amongst most women vendors.
4. Lack of proper market governance structure.
5. Lack of security for women vendors and women customers.
6. Conflict of interest among VA members causing splintering of associations and leading to difficulties to exercise their role and be representative of vendors vis a vis market management

### **Internal challenges**

1. In terms of the WEE Programme itself, the focus was only on women vendors in the markets and so vendors/growers from outer districts did not have the same access to the WEE Programme. Regional workshops, apart from the FLT, could have been replicated to the project market sites to reach a larger number of participants.
2. UN Women's transition from an IT system (Atlas) to a new one (Quantum) delayed WEE Programme implementation. In addition, ad hoc and last minute planning contributed to delays.
3. Project field staff all reported a major challenge with the UN Women operations with respect to the raising of purchase orders (POs) and payments on time, particularly in the latter part of 2022 and 2023. This led to delays in implementing activities and events on the ground. As a result, the project interlocutors, were unable to deliver activities on schedule.
4. During Phase 1 of the WEE Programme, respondents considered that the work at the field level was efficient and timely with regular monthly activities carried out. Field respondents considered the CO staff recruited in phase 2 lacked experience and technical know-how, as well as teamwork among themselves. They tried to micro-manage the WEE Programme activities from the Port Moresby office, bypassing project staff (Interlocutors) on the ground. This caused differences to arise between the VA presidents and the interlocutors. The field WEE Programme staff stated that their queries, grievances, requests, and recommendations were not heard and acted upon by the CO analysts.
5. Promotional material and vests were not provided during phase 2 for visibility and awareness on activities in the market and for vendors to know and give their agreement to interviews and surveys to be conducted without being disputed.

## Question 10

What would you recommend for addressing such challenges in future such WEE Programmes?

### **Recommendations on the WEE Programme**

1. Proper awareness and introduction of the WEE Programme activities should be carried out with all necessary provincial government and administration stakeholders, so they are all aware of the WEE Programme and its aim or goals of the so as to avoid political interference.
2. The WEE Programme also emphasises "leaving no one behind" and to reach the most marginalised women. The governance programme needs to have budgets to replicate through the Local Level Government and cover the rural vendors/growers.
3. Regional workshops need to be replicated to the project market site for a good number of participants to benefit from the trainings.

4. Every Phase of the Market Governance WEE Programme should have an induction to provide clear directions to implement activities.
5. Promotional material and UN Women vests must be provided in time for surveys, awareness, and training for visibility purposes.
6. The WEE Programme under UN Women should be open to both genders.
7. Market staff should not be involved in market VAs. They should create their own staff associations group rather than being in the market. The women VA President and executives should all be market vendors because they all understand the struggles, issues and challenges encountered daily in the market and so they can raise one voice that can be easily heard by the market management team.
8. Foster a culture of accountability and transparency - Encourage a culture of accountability and transparency across all project stakeholders. This may involve regular reporting on procurement processes, promoting ethical behaviour, and establishing consequences for non-compliance with procurement guidelines.
9. Engage with local authorities and communities- Work closely with local authorities and communities to address the existing culture and status quo that contribute to the challenges faced. This can involve conducting awareness campaigns, workshops, and community engagement activities to promote positive change and support for project interventions.

### ***Recommendations on staff issues***

To address the challenges related to procurement delays and the impact they have on project deliverables, the following recommendations were made:

1. Improve communication and coordination within the WEE staff.
2. Streamline the procurement process.
3. Develop a monitoring mechanism to track the progress of procurement requests and purchase orders.
4. Provide training and capacity building for WEE staff involved in procurement.
5. Strengthen financial management system to ensure timely payment to service providers.
6. Establish alternative dispute resolution mechanisms to provide a fair and efficient process for claiming reimbursements, minimizing the financial burden on individuals and ensuring proper utilization of project funds.

### **Question 11**

What are your recommendations for continuing and sustaining UN Women's work in the PNG markets?

1. Build on successes and achievements of outcomes in PHASE 1 & 2.
2. Analyse what worked and did not work to improve WEE Programme delivery and implementation.
3. Recruit personnel based on technical knowledge and experience of programming.
4. Collaborate and sign MOUs with Departments of Provincial and Local-level Governments, Department of Community Development, and Provincial Administration in different project market sites.
5. Develop a transition/exit Strategy and present to key stakeholders in PNG which must include deliverables for institutional strengthening. Support needs to be given to the very institutions that are advocating for their rights, such as the Council of Women, Office of Persons with Disability and the Youth Councils.
6. Continue rolling out of gender-sensitization with the market management.
7. Support exchange learning trips between different markets in PNG and in the Pacific.
8. Support market management to develop project identification documents & market operational plans, and submit them to the Provincial Executive Councils for funding.
9. Continuity of UN Women 's work in PNG markets is necessary until linkages and gaps of markets are bridged within PNG, Pacific and overseas markets for exporting. For example, the NCDC Governor and WHP (Western Highlands) Governor signing a MOU so that the food supply chain is connected between

farmers and retailers. The shipment of goods can be negotiable between the provincial governments. UN Women may provide the platform for negotiation where these negotiations may happen if possible.

10. Building provincial markets infrastructure and connecting to other district markets or satellite markets in each province is a great need. For example, Hagen Market has more than 2000 vendors, the space is limited and needs renovation. It could become more like the Gordons or Kimbe markets. If another donor can fund the Mt Hagen market, the ongoing stumbling block of toilet blockage could be addressed once and for all.
11. UN Women promotes inclusiveness in all its programmes, and an inclusive approach in the renovation of market infrastructure is important for sustainability.
12. Strengthen the working partnership with LLGs, the owners of the markets, and implement activities in partnership with NGOs.
13. Provide the follow up training so that the Provincial, District and stakeholders for continuation of this good WEE Programme can sustain women's economic empowerment in districts as well as the provincial level.
14. Business Support Services and Financial Literacy Training TOT should also be conducted for the key District personnel and LLG CDO officer to assist in replicating trainings to the rural communities.
15. Assist the VAs with skills training to replicate training to their communities.
16. Project Interlocutors should continue their work as the focal points, if not the Community Development Officer from the Provincial or Local Level Government could be the focal point. They are technical officers who trained to work with community people.
17. Establish a resource centre in the market for market vendors to support their members. They will be able to assist in the operation of the association and register a business arm to financially sustain the vendors association. VAs need to have a business arm to sustain the association's vision and missions. The resource centre can then consult NGO's or local business for child day care services, clinic, library, counselling services and a tourism desk information. The resource centre can also accommodate SME booths.
18. The WEE Programme should also assist associations with farming equipment in downstream processing - oil extractors, vegetable flour processing machines etc which can be managed by the business arm of the VAs to increase more opportunities for the vendors.
19. Learning exchange and networking programme would also boost inter-province trade. The VA business arm should be recommended as a way forward to support market access for the vendors.
20. FLT and BDSS TOT should be conducted for District and RLLG CDO's, BDO's Program Desk Coordinators to replicate trainings to the rural areas for wider reach.

### **Question 12**

Would you recommend any changes in strategies or approach should there be a further donor funded phase?

