



THE AUTONOMOUS REGION OF BOUGAINVILLE

Policy for Women's Empowerment, Gender Equality, Peace and Security



August 2016



154° 00' E
Pinipel Island
Green Islands
Nissan Island
Nissan Island

156° 00' E

Tulu Islands

PACIFIC OCEAN

6° 00' S

154° 00' E

156° 00' E

Map No. 9083 UNITED STATES OF AMERICA
March 1999

100 MILES

Cape Hanpan

Lemankoa

Cape Dunganan

Buka Island

Hanahan

Cape Puputun

Buka Passage

Taiof Island

Sijara

Dios Kunapopo

Puto

Kunua

Bougainville Island

Amun

Koripobi

Cape Maitke

Atsilima Bay

Torokina

Panguna

Empress Augusta Bay

Matupena Point

Jaba

Boku

Mosigo

Konga

Aku

Bogisage

Buin

Vito

Kopikiri

Ibu

Wakunai

Borora Bay

Cape Mabiri

ARAWA

Kupi

Kieta

Isinai

Taki

Toimonapu

Torou Bay

Orava

Ovau Island

Halala

Maru Island

Suring Island

Treasury Islands

Orava

Toma

Demu Island

Reboine Bay

Bakawari Island

Teop Harbour

Inus Point

Taiof Island

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Lemankoa

Cape Hanpan

Nissan Island



Autonomous Bougainville Government

OFFICE OF THE BOUGAINVILLE EXECUTIVE COUNCIL

Facsimile: 973-9408
Telephone: 973-9415P.O Box 322
Buka
Autonomous Region of Bougainville

Meeting No.12 of 2013

Decision No. 54 of 2013

Date: 10 /12/2013SUBJECT: PROPOSED ABG POLICY ON GENDER EQUALITY, WOMEN'S
EMPOWERMENT, PEACE AND SECURITY

On the 10/12/2013, the Bougainville Executive Council:

1. Noted the contents of this policy and the importance of gender equality for the creation of a safe, secure, respectful and sustainable Bougainville in which all Bougainvilleans (men and women, boys and girls) have access to basic services and human rights and can contribute equally to the economic, social and cultural development and advancement of Bougainville.
2. Endorsed the Policy on Gender Equality, Women's Empowerment, Peace and Security
3. Endorsed the creation of the Gender Unit within the Division on Community Development, and the eventual establishment of the Office of Gender Equality at the highest level of Government; **ABG**.
4. In Principle, endorsed the annexed Draft Action Plan on Women Empowerment, Peace and Security.

I certify the above as the true and correct record of decisions reached by the Bougainville Executive Council.

Hon. Patrick Nisira
Vice President

Confidential

Kevin Marimyas
Secretary

4 years & 8 months

Foreword

The Autonomous Bougainville Government Medium Term Development Plan 2011 – 2015 includes Gender equality as one of its strategies to promote gender equality and empowerment for women. The goal for gender equality is ‘Every Bougainvillean, regardless of gender, will be afforded equal opportunity to participate in the social, economic, political, religious and administrative structures within Bougainville without fear of violence, discrimination or indifference and to share equitably in the benefits arising from such participation’. In honoring this commitment, the Government had approved and endorsed the Autonomous Region of Bougainville Policy for Women’s Empowerment, Gender Equality, Peace and Security in 2013.



Under the prevailing social, political and economic environment of the Region, the Autonomous Bougainville Government has set the basic framework for development based on the theme “Building a better future on what we have learnt from the past”. The Medium Term Development Plan basically aimed at enhancing economic empowerment and sustainable livelihood for the people of Bougainville.

The Government’s Policy focuses on mainstreaming of gender equality into all Government departments policies and programs within Bougainville administration to ensure that both women and men equally benefit from development programs. The Policy provides a mechanism to effectively address gender inequality in all levels of government and other stakeholders in the Autonomous Region of Bougainville. The change in policy focus, a shift from gender inequality to gender equality calls for the transformation of government and civil society.

The policy for women’s Empowerment, Gender Equality, Peace and Security is indeed our compass unto our path as we travel into the rough terrains of development with a lot of challenges ahead and as we move towards referendum. The Policy forms a basis for everyone to be focused on equitable economic empowerment and sustainability of livelihoods for the people of Bougainville. The Autonomous Bougainville Government would like to commend UN Women and other Development agencies for supporting the Department of Community Development in compiling this policy document.

I am confident that with the new vision, mission, goal and strategies captured in the Policy, the Bougainville Administration should be able to address gender inequality systematically and effectively.

Hon. Josephine Getsie, MHR
Minister for Community Development

A handwritten signature in blue ink, appearing to read 'Josephine Getsie', written over the printed name and title.

Acronyms

ABG	Autonomous Bougainville Government
BWF	Bougainville Women's Federation
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
COMDEV	Department of Community Development
CSOs	Civil Society Organisations
DCD	Division of Community Development
FBOs	Faith Based Organisations
NGOs	Non-Government Organisations
OGE	Office of Gender Equality
PNG	Papua New Guinea
UNDP	United Nations Development Program
UNWOMEN	United Nations Fund for Women's Empowerment
WPS TWG	Technical Working Group on Women Peace and Security

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1.0 OVERVIEW

1.1 Policy Process

In 2006 and 2007 efforts were made to draw up policy for gender equality with a Hutjena meeting in 2006 and the Women Leaders in Development Workshop in Arawa in 2007. These meetings provided the basis for the development of the policy and the ABG Administration sought the assistance of UNDP Bougainville office to administer a Women in Development survey to gauge views from all over the region to inform the development of this policy. All other Government Departments who have a role to play in this policy have been consulted in the development. Similarly, representatives from various women's organisations were consulted at a two-day workshop in 2011.

To expand the focus to issues of peace and security, the ABG Administration called on UNWomen to facilitate a consultative process on Security Council resolution 1325 on women, peace and security and related resolutions. Accordingly, in 2013, participatory, consultative workshops were conducted with stakeholder representatives from government, civil society and international organisations to arrive at an implementation framework for gender, security and peacebuilding. The outcomes of both consultative processes have been integrated into this policy document and into the Women, Peace and Security Framework (See Annexure 1).

A whole-of-government consultative process was then undertaken with senior management of all ABG Divisions who approved the policy and recommended its endorsement at Ministerial level. The Policy was formally approved by the Bougainville Executive Council which endorsed the '...establishment of the

Office of Gender Equality at the highest level of Government. With the decision to establish the Office for Gender Equality in 2016, the Department of Community Development with the assistance of UNWomen, revised and updated the policy and the Women, Peace and Security Framework. The development of the Bougainville Policy for Women's Empowerment, Gender Equality, Peace and Security was guided by the Division of Women, Religion and NGOs which came into being at the end of 2007 and its successor, the Department of Community Development (ComDev) established in 2015.

1.2 Women and Human Rights in Bougainville

The Autonomous Region of Bougainville has a constitution ("The Constitution") which entrenches non-discrimination (including on the basis of gender) and which vests in the state the responsibility to respect, protect and fulfil the human rights of all people in Bougainville. These rights, which are transplanted from PNG's Constitution, can be grouped into two broad categories: socio-economic rights, as well as political and civil rights. Socio-economic rights include rights dealing with basic necessities such as housing, health, water and food. Political and civil rights refer to the rights of individuals to be free from unwarranted infringement by state and non-state actors, and ensure one's ability to freely participate in the civil and political life of the state (i.e. the ability to engage in religious practice or political activity) without discrimination or interference. Political and civil rights also enshrine the right to life, to be free from torture and the principle of equality before the law.

The Constitution permits the ABG to establish a specialist human rights enforcement body with powers to protect and enforce human rights; encourage respect for human rights and reconciliation among parties involved in abuses or infringement of human rights (including all parties involved in the Bougainville Conflict), as well as educating persons and bodies on all matters pertaining to human rights.

The role of customary law and methods in dealing with human rights abuses is also recognized in Article 186 of the Constitution which states, "In any provision of this Part relating to human rights abuses, the customary methods of dealing with such abuses should be utilized wherever possible and all Courts and the body referred to in Section 185 (human rights enforcement body) shall take account of any customary settlement of any alleged human rights enforcement matter before it."