#### ***WEE Programme approaches***

1. Reach out to other market locations not included in phase 1 & 2 and extend the scope of work to other district markets and roadside markets if possible.
2. Women market vendors could be capacitated to manage the affairs of the market in partnership with the urban authority.
3. Identification of homogenous livelihood groups through VAs in the markets and register them as business entities with the PNG Investment Promotion Authority.
4. Support and strengthen enabling environments in markets – regarding markets as both business and service hubs.
5. Continue supporting the VAs (Institutional Strengthening), and especially strengthening the supply base, i.e. running the market using the business model.
6. Support the VAs with livelihood equipment or resource centres.
7. Include the VAs in the CSOs Directory for future support, especially capacity building around ending violence against women and girls at the markets.

8. Access to finance may also include partnership with Nationwide Micro Bank as Women's Micro Bank Ltd has high interest rates.
9. The programme should cover both female and male vendors and business arms formed to support the VA. The vendors network in the market can assist rural communities to either purchase their goods in wholesale and resell or do downstream processing. The vendors can then have a choice to cut costs and sell to focal points at local level government. In that way vendors in the rural areas are served. This approach could also be supported at the district and local level.
10. The VA should have district resource centres to support the vendors in selling their produce, impart knowledge and provide skill training. The main resource centre can be situated in the main district market. This will help reduce the cost of travelling and relieve the vendors of all the challenges they face.
11. The FLT and BDS are good training programmes that need to be considered at the district level through to the local level government. The TOT training needs to be done for the District Programme Coordinators, Business Development Officers, Community Development Officers to continue the work in rural communities.
12. Improve infrastructure with a vendors' resource centre and SME Hub. Water tanks to be installed to reduce the high cost of water bills and tap stands to be installed in all market sections for hand washing and washing produce and the cleaning of the market space.

### ***Staffing issues***

1. Project staff should undergo the Family Business Training and Business Development Support Services TOT to help continue the training under the funding of the Provincial and District funding if there is no direct donor support.
2. The activity plans for each location should not be similar but rather different as each location is in a different phase of their market development (i.e. not one size fits all). The activity plans or deliverables should be done by interlocutors on the ground because they know the needs of each of the markets. Also, activity budget allocations for each location should be given to Interlocutors, so interlocutors know what activities are possible as per their location budgets.
3. There should be a more effective and efficient flow of communication between the UN Women CO team and project staff. The communication approach and protocols from UN Women office staff to project staff should be maintained as confidential. VA executives should not be in possession of any UN Women CO staff contacts to avoid misquoting of information. This is to avoid conflicts of interests amongst the vendors' executives and the project staff on the ground.
4. Logistics support must be improved and faster upon the submission of activities planned within the CO team so that scheduled activities are rolled out as planned.
5. Increase project staff allowances in their TOR as they sometimes have to pay out of their own pockets to buy lunch for meetings held, for example: catering for LPIT members, youth, or vendors' executives.
6. The DSAs of project staff for workshop travels should be settled prior to the travel date.
7. Ensure new Purchase Orders (PO) are raised with the service providers and bills get sorted on time to maintain the UN Women's good standing with our service providers.

## Annex 11 Classification and facilities at PNG markets

Categories	Number of Provincial Markets
New Markets	7 (Alotau, Boroko, Gordons, Goroka, Kimbe, Six Mile & Wabag)
Old Markets	3 (Lae, Mt. Hagen, Vanimo, Waigani & Wewak) Vanimo not used as outside the town
Planned New Markets	3 (Daru, Lae – temporary market 2024, new market 2025 - Tari)
Planned Renovations (Toilet facilities)	2 (Mt. Hagen & Six Mile – POM)
No Market	1 (Tari Market)
Market Facilities	
Safety & Security (fence, CCTV cameras, police, lights, signage)	New markets have good safety & security system. Some old markets had but currently not functioning. There are some cases of GBVs and harassment at Gordons, Mt. Hagen, Waigani and Wewak of the growers and vendors. Cameras not working at Alotau, Gordons. Private security guards but vendors would prefer police posts as guards also harass them in some markets. Delays in payment of subcontracted guards and cleaners in Port Moresby markets New markets have fire extinguisher (e.g. Goroka, Kimbe) and evacuation plans (Kimbe)
Communications System (i.e. loudspeaker)	Most have PA system but not functioning – instead they are using megaphones
Running water	Have running water but most markets faced with limited supply due to costs and unpaid water bills Mt Hagen has old tanks and insufficient so water only in the mornings
Water tanks/taps/wash basins	Most have except Lae & Mt. Hagen Alotau, 1 tank, 1 tap and 1 wash basin Boroka – water tank Kimbe 44 tanks, taps and wash basins Gordon a large market with 500 vendors only has 2 taps and basins and vendors have to pay for water carriers in addition to entry fees as their table are too far away Vanimo – 1 tank, 1 tap and 1 basin Wewak - 1 tank, 1 tap and 1 basin
Gender segregated washroom/toilets	Most have with a usage fee but often not working or limited in number Mt. Hagen not functioning for the last 5 years & Vanimo market facility not being used. Six Mile only one toilet functioning used by both men and women. Waigani no locks on toilet doors and portable toilets being used 3 for women and 3 for men.
Safe space for children/baby changing rooms	No except Kimbe & Wabag
Functional resource centre/office space for VA	Most do not have office space for VA Kimbe, Six Mile, Gordons have Goroka has but not in use and not free for VA and too costly Waigani – VA uses a container for meeting

	Some cases VA can use management office – Lae,
Services (canteen, pharmacy, clinic, bank/ATM, retail outlets, SME incubators)	A few markets have these: Kimbe Mama Bank/ATM Six Mile (but SME incubator model not functioning) Gordons Mama Bank and SMEs Alotau Mama Bank Lae – 5-6 canteens and BSP bank presence Goroka has spaces for shops and offices but not yet operational
Market Management centre/office	Yes, most markets but conditions in some quite poor, for example in containers in Lae, tiny in Waigani. Boroko does not have
Electricity	All markets have power supply, Goroka - not connected yet for fish selling area and cold storage 7 months after opening Mt. Hagen – limited supply
Storage/cooler rooms	Yes, for Alotau, Gordons, Goroka, Kimbe, Wabag Planned but not yet functioning in Goroka.
Benches/pavements/tables	All markets have these, with vendors both under cover and other vendors/growers outside on the ground but within the fences. Overcrowding in some markets with vendors using floor space in addition to benches/tables (e.g. Goroka, Lae, Waigani). Lae – allocated space for handicrafts and meri blouses Goroka – large second-hand clothing section and sale of retail goods (some Chinese imported) Waigani – vendors selling second hand clothing on market periphery
Disability access (wheelchair ramps, signage, toilets, dedicated space)	Newer markets like Alotau, Gordons, Kimbe, Wabag have except for Vanimo Boroko and Wewak have disability toilets Goroka has dedicated vendor space for PWD but given to other vendors, has no PWD toilets Older markets generally do not (during MERI project old markets have dedicated space for PWD but not in usage)
Designated parking space	Yes (Alotau, Boroko, Gordons, Goroka, Kimbe, Six Mile, Vanimo, Wabag, Waigani) Boroko parking space used for wholesale vending No (Lae, Mt. Hagen, Wewak)
Cleanliness/Hygiene/Waste Disposal	All have waste disposal systems, but cleanliness and hygiene vary, Gordons not clean and cooked food handling is a health issues. Alotau and Kimbe very clean Boroko very clean and safe
Location access	Vanimo market is located outside of Vanimo town and not used. Six Mile in Port Moresby is located in the town, but the SME incubation centre is separated by fencing from the main market making access by customers limited and complicated by parking being on the wrong side of the market, thus negatively affecting the viability of the SMEs.
Accommodation	Most markets do not provide transit accommodation for growers staying over night Lae – growers sleep in the market itself

*Source: Compiled on the basis of completion of 10 market observation tool forms and consultations with market managers and VAs.*

## ANNEX 12 CASE STUDY

### INNOVATIVE AND FORWARD LOOKING PNG MARKETPLACES

#### Introduction

Implementation of the UN Women's Economic Empowerment Programme in markets across Papua New Guinea with the support of the Australian and Japanese governments included the construction and setting up of new markets. The design of these markets heralds a possible bright future for the transformation of markets, both at provincial and district levels, as economic hubs for trade, business development and the empowerment of women vendors as principal actors in the markets. The markets for this case study concern those in Alotau (opened two years ago), Goroka, Kimbe, and Wabag (all latter three opened in 2023), as well as plans for a new market in Lae for 2024.