The Bougainville Policy on Women's Empowerment, Gender Equality, Peace and Security calls for an explicit analysis of the substantive conditions facing women and men in Bougainville. It involves the integration of a gender equality perspective at all stages of policy processes. This policy is drawn from the philosophy that gender equality is not necessarily achieved by equal treatment; instead there must be an examination of the power dynamics in gender relations and gender differences, and relevant measures taken to ensure equality of opportunity. Accordingly, this policy identifies the need for resources to be devoted to affirmative action and for the empowerment of women in order to create the conditions for equality of opportunity and outcome.

2.0 SITUATIONAL ANALYSIS

2.1 Introduction

The situational analysis examines the critical social, political and economic issues which impact on Bougainville's progression towards gender equality and are very much the legacy of civil conflict which is still evident a decade after the Arawa Peace Agreement. In communities it concerns reconciliation, oneness, unification, development, transparency, and being weapons-free; and at the district level, it is law and order, state protection, weapons control and having sufficient funding and opportunities to grow.

Definition of Peace here

Peace in Bougainville is also about gender equality. The focus of the situational analysis is to highlight a range of gender-related challenges and problems that will need to be overcome if the government's commitment to gender equality is to be successfully translated into practice. The analysis of the condition of women and families highlights the necessity for a policy to promote gender equality.

It is still the case that in almost all respects, women and girls in Bougainville are significantly worse off than their male

counterparts. Women and girls are less educated, suffer high death rates related to pregnancy and maternal health issues, and have less access to law and justice services. Women are less likely to be employed in the formal sector, and for those who are, they are paid significantly less than men. Women grow most of Bougainville's food, but are unable to translate this into secure business ventures, partly due to limited access to markets and financial services. As they work primarily in the informal sector, women have little access to social support and recognition, and typically have poor working conditions.

A significant proportion of the female population in Bougainville were widowed during the crisis and many children were orphaned. These women and children – as well as single mothers and disabled women – continue to face ongoing vulnerabilities in terms of their safety, security, economic independence, access to education and basic services and access to land (for those displaced during the Crisis or by Climate Change). Special consideration is needed as to how to best address the particular issues faced by these women and children, including how to ensure that services (including education) and other opportunities reach these women and children.

2.2 Legal and Policy Framework

The Constitution provides the overall legal framework for this Gender Policy. The Constitution recognises the role of Bougainville women in society. It allows for three reserved seats for women in the House of Representatives and recognises marginalised groups in society. Section 28 of the constitution requires ABG to recognise the role of Bougainville women in the traditional and

modern Bougainville society and to ensure women effectively participate in the development process as both agents and beneficiaries of development to improve their living standard in society and that of their families. This policy also draws its legal foundation from other relevant sections of the Constitution such as: (section 24) Development, (section 29) Children and Youth, (section 30) persons living with disability, (section 32) Education, (section 33) Health, (section 34) HIV and AIDS and (section 35) partnership with Churches and local Non-Government Organisations (NGOs).

The Constitution guarantees the rights of women and other vulnerable groups in society. In line with this, Policy shall address the following priority issues; gender-based violence, gender inequality in access to justice, socio-economic discrimination against women and limited awareness about rights among women and men. Article 19 of the Constitution calls for "fair representation of women and marginalized groups on all constitutional and other bodies, with Article 20 encouraging "customary practices of provision of care for widows, children, orphans, the aged and the disabled". Article 28 gives recognition and encouragement to the "role and welfare of women in traditional and modern Bougainville society which shall be developed to take account of changing circumstances".

The Policy complies with regional and global obligations on gender equality and women's empowerment to which Papua New Guinea is a signatory. At the regional level, these include: the 'Pacific Plan' (2004) and the Pacific Platform for Action (2000). At the global level, the instruments include, the Convention on the Elimination of All Forms of Discrimination

Against Women (CEDAW, 1979), United Nations Security Council Resolution (UN SC R1325) on Women, Peace and Security (2000), the United Nations Declaration on Violence Against Women (1993), the Millennium Declaration (2000), the Convention on the Rights of the Child (1990) and the Commonwealth Plan of Action on Gender and Equality 2005 – 2015.