The design of the new markets has incorporated many features that have been under discussion in development circles and are acknowledged by the national and local governments of PNG as critical to meeting requirements for more dynamic economic centres serving eventual transition from a large informal economy to more formal operations for the country's economic development. Importantly, the new markets are a key step forward in meeting the needs and the demands of women market vendors such as safety, security, access to water and functional toilets, childcare, health clinics, banking facilities and opportunities to establish and grow SMEs within or linked to the market.

A Programme of comprehensive capacity building initiatives with market actors by UN Women under the SPD and MERI projects was conducted in tandem with the construction of new markets funded by the Australian, Japanese and New Zealand governments. This created synergies providing a critical space for women, the majority of market users, to strengthen their collective voice and contribution to the design of markets that would meet their needs and ensure their safety together with advancing their economic empowerment.

A distinctive feature of these markets is that three out of the five markets (Alotau, Kimbe and Wabag) are now managed by women, departing from the usual gender pattern with market managers being almost always men, as well as most market staff being men. These women managers are also introducing gender balance among market staff dealing with cleaning, security, and administration, with women vendors and their associations being offered employment opportunities in relation to market maintenance and waste disposal work.

UN Women developed and trained market actors (both market managers and vendors) on *A Toolkit for Operating Markets: (1) How to Manage the Market, (2) How to Maintain and Improve the Markets Infrastructure and (3) How to Run the Markets as Business*. This Toolkit formed the basis for the formulation of the Market Operational Plans. Under the UN Women Programme nine markets in PNG have drafted these plans by late 2023 and they are in the process of being reviewed and endorsed by local level governments. The five markets in this case study are among these: Alotau, Goroka, Kimbe, Lae and Wabag. Most include the features outlined in the Toolkit adding some details specific to their market through the templates provided in the Toolkit.

There are generic statements throughout the toolkit which refer to gender and for which these five markets have included in their own Plans. For example:

*"It is important that Market Owners nominate specific people to take responsibility for overall management, security, collecting fees, cleaning, supervising the cleanliness of toilets, waste management and maintenance. For the most part men are employed in these positions, while most vendors are women. This can give rise to unfriendly and aggressive behavior and a lack of appreciation of the vendors' needs. It is good practice to ensure that women as well as men are responsible for market operations, to give more*

*gender balance. Recruiting women as security guards has often proved successful in shaming poor behavior without resorting to aggression”.*

Under enforcement (Appendix A2, ix) of the Toolkit it is stated that:

*It is most important that enforcement of the new guidelines is carried out in a non-aggressive manner, avoiding hostilities and violence. The fact that enforcement agents are often men and market vendors are mainly women creates a situation where gender-based violence can result if enforcement agents behave inappropriately. It is important that measures to ensure women’s safety in accessing and working with the markets continue to be prioritised. A pandemic emergency is stressful for everyone, and a climate of co-operation is needed, with everyone working together to ensure our safety.*

Under Part C, Section C1, Running the Market as a Business of the Toolkit it is noted that:

*The market is different from most conventional businesses in that it relies on the productivity of numerous self-employed vendors rather than recruiting its own workers. The success of the business relies on these vendors, the majority of whom are women, and the Market Manager needs to work in collaboration with the vendors to promote the business success of the market, for mutual benefit. The Market Manager needs to gain an appreciation of the challenges faced by these vendors, including the burden of family responsibilities such as childcare, an observed high rate of physical disability, and a vulnerability to gender based violence in the workplace, on transport and in the home.*

On the role of vendors, the Toolkit notes that market vendors have a range of characteristics and needs. These include:

- ✓ *women, men, women with children, elderly, and disabled people*
- ✓ *groups of vendors from the same village or neighbourhood who like to work together*
- ✓ *farmer-vendors who may attend the market for a few days at a time, sometimes needing overnight accommodation*
- ✓ *wholesalers who sell bulk goods to commercial customers or to retailers*
- ✓ *regular vendors who sell in the same market every day*
- ✓ *vendors who rotate around different markets on different days.*

*Market vendors can significantly help in market operations if there is a climate of co-operation with the operational personnel. For example, they can assist in market hygiene, report incidents or issues that need attention, and contribute to operational policy. Some groups of women may be prepared to take over components of market operations on a business footing (such as managing the toilets). There is also the possibility of handing over management of the market to a vendors’ association if it has the capacity to take this on.*

Under hygiene the Toolkit indicates that:

*Toilets should be cleaned as often as necessary to maintain hygienic conditions. It is appropriate to display signs reminding users about how to use the facilities, including changing and disposing of nappies, and disposing of sanitary pads. If there are fees for using the toilets it is suggested that these should not apply to vendors and their children, as they may need to use the facilities several times in a day. Toilet paper should be provided but it is recommended that it should not be sold as this could lead to unhealthy practices. Managing the toilets can be a business run by a market vendors’ association, and this can be a good way of ensuring that women vendors’ needs are met.*

*Bear in mind that if vendors or customers are denied affordable access to toilets, they are likely to use bushes in the surrounding area. This creates very unhealthy conditions, and the potential danger of women or children being sexually assaulted.*

It is also pointed out in the Toolkit that the managing and composting of food waste could provide a foundation for small businesses that could be operated by women.

Below are examples of how the five markets have been designed, developed, and managed, accompanied by the capacity building of market managers and vendors and support to the evolving role of Vendors' Associations in markets provided under the UN Women's Programme on the economic empowerment of women. Highlighted are some of the details specific to each of their market operational plans.

Finally, some possible challenges that lie ahead are discussed together with the way forward for other markets in PNG.

## Alotau Market



The Alotau market in Milne Bay was built through a joint investment from the Japan Government through the Japanese International Cooperation Agency (JICA) and the PNG government through the National Fisheries Authority. It opened in 2020. The Alotau market is the third and largest provincial market JICA has built. The other markets were Wewak and Mandang. The market is owned by the Huhu local level government (LLG) of Alotau. The market reflects a concept of integrating a town market with a fish market and jetty facilities, providing access between fish trading and overall vegetable marketing in a one-stop shop approach. The new market is spacious with 2800 square metres of floor space and is equipped with a wharf, an ice station, and toilets.

In 2023, the Alotau Market secured three buyers to supply fish in order to generate its own revenue and advance the market as a business venture. There are 34 fishing cooperatives that have signed contracts with the market. Future plans include expanding to seafood such as crabs, prawns, and lobsters.

The design of this market captures important aspects such as environment health and hygiene, safety for both vendors and consumers, a convenient space for vendors to sell fish or marine products or other producers, convenient space for consumers, and a jetty to cater for the local fisher folk.

UN Women with the support of both the Japanese and Australian governments came on board to provide technical assistance to improve market management and strengthen the capacity of women vendors for doing business in the market. This included training on the UN Women's Market Management Toolkit, financial literacy, and business skills development as well as support for the Women Vendors Association.

At the National Market Convention 2023 and based on market scorecards the Alotau Market received awards from UN Women for the market with the best Hygiene and the Most Improved Market Overall.

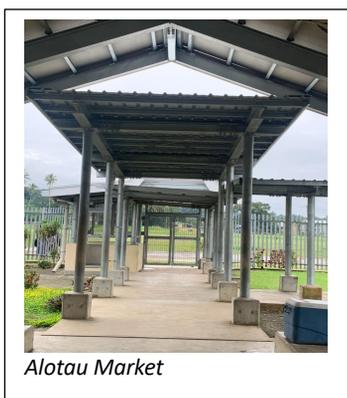
One of the main achievements of the UN Women’s Programme was the installation of the fee payment system and the overall management of the markets operation. The Alotau Market maintains a safe and clean market and has the strong support of the key stakeholders under the governance program.

The Market Tool kit module by UN Women was very useful for the Alotau Town Market. Training on the Market Tool Kit provided guidance to the Market Management and Staff in how to manage and operate the market with good governance.

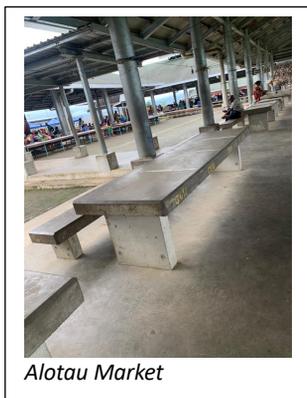
The Alotau Town Market used the role descriptions in the Tool Kit on operational personnel to create staff contracts and job descriptions for the management and staff. The vendors also understand their roles in the market which has built cooperation to maintain market cleanliness, observation of market rules, and ensuring that the market is safe. Thus, the Market management, staff and the vendors work together to ensure the market is safe and clean. Key partners have also played a role in raising awareness on Human Rights, Gender Base Violence, COVID 19 compliance, hygiene practice and cleanliness of the market.

The overall operations and accountability of markets revenue through the installation of the fee payment system has enhanced accountability and decreased leakages of market fees. Through the UN Women Programme the market management and Huhu LLG agreed to bring the Mama Bank into the market for vendors and customers to access banking services. The Alotau District Administration recognised the value of the Programme and supported the vendors by providing funding to two local micro banks (Mibank and Mama bank) in the district.

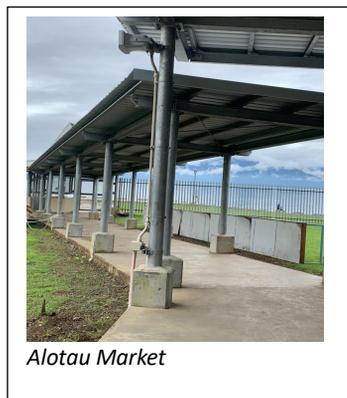
The Alotau Town Market is now a very safe market compared to the past when there were some challenges such as bullying over vendor spaces and discrimination among vendors and market staff. There has been a change of behaviour and mindsets with the four training sessions on the market tool kit conducted for the market management and staff, vendors, key stakeholders, partners, and NGO’s. The training brought understanding on Human Rights (Gender Based Rights) and the importance of creating a conducive environment for the market.



Alotau Market



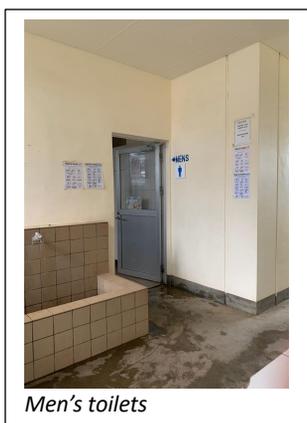
Alotau Market



Alotau Market



Women's toilets



Men's toilets



PWD

The Market Management and staff have utilized what they have learnt from the tool kit and have put into practice by respecting vendors and other market users. The market Supervisor makes daily announcements over the PA System on gender-based violence, market rules and cleanliness of the market. The daily announcements have achieved much in terms of awareness and the section wardens also play a role in advocating these messages to their section vendors.

The vendors also understand their roles through the Market Toolkit training and have provided support with awareness raising for vendors on their rights to safe spaces and having a voice in the market through the vendors' association.

The Japan International Cooperation Agency (JICA) also designed a market manual that is inclusive of male and female representatives. Before the market governance implementation, the steering committee for the Market infrastructure appointed two vendor representatives, but this was ineffective. Training on the UN Women's Toolkit resulted in a separate forum of 50 women vendors who discussed and agreed to forming a vendors' association which they named the Milne Bay Women Vendors Association. The group still operates informally pending registration with IPA but has regular consultations with the market management. The members are all aware of their rights to a safe and prosperous space in the market. The informal group has leaders who bring issues and concerns to the attention of the market management and staff and the market supervisor registers any major incidents for referral to the police but tries to resolve minor issues.

The Milne Bay Vendors Women Association has also registered as a business group named the 'Milne Bay Women Trade Network' to be a trade link to create more market access for vendors in rural communities. The initiative was spurred by the hardships vendors face in travelling long distances to sell their produce due to the geographical setting. Milne Bay Province is the biggest maritime province and vendors come from the outer islands, isles, isolated coastal and mainland inlanders with poor road access. These challenges result in vendors returning home with nothing or very little from their earnings due to costs incurred from freight charges, passenger fares, accommodation, market fees and meals. The plan for the Trade Link is to see how to purchase the vendors' produce and products and resell or do downstream processing for certain products to meet market demands. At the same time, such business could create employment and, market opportunities and make profits.

The Alotau Town Market project site has a strong support system provided by the provincial and local governments which have been involved in most of the Programme's interventions. Support is received from the Milne Bay Provincial Government which in turn engages the divisions of Community Development, Commerce, Fisheries, the Alotau Urban Authority, Huhu Rllg, Division, Works Supervision unit, Alotau District and Huhu Rllg. The Huhu Rllg are the owners of the Market, and the Provincial Government has recognised the market vendors' rights through a stakeholder's mapping exercise and the Market Toolkit training conducted in Phase 1 of the UN Women's intervention Programme. Two more training sessions on the Market Toolkit were conducted in Phase 2 involving local authorities (Alotau District/Milne Bay Provincial Government) which led to recognition and giving importance to vendor's rights in marketplaces.

Under the UN Women Programme the livelihood component was not really effective. Two skills training sessions were conducted in Phase 1 in Alotau on cooking and sewing, but the vendors needed sewing machines and cooking ovens to apply what they learnt. In the second Phase, 40 successful women vendors received manual leg sewing machines and baking ovens. However, the sewing machines were the foot pedal manual type that had missing parts, and the vendors couldn't use the sewing machine. The baking ovens had than electric baking oven and a gas burner top that were not suitable for women vendors living in rural areas.