It is also guided by the 2030 Agenda for Sustainable Development adopted by world leaders in September 2015 at an historic UN Summit. Realizing gender equality and the

further to end all poverty. In particular, the Policy upholds SDG Goal 5: Achieve gender equality and empower all women and girls which has as its objectives, to:

- ◆ End all forms of discrimination against all women and girls everywhere
- ◆ Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation

The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. Women and girls must enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels.

empowerment of women and girls will make a crucial contribution to progress. *The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. Women and girls must enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels.*¹

The Sustainable Development Goals (SDGs) build on the success of the Millennium Development Goals (MDGs) and aim to go

- ◆ Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation
- ◆ Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate
- ◆ Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-

¹ Transforming our world: the 2030 Agenda for Sustainable Development, Resolution adopted by the General Assembly on 25 September 2015

making in political, economic and public life

- ◆ Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences
- ◆ Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws
- ◆ Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women
- ◆ Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

2.3 Gender Equality in Education

Prior to the Bougainville Conflict, Bougainville was one of the best performing provinces in PNG with respect to education. The Conflict sadly resulted in widespread closure of schools and a generation of Bougainvilleans who grew up without access to education, causing

literacy and numeracy levels across Bougainville to plummet.

The ABG is now committed to strengthening educational outcomes for all students across Bougainville, especially girls and women, in order to return Bougainville to its prior position as a regional leader with high educational outcomes, including literacy and numeracy, for all students.

Education Objectives are set out in Article 32 of the Constitution with the Government striving to achieve “universal primary, secondary, and adult education; and the provision, from elementary and primary level, of the widest possible range of technical education (relevant to the needs of Bougainville from time to time); and appropriate levels of tertiary education, of the highest possible standard, and directed to enable all students to participate fully in the lives of the Bougainville communities to which they belong, and in pursuing those objectives, the Autonomous Bougainville Government should work in partnership with other bodies involved in the provision of education services in Bougainville.”

The Bougainville Education Plan, *Sustainability and Self Reliance 2007–16*, guided by the National and Directive Principles as established in the Constitution, is consistent with the Jomtien Goals of Education For All, the PNG Medium Term Development Strategy (2010–15), and the Autonomous Bougainville Government Strategic Plan (2010–14). The Plan sets out the vision and goals of the ABG towards development and delivery of education over the next decade. The PNG Gender Equity in Education Policy 2003, provides a framework of principles and practices to improve the lives of all children and promotes gender equity

between girls and boys. As stated in the Bougainville Education Plan, implementation of this policy has been slow-moving with little or no resources being allocated to support it.

The Department of Education Strategic Plan 2015–2019 is complete and needs approval from the Bougainville Executive Council (BEC), in consultation with the Bougainville House of Representatives.

Enrolment of in Elementary and Primary schools in Bougainville 2016

ELEMENTARY	MALE	FEMALE	PRIMARY	MALE	FEMALE
Elementary Prep	5611	5188	Grade 3	3890	3460
Elementary 1	4155	3636	Grade 4	3389	3170
Elementary 2	3737	3242	Grade 5	3204	2950
			Grade 6	2755	2600
			Grade 7	2397	2490
			Grade 8	2196	2130
TOTAL	13503	12066		17831	16835

There are 286 Elementary schools operating in the Autonomous Region of Bougainville with a total enrolment in 2016 of 255,688, with female students totalling up to 12,066 and male students to 13,503. This gender gap in pre-secondary education is also found in a total of 209 Primary schools with 16,835 female students, as opposed to 17,831 males. It is therefore necessary for the Department of Education to examine why such a gender gap exists and take appropriate measures to address this.

While there is almost parity enrolment of male and female students in primary, community and the nine High Schools in Bougainville, vocational schools on the other hand have an overwhelming preponderance of males. This disparity is due to a lack of vocational options

for female students and the closing of Bougainville's all-girl's vocational school. Opportunities for the provision of vocational and technical education must be explored as a matter of urgency with reforms to entry requirements into vocational and technical schools promoting equality between women and men.

According to the Bougainville Education Plan, access to informal education and training programmes is even more difficult for women who are illiterate. Women's literacy levels are significantly less than men's being 75% of the average across Bougainville, in comparison with the male literacy rate of 78.4% and this gender disparity becomes more marked when viewed at the regional level²:

² National Research Institute (March 2010) "Papua New Guinea District and Provincial Profiles", p 156-158.