On the other hand, the Financial Literacy Training was a vital training that helped many participants understand time management, family support, how to do a community mapping and explore business opportunities, calculate start-up costs, budget, and keep

records, make savings, and have a market plan. It also educated the vendors to explore market opportunities and take advantage of the different market strategies to increase their income. A monthly market managed by an SME Entrepreneur 'Naturally Yours Market' was born out of the UN Women FLT. The vendors have understood the concept of diversification of their products and have started to expand their market products. The Market Convention also gave birth to another District Networking programme between the Alotau and Wau-Waria District in the Highlands. This will be the first district to district learning exchange and networking programme in the country to promote increased market access across provinces and districts.

The SME entrepreneurs created a monthly market contributing to more market space and also ran the Financial Literacy Training under their SME motivation programmes. The Financial Literacy roll out programme involved the Centre for Excellency and Financial Inclusion (CEFI) trainer through the Provincial Commerce Division.

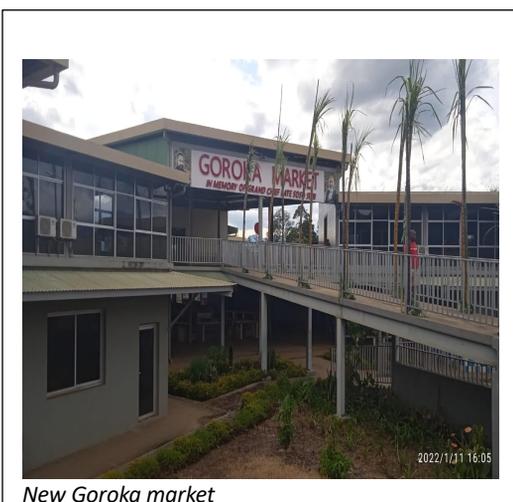
The Markets intervention Programme through the tool kits provided by UN Women were helpful development steps to improving the livelihoods of vendors and entrepreneurs for start-up and building strong growth towards sustaining household livelihoods. The draft Alotau operational plan by and large includes most of the features of the UN Women's Toolkit for Operating Markets.

## GOROKA MARKET

The Goroka Market is an old market established in 1964. A newly built facility for the Goroka Market was completed in 2021 but only opened in March 2023 and has been in operation for about eight months. The delay in opening was due to issues of ownership between the Local Level Government (LLG- Gahuku and Minamalo) and the Provincial Government. The market is named after the late Soso Subi in honour of his social, political, and economic contributions to the people of the Eastern Highlands Province (EHP) and the traditional landowners. The market primarily serves the population of Goroka, Daulo and Uggai-Bena districts of EHP.

The market is owned by the two rural local level governments of the Goroka District namely, Mimanalo and Gahuku LLGs. Its day-day operations are managed by the duly registered and legitimate business arm of the two rural LLGs, Goroka Investment Limited (GIL).

The market facility includes different vending allocation spots, car park space, and an office complex for market officials. The market is expected to operate under strict rules and will also introduce a sustainable management system to keep the market operational and not depend on Government support.

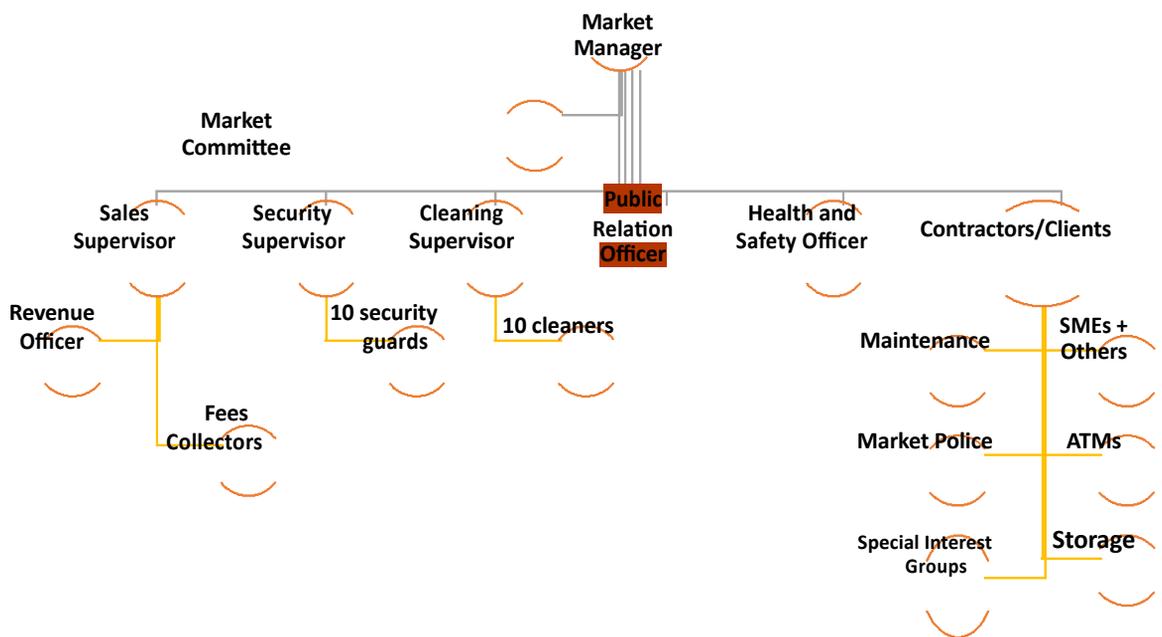


*New Goroka market*



*New Goroka market*

The LLG has a business arm called *Goroka Investment Limited* that has its own business interests and has other real estate properties in addition to the Goroka Market. Under the Goroka Investment Limited a number of positions have been advertised - four supervisor positions, 10 security positions, 10 cleaner positions and one Health/Safety Officer position. There is an acting Market Manager with the position to be formally advertised and filled. The Market opens Monday to Saturday from 7:45am to 5:30pm. The market has facility for ATM banking service. The management has designated a rental facility (Kiosk) for Micro-Banking Finance e.g., Mama Bank to service market vendors. The market has a police station facility. A MOU is negotiated with the provincial police to station police officers on a rotational basis to ensure maximum security confidence to the market vendors and customers. Four police officers will be on the market site on a daily basis to support the market security employees as well as to deal with police case matters which arise within the scope of the market vicinity. Below is the management structure of the Goroka market.



Apart from cooked goods sold by a kiosk or stall run by SME tenants, the Goroka market does not allow cooked foods and white goods for vendors to sell in the market due to a high typhoid health status of the Eastern Highlands Province.

MERI Projects (MERI 1 & MERI 2) were very important to the people of Eastern Highlands, especially for the Gahuku LLG. The interventions were timely and helped speed up the opening of the new market facility and complied with the standard of the Market Operations Manual and the COVID-19 protection measures.

The Market Management Training on the Market Operations Manual and the COVID-19 kits/facilities were particularly relevant for women market vendors and PWD.

The sharing and exchanging of ideas on running and managing markets was a helpful experience under the MERI Programme. It encouraged ideas for networking and connecting with all market managers through the communication platform of WhatsApp. Of particular interest was learning about the Kokopo Provincial Market Authority Act, and how to work towards a Goroka District Market Authority Act.

As a result of the MERI project, women market vendors have increased access to capital to support them in diversifying their business activities and increase their income. However, Women’s Micro Bank Ltd charges the women daily interest rates and so many women could not keep making loan repayments, breaching the bank’s policy. Thus, there is a need for ongoing financial literacy training and follow-up with the previous 40 participants who had attended the financial literacy training in Goroka. For the women market vendors, there is also a need for more livelihood skills training as well. Training on

governance and social responsibility is still required for both market management and VAs.

Currently the Goroka Market is new and well organized. However, there are some challenges for it to be fully operational, as for example connecting electricity to the cold storage facility to enable fish vending as foreseen in the design and construction. There are facilities for setting up small businesses and rooms for meetings, but these are still vacant pending tendering processes. Fees are charged for the VA to use the meeting room, but the cost is prohibitive for the VA. There is limited networking between the district growers and the wholesale vendors and a need for Market Management and UN Women to help link the district satellite markets with the daily vendors, as well as the seasonal vendors (e.g. Markham mango vendors). The manual manner of charging market entry fees is also a challenge at times with security guards harassing women vendors at their tables to pay further fees. Installing an electronic ticketing system would help reduce harassment and promote accountability. Instalment of CCTV cameras is also needed together with technical assistance for training on how to install, operate and maintain the cameras as well as their purchase.

The local and provincial governments are somewhat more supportive of women's economic empowerment programmes of UN Women and of women market vendors' rights as a result of the SPD/MERI project interventions. There have been changes in 2022 in both the Provincial Government and Provincial Administration with funds being allocated to the SME Office to support women's economic empowerment. The SME Expo in 2022 was also supported last year and a business group was formed from the Goroka Market Vendors Association. However, women market vendors were not adequately supported by the SPD/MERI project interventions to start or expand their businesses within the markets or to increase their income.

While Market Management is aware of the existence of the Goroka Market Vendors Association, there has been a tendency to leave the women out of meetings as the MERI 2 draws to a close with no project staff to support. Thus, the VA voice is limited.

The Goroka market operational plan while comprehensive, succinct, and well drafted on management issues does not follow the UN Women Toolkit with respect to highlighting the role of women vendors and Vendor Associations. In one small section, there is recognition of Equality and PWD Inclusion, i.e. *"The management does not tolerate discrimination of any form including persons living with disability to ensure the market is free for all to conduct their business without fear of favour. The management will where it sees fit and proper, endeavour to maintain gender balance to promote employment fairness, ensure accountability and pleasant working conditions in the key functional activities such as gate fee collections and security guards"*.

## Kimbe Market

The new Kimbe Town Market in West New Britain has expanded trading space and vendor services under a partnership between Australia, New Zealand, and the West New Britain Provincial Government.

As well as improving public health, the new facility opened in 2023 is expected to make it safer for women market vendors, who represent approximately 80 percent of all vendors, to operate at the market. The market will support ongoing social and economic development in the province.

The new market includes construction of covered spaces for 700 vendors, plus additional covered areas and open spaces that can be used for trading and market services. Improved water, sanitation and hygiene facilities are designed to prevent and protect

against infectious diseases, such as COVID-19. It is anticipated that the security facilities will contribute to the safety and security of market vendors and customers.

The market's new amenities include bathrooms, washing areas, fresh water, storage facilities, improved lighting and safety features, essential sanitary waste management facilities, and better access for people and vehicles. There are also environmental features such as solar power and rainwater harvesting.

The Kimbe Market Redevelopment process replacing several old markets that were unsafe for women, created opportunities for local businesses, and jobs and training for local workers, including 23 women and five PWD. In addition, local groups and stakeholders were engaged in consultation and decision making from the outset of the project.



The West New Britain Market Authority is making it their priority to ensure the new market operates well and is safe and clean. With the involvement of the market board members that attended UN Women training workshops and the National Market Conference, it has boosted them to bring Kimbe Market to the next level of operations. Security in the market is a priority and the new market rules are expected to be strictly enforced. During construction of the new Kimbe market, an innovative approach was for women market vendors to be trained and employed to work in the construction of the market.

The Kimbe Market Management Team is comprised of a team of four women who have understood the concepts of managing the market from the training provided by the UN Women Programme on (1) How to Manage the Market, (2) How to Maintain and Improve the Markets Infrastructure and (3) How to Run the Markets as Business.

Empowerment of women and men through gaining of new knowledge about the mechanisms of markets and how markets should operate in PNG was achieved through training sessions, workshops and conferences organised by UN Women that the women market vendors attended as well as the market management.

The draft Kimbe operational plan by and large includes most of the features of the UN Women’s Toolkit for Operating Markets.

“I never realized the importance of market management and how a well- maintained market facility could improve and increase vendors’ income. Since the training, there is a rule that each vendor must have a broom and be responsible for cleaning their spot after their sales”.

*VA President*

Support for VAs is a critical element of UN Women’s work under the Programme to ensure the more active participation of vendors, most of whom are women, to voice their concerns and work together with the market authorities to improve the way the market operates and so promote women’s economic wellbeing. Currently, due to conflicts within the VAs for Kimbe, the Market Authority Board decided to nominate and select a general vendors’ representative who is not a member of the VA to represent all vendors.

UN Women has been supporting training and workshops for vendors to promote growth in their businesses. The capacity of vendors in Kimbe has been strengthened through Financial Literacy Trainings (FLT) and more market vendors now have access to financial services to meet their needs and to grow their business.

Further support was given through the distribution of livelihood equipment to enhance earning opportunities in sewing and baking, but this was limited to only one type of training in each location of the province. Some vendors were able to register their small business with the PNG Investment Promotion Authority (IPA).

The Market Convention further helped the market management and vendors to improve and to meet the scorecard indicators and compete with other markets.

## Lae Market

The Lae market is in transition from an old market to be redeveloped as new market to be constructed in 2024. The estimated completion and operation are scheduled for 2025-26. The new market will be a new double storey market serving 10 districts and space for 1300 vendors, both wholesalers and retailers. It is funded by the governments of New Zealand, Australia, and the Lae City Authority. Lae as an urban centre is expanding and the population in the Morobe province is also increasing. With more than 1800 vendors and more than 2000 customers accessing the market daily, the current market has limited space with not enough market shelters for vendors and sellers to sit comfortably and sell. Many vendors are selling on the ground outside the structure and using umbrellas for the sun and rain.



*Lae Market (current)*



*Draft plan Lae new market look*

The new market's design will reflect the local environment and the culture of Ahi landowners, with particular focus on local geographical, environmental and disaster resilience principles such as rainwater harvesting, structural integrity and solar power.

As markets are important economic hubs for women, gender equity and social inclusion principles are incorporated in the design, including improved health and safety elements for vendors and visitors, better facilities, and accessible design features such as ramps and accessible toilets and showers for people with disability.

All stages of the redevelopment will include consultation and decision making with key user groups such as Ahi landowners, women, and PWD. Furthermore, the project will create opportunities for local businesses, and employment and access to formal trade qualifications for local workers, reflecting Australia and Aotearoa New Zealand's commitment to prioritising local leadership and expertise.

The new Lae market will have a dedicated space for about 20 small and medium enterprises/kiosks to support economic growth and innovation. There will be green spaces, customer parking, dedicated vendor drop-off and entry points and improved health and safety measures for vendors and patrons. In addition, there will be storage areas, particularly important for vendors who travel daily from different parts of the Morobe province and the Highlands. Currently, growers sleep in the old market due to lack of storage space and in order to safeguard their unsold produce. It is also expected that the market will have robust governance structures with genuine representativity and transparency. It is hoped that the market will contribute to long term economic development of Lae and the wider region.