Literacy levels across Bougainville by Region

	Total	Male (%)	Female (%)
Northern region	79.8	81.2	78.3
Central region	74.6	76.8	72.2
Southern region	74.6	76.8	72.9

The issue of retention of female students must also be tackled. A key indicator for population is to empower women by reducing teenage fertility rates. Girls who become pregnant at a young age are not able to go to school and so secure a better income and/or better paying opportunities throughout their life. This has a long term impact on the individual as well as the country.³ Significant barriers to the retention of girls and women in school including pregnancy and pressure to assume family responsibilities (such as babysitting, gardening and other home duties) derived from gender stereotypes within families with low socio-economic status, and a lack of safe, adequate female toilets at schools. Development partners are currently providing some aid for improvement of toilet facilities within schools, however there is an ongoing need for the ABG to address these issues, as well as the social stigma of teen pregnancy and to provide further, tailored supports for girls and young women (including young mothers) to complete their education.

2.4 Gender Equality and Health

Under Article 33 of the Constitution the Autonomous Bougainville Government is required to “take all practical measures to

promote primary health care; to pursue universal health care of the highest standard; to ensure the provision of basic medical services to the population; as well as “encouraging people to grow and store adequate food; and promoting proper nutrition”. According to Article 34 concerning HIV/AIDS, the Autonomous Bougainville Government must “make the fight against HIV/AIDS and its threat to the clans and to the future of Bougainville a major priority”.

Women’s experiences during the conflict had a profound impact on their physical well-being, mental health, self-esteem and social status. The destruction and closure of hospitals and health clinics, and limits on medical supplies and anti-malarial drugs, led to significant problems in maternal and child health, as well as mental health, which continue in the present. Government health services fail to reach all sectors of the community. The rugged terrain, particularly of mainland Bougainville, and the isolation of some of the smaller islands, aggravate the problem of women being able to access basic health services.

According to data collected by the National Research Institute in March 2010, life expectancy for Bouganvillean women is 60.4

³ “Pathway to a Responsible Sustainable Future”, PNG Medium Term Development Plan 2016–2017, Department of National Planning and Monitoring

years, compared with 58.8 years for men.⁴ Some gender disparity is to be expected and is thought to reflect biological factors. However, the gap in Bougainville is much smaller than international trends in developed countries.

Notably, only 48.6% of the total population of Bougainville are women and women make up distinctly less than 50% of the population across every recorded age-range (between 47.8 and 48.6%)⁵. Further research is needed to understand the root causes for this gender discrepancy and whether it is impacted by gendered health risks, discrimination in health service provision and/or any gender disparity in infant mortality.

According to local women's services providers, major health risks for women in Bougainville include maternal and reproductive health (including maternal mortality), physical and mental health impacts of violence against women, cervical cancer, breast cancer and sexually-transmitted infections. Women engaged in transactional sex are also vulnerable to significant health risks, however there is very limited data collection on this group of women which requires attention. There also appears to be a concerning trend in harmful sexual practices justified by cults (such as Cargo Cults and the "Baby Garden" concept). In addition, family planning and access to reproductive information and services is a pressing issue, and further education on reproductive rights for men and women of reproductive age is essential.

As at 2012, the maternal mortality rate was 213/100,000 live births (meaning 213 women die for every 100,000 babies born alive). The percentage of women who give birth under medical supervision at a hospital facility is 62%. Between 2013-June 2016, Buka General Hospital reported 20 maternal mortalities.

Unfortunately, there is no available gender-disaggregated data for infant mortality, infant (or adult) contraction of prevalent diseases in Bougainville, such as malaria, diarrhoea, pneumonia or malnutrition. The collection of gender-disaggregated statistics in this regard is essential for a better understanding and rectifying any gender disparity or discrimination issues concerning health and mortality in Bougainville, as well as assisting in the design and delivery of effective health policies and service provision for all.

A serious health issue is domestic and family violence, with rates high within Bougainville although no reliable recent data exists which quantifies exactly how high. Anecdotally, Haus Sik (hospital) in Buka reports attending to women victims of domestic, family and sexual violence on a daily basis. The as yet unopened Family Support Centre, which is being established as part of the Haus Sik, has already assisted 32 patients for gender-based violence related issues in the past two months despite not yet being formally open to accept patients and operating out of an incomplete building without electricity, plumbing and with limited staff.