With respect to the Lae Market operational plan, additions to the UN Women Toolkit are similar to those as indicated for Wabag below. However, for the temporary and new Lae market, the following ticketing arrangements are spelled out:

All ticket numbers from 1- 100 will be given to garden produce:

1- 60 will be Fruits and Vegetables

61– 100 will be starchy food

101 – 140 will be given to cooked foods and others to be decided for temporary and new market.

141 – 156 will be given to pop up stalls for Arts and Facts, Bilums (PNG handbags) and weaving items, sewn clothes and other groceries. Additional goods permitted to be sold are self-tailored clothes and ladies and men's wear and perfumes.

Lae market rules indicate that there are no permanent tables and stalls, but consideration might be given to allocating some tables to resellers, however, they will not own a permanent bench. Consideration will also be given to leaving some first 40 tables/benches for farmers from outside. The spacing has benches two metres apart and a bench will be built underneath for vendors to put their bags and other personal belongings.

Cleaning of the market will be contracted to the vendors' association per month.

Market vendors must be trained on food safety and food handling.

Waste management will be by the Lae Market and waste removal will be done by contractors daily.

Sewerage and toilet maintenance will be contracted out.

A daily Incident Occurrence book will be in place.

Towards the end of 2023 the old market operations are being transferred to a temporary site and the old market will be demolished to make way for the construction of the new market. The temporary market will house fresh fruit and vegetable traders as is the case in the current market. However new approaches for improved markets, fee ticketing and safer market spaces for women vendors are expected to be trialled at the temporary market and lessons learned for the design and operation of the new market. Much of these approaches were introduced during the MERI project implementation. These included the following:

- 1.Capacity building for Duty Bearers/Market Management, enabling improved measures for safety and sanitation in the Lae market.
- 2.Coordination of the Local Project Implementation Team, that enabled women vendors and PWD participation in market governance and operations decisions.
3. Improved and increased knowledge and understanding in COVID-19 through market awareness and information sharing by engaging health personnel and the Sanap Wantaim Youth.
- 4.Empowered and promoted women vendors economic recovery through targeted skills building and improved their access to affordable finance.
- 5.Women Market Vendors have their “Voice” heard through “Market Vendors Association”. The Lae Market Women Vendors have established their Association, which they have registered with IPA as “Lae Market Vendors & Growers Association Inc.”

When the UN Women Programme was first introduced local and provincial governments were somewhat supportive of women market vendors’ rights as a result of the SPD/MERI programme intervention. This evolved into establishing good working and partnership relationships.

Most women vendors are seeing gradual increase their increase. Most vendors have never entered the education system, and their comprehension to learn and understand what it means to be a businesswoman has now increased. This has been aided by their access to affordable finance through mini loans enabling them to diversify their products and see an increase in their income.

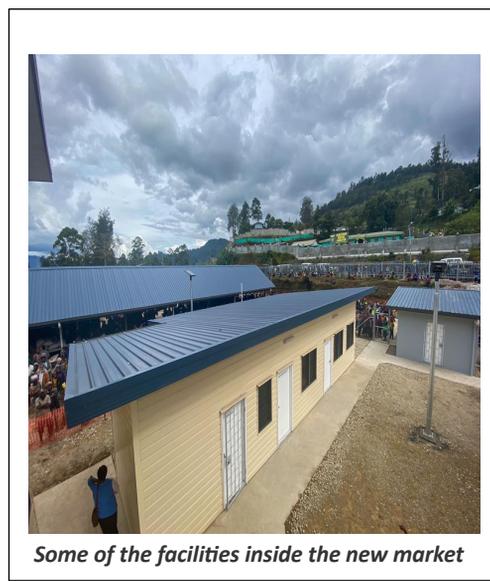
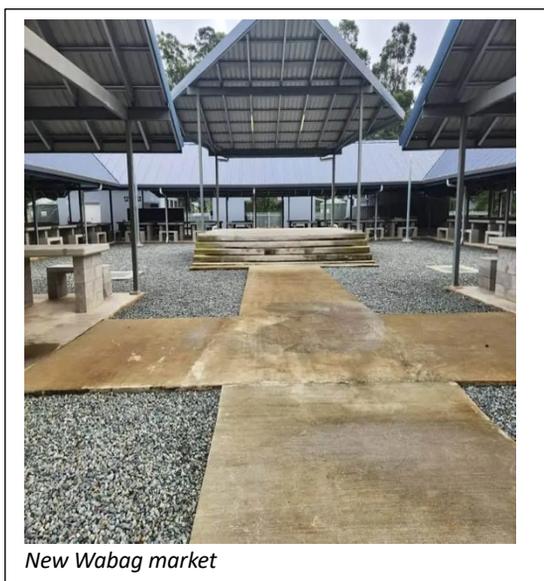
## Wabag market

The Wabag market is a newly constructed market in the Enga region’s capital which opened in June 2023. The market complex is funded by the Papua New Guinea-Australia Partnership together with the Wabag District Development Authority. The Wabag Market redevelopment project, which spanned three years, symbolizes a crucial milestone in the economic empowerment of the people of Wabag and Enga Province as a whole. At the opening the Minister for Fisheries and Marine Resources and Member for Wabag, Dr Lino Tom stated that: *“We also want to encourage and empower our women who are heavily involved in the agriculture sector and so, this new market complex offers a great opportunity for our women led agri-businesses to drive economic growth and thrive in this sector.”*

The new complex includes 139 stalls, vendor transit accommodation, a women’s business administration centre, male and female ablution blocks, first aid facilities, ATM, early childhood centre, a police post, and a cafeteria. The market complex is specifically designed to cater for women’s groups, vendors and those who buy and sell at the market to ensure their needs are met through improved accessibility, safety, hygiene standards for both vendors and customers, as well as provide economic opportunities especially for women vendors. The Wabag market will also avail of a newly built fresh food depot with cooling and refrigeration facilities to store excess food supplies. Compared to older markets in Papua New Guinea, the new Wabag market represents a model market with separate toilets and showers for women and men and for PWD and with facilities for mothers with babies. In addition, the market management is innovative being managed by the Women SME Association.

In preparation for the market recanting and opening, UN Women mobilized male and female youth for the market cleaning and washdown. The youth also helped on bench labelling in preparation for an electronic fee collection system roll-out to be installed by UN Women at a later date pending improvements in the security conditions in the Enga.

Awareness exercises were also undertaken concurrently along the roadside market and communities advocating on the launching whilst preparing vendors for the use of the new market.



The Women's office of the Wabag Women's SME Association Inc. is managing the new market with daily market operations under their supervision. All revenue will be managed by the Association which will decide on revenue management and expenditure. The Association has its own account and while all market revenues will go directly to that account, there will be accountability to the Wabag District Development Authority and Governor. The Wabag Governor will also provide funds for supporting women to conduct SME businesses. UN Women is helping the Women Market Management team on how to collect revenues, keep records, collect, and analyse data and manage money safely and correctly.

With support from UN Women, Wabag Women's SME Association Inc. developed an Asset Maintenance and Management Plan as well as the Wabag Market Operations Plan. The Operational Plan is based on the UN Women's Toolkit. Some specific features added are:

- ❖ Cleaning of market is to be contracted monthly to the VAs month so will be taken care of by women vendors. The officer in charge of the cleaners of the market will work with the VA responsible for the month and will ensure the VA is using the right cleaning agents for cleaning the market and the toilets.
- ❖ The market will have a generator to ensure good continuous lighting and safety.
- ❖ Setting up of a complaints desk.
- ❖ Setting up of a police post. All vendors, security staff, cleaners and market management will be subject to disciplinary actions if they break the market rules and by-laws of the market.
- ❖ Efforts to provide training to deal with unsocial behaviour, theft and harassment.
- ❖ Provision of one of the market exits as an emergency exit. The market supervisor will record all daily incidents.
- ❖ Overnight and secure storage facilities in the market to only be locked and opened by the market manager or supervisor.
- ❖ For security, a contract is awarded to a security firm.
- ❖ For waste management, the VAs contracted every month for cleaning work in the market will train on waste management. The market will provide different coloured bins to dispose of different types of waste in different bins (e.g. green bins for all garden/food waste and yellow bins for plastic, containers). The market management team will provide a vehicle and work force to dispose of rubbish and waste. Alternatively, if a VA or individual could have a contract to compost the waste and use as livestock feed or use to produce energy in the form of biogas and others.

- ❖ With regard to maintenance, the market will provide pop up stalls and chairs to vendors to avoid injuries and provide health and safety.
- ❖ The UN Women Toolkit provides that *“the income from market fees and other earnings should be used in maintaining and improving the conditions in the market, so that it becomes more productive and profitable as a business. It is not a good practice to use the income from markets to subsidize other local government services.”* The Wabag Operational Plan adds that this will be included in the Wabag Women SME Constitution when discussed with the Wabag District Development Authority (DDA - owner of the market) and to be finalized in its Constitution.
- ❖ The Market Rules Annex follow those of the UN Women toolkit.



*Wabag Market Team with UN Women Country Office staff presenting the final version of the Market Operations Plan.*

At the National Market Convention in 2023 UN Women made awards to five markets according to the five criteria under Market Scorecards. The Wabag market received the award for Women's Participation and Advocacy.

The Wabag Women SME Association is supporting the formation of vendor associations in all 64 wards within the three local level government areas of the Wabag district. The aim is to progressively link the VAs to the Wabag market and help them obtain their registration with the national government's Investment Promotion Authority (IPA). Each association has around 70 -150 vendors, all of whom are women and are women led. The number of associations actively in dialogue with the Wabag market management is about 24.

The Wabag Women SME Association is also helping women vendors to open personal bank accounts with 206 being opened in January 2023 with a target of 1000 such accounts having been set. In addition, it supports women vendors in opening business accounts with about 60 such accounts opened by 2023. The Association has developed a monitoring system to collect data from all the associations, including on PWD, and by 2023 there were about 2000 members overall.

In preparation for the opening of the new market the Wabag Women SME Association visited communities, provided monitoring, and mentoring support to existing and potential VA affiliations. This outreach supported awareness raising on the new market and preparing farmers and entrepreneurs to use the market.

Under the UN Women programme and before the opening of the new market, there was skills building for vendors on financial literacy, product diversification, business development and monitoring, as well as support for the development of VAs. Around 40 per cent of vendors reported increases in their income. A small percentage (5 %) indicated they could expand their business.<sup>40</sup>

Family based training for women and families was also undertaken and the percentage of men and boys who report increased understanding and changes in attitude; and increased respect for women and girls was 60 per cent. The percentage of families reporting increased sharing of household responsibilities, budgeting, and planning as a family was 10 per cent, while the proportion of women reporting improved control over their income was 10 per cent.<sup>41</sup>

In addition, there was capacity building on leadership, governance, and management for market managers to prepare for the operation of the new Wabag market.



*Outreach to prepare communities for the new Wabag market*

## Looking ahead

The five markets presented in this case study reflect new ways of thinking and modelling marketplaces in Papua New Guinea as key business hubs and safe spaces for women to conduct vending and develop small and medium sized businesses that will contribute to their economic empowerment, autonomy, and respect for their rights.

Nevertheless, challenges lie ahead in the operation of these markets over time and the construction of future markets. Broadly, these include the rationalisation of market systems for trade and movement of produce between districts, urban centres and provinces, balancing supply and demand, and policy efforts towards formalising informal economy activities for overall inclusive growth delivering economic and social benefits for communities.

A major challenge is the maintenance of the new facilities, especially those related to water supply and sanitation blocks. The new market at Kimbe has a three- year plan and budget in place for maintenance of the market. Maintenance, while linked to market management, is also affected by whether market revenue is able to be reinvested back into the markets or is used for other purposes by the owners of the markets. Thus, market ownership can also be an issue as to how revenue is collected and utilised. Another challenge is to keep costs under control with respect to the optimal number of market employees. The introduction of automated fee collection systems can help keep track and monitor revenue. The concept of independent and accountable market authorities to operate markets and manage revenue and market personnel will no doubt continue to be under discussion and experimentation.

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<sup>40</sup> Project staff reports

<sup>41</sup> Project staff reports

Below are photo examples of how the new markets have installed water supply, waste disposal systems and measures to address emergencies that could occur in the marketplace.



*Kimbe water tanks*



*Alotau water tank*



*Kimbe fire prevention*



*Kimbe fire extinguisher*



*Kimbe evacuation signage*



*Kimbe wash basins*



*Alotau wash basin*



*Kimbe waste management*



*Alotau waste management*

In addition to maintaining physical infrastructure another critical issue to be managed over time is that of the women vendors' representation. In two of the five model markets, vendor representatives have been appointed by market managers (Alotau and Kimbe) rather than elected by vendor's associations. In a third, Goroka, the Vendors' Association is not being included in relevant meetings. This perhaps points to issues of governance and conflict resolution capacities needing to be reinforced. While a lot of emphasis has been placed on market manager training and empowering vendors associations through the UN Women Programme, there is also a need to increase the skills and awareness of market personnel and for market managers to acquire effective human resource management skills.

## Recommendations

Stakeholders and informants from these five new markets provided a number of recommendations below for building on the efforts to build capacity and performance of their markets and to further empower women vendors.

- Embed Market Operations Plans into sub-national economic and administrative frameworks.
- Integrate Vendors Associations into Council of Women (District, Provincial and National) and support the formation of a national umbrella organization of vendors.
- Organize further Market Conventions as an effective mechanism for sharing and showcasing and recognizing market performance, initiatives, and innovations. A website for disseminating these could be useful in the longer term.
- Provide FLT training for Provincial, District and stakeholders so they can sustain the Programme on women's economic empowerment.
- Deliver FLT to the women farmers/growers who sell garden produce in bulk and so not only be focused on the retail vendors in the urban area.
- Conduct Business Support Services and Financial Literacy Training TOT for the District key personnel and LLG CDO officers to assist in replicating training to rural communities.
- Provide the VAs with skills training to replicate training for family businesses and their communities.
- Improve livelihood interventions and consider including agricultural and fishing equipment to support the vendors.
- Assist VAs with farming equipment for downstream processing (oil extractors, vegetable flour processing machines etc.) which can be managed by the business arm of the VA to increase more opportunities for the vendors.
- Establish a resource centre in the markets for market vendors to support their members. They will be able to assist in the operation of the VA and register a business arm to financially sustain the VA.
- Develop learning exchange and networking programmes to boost inter-province trade.
- Provide training on sales, marketing, and packaging for vendors to develop and expand their vending as a business.
- Promote digital banking and payments for women vendors, including wallets.
- Expand micro-financing and micro-banking for women vendors.
- Support loans development and institutional reform for financial Institutions, including the design of new lending or investment frameworks, or financial products to enable access of women vendors to finance.