4 National Research Institute (March 2010) "Papua New Guinea District and Provincial Profiles", p 155.

5 National Research Institute (March 2010) "Papua New Guinea District and Provincial Profiles", p 155.

The Buka Family Support Centre provided the following statistical breakdown of its patients:

Number of Patients Accessing Buka Family Support Centre (2013–July 2016)					
	2013	2014	2015	2016 (July)	TOTALS
Male	32	25	88	36	181
Female	57	118	204	101	480
TOTALS	89	143	292	137	661

Patients Assisted by Family Support Centre for Gender-Based Violence in 2016 (January–July)				
Physical Abuse	Sexual Abuse	Child Welfare	Psychological Abuse	TOTAL
23	10	8	96	137

Buka Family Support Centre Visits 2013–July 2016					
DATE	FEMALE	FEMALE 2 ND VISIT	MALE	MALE 2 ND VISIT	TOTAL
2013	48	9	22	10	89
2014	104	14	20	5	143
2015	163	41	72	16	292
2016 (July)	115	23	48	7	193
TOTAL	430	87	162	38	717

Women, particularly young women and girls, in Bougainville are also disproportionately vulnerable to sexual assault which (given the inherent limited ability of women to negotiate contraception and the higher likelihood of force and physical injury) carries a high risk of adverse health outcomes for women such as physical and psychological injury, contraction and/or transmission of

STIs and AIDs and teen pregnancy. A survey carried out by Care International in the Wakanui region of Bougainville found that almost half of all female survey participants had been forced to have sex against their wishes (been raped) in the past year.⁷ High levels of sexual assault and rape of women are generally thought to be indicative of unequal power dynamics in gender relations

⁷ Care International (2012) "Mapping Youth Vulnerability: A Knowledge, Attitude and Practice Survey Among Young People in the Wakanui District of the Autonomous Region of Bougainville, Papua New Guinea".

and beliefs about male entitlement and female subordination to male desires.

The national HIV contraction rate is higher among women than men, and young women are the most at risk with 50.3% of known infections occurring among 15-29-year-old girls and young women.⁸ This likely again reflects unequal power dynamics in gender relations and a particular vulnerability and lack of bargaining power of young girls and women targeted by a small cohort of powerful, infected men. The ABG is committed to targeting these health issues and improving health access and outcomes for women, girls and infants across Bougainville.

2.5 Gender-based Violence

Violence against women in Bougainville - including domestic, family and sexual violence - remains a significant risk not only to women's health but to their safety and security, and is a cross-cutting issue creating impediments to women's full participation in all aspects of social and political life.

In a United Nations survey carried out in 2012 which focused on men's violence against women in the Asia Pacific region, Bougainville had the highest rate of in areas of abuse including physical and sexual out of all the sample areas. 80% of the interviewed men admitted to committing either physical or sexual abuse against their female partners in their lifetime, while 40% admitted to raping a non-partner in their life time.

Furthermore, crime statistics as recorded by Bougainville police indicate that women are particularly vulnerable to violence including unlawful assault, abduction and sexual assault. Indeed, from January to May this year, in every reported incident of abduction, rape, incest, sexual penetration without consent and sexual touching without consent, the victim was female.

The figures over a three-year period from Buka General Hospital attest an increase in the number of victims of sexual violence being treated, with a disturbing percentage being less than 4 years of age:

AGE GROUP	2013	2014	2015	2016 (JUNE)	TOTAL
0-4	3	15	5	1	24
5-16	4	8	2	1	15
17+	7	8	23	4	42
TOTAL	14	31	30	6	81

8 National Department of Health STI, HIV and AIDS Surveillance Unit (October 2010).

The table below outlines the number of crimes against women reported to Police in Bougainville in the first five months of 2013:

Violent Crimes Reported to Police in Bougainville – Disaggregated by gender

	Unlawful Assault		Abduction		Rape/incest/sexual assault	
	Total # reported	# DV assaults reported by women	Total # reported	# reported by women	Total # reported	# reported by women
January 2013	23	10	1	1	1	1
February 2013	17	5	1	1	3	3
March 2013	13	5	0	0	1	1
April 2013	17	7	0	0	3	3
May 2013	14	6	0	0	3	3

The Courthouse in Buka provided the following statistics on the levels of Interim Protection Orders granted to women:

Number of Interim Protection Orders Granted in Buka, Bougainville

Year	Number of Orders	
2012	56	(4.67 per month)
2013 – January to May	16	(3.2 per month)

It is important to note that the above two tables likely reflect only a very small portion of actual rates of violence against women in Bougainville, given the numbers of Bougainvillean women accessing support

services due to violence, the anecdotally high levels of violence against women in Bougainville, and the reported endemic levels across PNG generally. This under-reporting is likely due to a combination of factors including:

- ◆ the very low number of total figures reported (for all criminal activity regardless of gender);
- ◆ the under-resourcing of Police services and low prosecution/enforcement rate;
- ◆ cultural practices and dynamics of power within gender relations that may lead to a preference for resolving issues of domestic violence within the home or village rather than through formal recourse to Police or Courts;
- ◆ the internationally acknowledged notorious under-reporting of gender-based violence due to, for example:
 - shame;
 - fear of further violence and/or vilification upon reporting;
 - gender inequality;
 - beliefs about gender relations and male dominance; and
 - limited awareness of what constitutes sexual assault and unlawful assault.

Not yet captured in Police or Court data is the growth in sorcery-related killings across Bougainville in recent years. Media reporting and anecdotal evidence suggest that there have been more than 40 sorcery-related murders in Bougainville over the last five years. Whilst victims of such killings are thought to be roughly half male and half female, female victims have typically been educated women in leadership roles and therefore the threat of sorcery accusations and sorcery-related violence can be viewed as a gendered issue in

that it represents another barrier to women free and equal participation in public life.

In order to address violence against women the ABG has established administrative offices and the Family Help Desk at the Buka Court House, whose purpose is to consolidate all the counselling services provided by NGO and government agencies and to facilitate women access to justice. The Family Help Desk provides an avenue for victims of violence to get help in a neutral, safe and friendly setting and, where needed, contact the police to come and take the victim's statement and/or a doctor to examine the victim. The Family Help Desk also facilitates women's access to the Courts where Magistrates are available 24 hours for the granting of Interim Protection Orders.

There are 43 female Village Court Magistrates. Three (3) are holding positions as Chairlady's in 3 Village Court areas in Tungol, Hapiu and Teri in the Wakunai District. Two women hold Deputy Chair positions in Mahari, Kuria District and Kokoda in the Kieta district.

ABG welfare and NGO support services help with other women's issues as well, such as maintenance claims by deserted or single mothers, as well as mediation and Court mandated counselling for perpetrators of violence against women, and public awareness raising. The ABG recognizes that these services require recurrent budget commitments to continue and sustain the operations for the benefit of Bougainvilleans. The ABG is committed to engaging the private sector and the media in the battle to end violence against women.

At present the only operational safehouses for victims of gender-based violence across

Bougainville are run by the Sisters of Nazareth and funded entirely through their own fundraising activities. The ABG's Division of Health has established a Family Support Centre at the Haus Sik in Buka and the Sisters of Nazareth currently have four "Meri Saif Houses", one in Buka, one in Chabai and one in Arawa, each officially able to house a maximum of 12 people at the one time, although the Chabai house and a fourth safehouse has been established in Buin. The Sisters of Nazareth report that the number of women accessing these safehouses has increased steadily over the past three years. 2013-16 figures needed.

The number of women accessing support services and reporting gender-based violence has significantly increased with raising of public awareness following the opening of the Family Support Centre in Buka, the passing of the National Family Protection Act in September 2013 criminalises domestic

Some Bougainvillean women believe that colonisation led to a disruption of women's traditional power over land.

violence and gives legislative backing for interim protection orders, allows neighbours, relatives and children to report domestic violence and gives police the power to remove perpetrators from their homes to protect the victim. The adoption of the Family Protection Act made for a breakthrough in public awareness about the problem, and the law could be transformative if it is fully implemented across the country. Yet by the end of 2015, the Family Protection Act had not been implemented because the government is still drafting implementing regulations, which must be finished before

the it can be implemented, even though national law includes no such requirement. The Parliament also repealed the country's controversial Sorcery Act which provided a defence for violent crime if the accused was acting to stop 'witchcraft'.

2.6 Women, Land, Agriculture and Natural Resources

There were more than two thousand war widows in Bougainville/Papua New Guinea and the rate of female-household headship has greatly increased since the conflict. During the Conflict, men and women were forced from their homes and gardens, which deprived them completely of their means of subsistence. A large proportion of these people remain internally displaced to this day.

In Bougainville, land and its development are inextricably linked with women's status, interests and affairs. With the exception of

Buin, Bougainville is a matrilineal society meaning that land is transmitted along the mother's line. In pre-contact times, women were considered the owners or custodians of the land and men the protectors of that land on behalf of women. While men generally spoke on behalf of women in public gatherings addressing land use issues or disputes, women had the power to influence and veto men's decision-making about land.

One traditional reason for women's historical exclusion from face to face political confrontation was that land disputes could

sometimes escalate into physical attacks or death by sorcery. If mothers, as custodians of the land, were killed before their daughters had succeeded them, this could lead to ongoing inter-clan clashes about the use and custodianship of that land. Some Bougainvillean women believe that colonisation led to a disruption of women's traditional power over land. When kiaps designated luluais and other male leadership roles as the only leadership roles male colonial authority recognised, they undermined women's role in community decision-making.

For many Bougainvillean women, the decision to start the Panguna mine also represented an obstacle to their free and full participation in decision making as women's voices were often marginalised in male dominated negotiations around the opening and operation of the mine.

Despite colonisation and mining's disruption of Bougainville's matrilineal systems, they have nevertheless survived to the present largely intact. Although, power imbalances within families and gender relations and stereotypes leading to women's exclusion from high level decision-making concerning land use and agriculture continue to present a challenge.

The ABG recognizes that there is an ongoing need to support the involvement of a plurality of women's voices and to build the capacity of women's advocates and representative bodies so they can fully and effectively participate in consultations at all levels and in all regions around land, agriculture and land development projects, including the potential re-opening of the Panguna mine. It is also a principle under International Law that Indigenous peoples have prior, free and informed consent to resource development projects, and this

necessitates the consent of women as a component of the Indigenous population.

2.7 Women, Livelihoods and the Economy

Livelihoods refer to ways in which women and men earn a living. These include: sources of revenue, employment and access to income generating opportunities in the formal and informal sectors. This Policy promotes the right of women to secure sustainable livelihoods by increasing and improving their access and control of benefits from economic and natural resources, opportunities and services including markets, communication and transportation, employment, land and credit. The main challenge is the prevalence of female social and economic insecurity in terms of equal access for women and men to control and ownership of assets and resources, equal income for equal amount of work and power. These manifestations impact differently on men and women due to the difference in the gender relations and division of labour in the society.

Access to income enables women and men to improve their quality of life and to have a secure livelihood. Income enables people to pay for goods and services. Women are predominantly concentrated in the informal sector of the economy. One of the main challenges identified for action includes a lack of capacity to integrate gender equality into the economic policy and programmes, low representation of women in the formal employment sector, their lack of markets, and lack of access to credit facilities. The ABG is committed to addressing these issues by facilitating the creation of an enabling environment for women and other vulnerable groups in society.

Another issue which emerged from the UN survey on men and violence against women in the Asia Pacific region was that 21% of women admitted that their male partners prohibited them from working and of those women who did generate an income for themselves, 35% of them admitted that their male partners took away their earnings.

The ABG and the Office of Internal Revenue do not currently collect statistics which disaggregate individual incomes according to gender and there is therefore no data with which to compare the incomes of men and women within Bougainville. However, for PNG as a whole, the “Gender Empowerment Measure” calculated through statistical collection by UNDP shows that the ratio of estimated female to male income earned in PNG is 0.74 (meaning women who are employed earn only 74% of what men earn). This Policy calls for the collection of gender disaggregated data, including on the rates of employment, business entrepreneurship, access to credit and income generation as well as research into the socio-cultural barriers to women’s economic development, in order to ensure that future ABG Policy will be gender sensitive, effective and evidence-based.

2.8 Women and Decision-making

The Constitution lists several “Objectives and Directive Principles,” which include fair representation of women and other marginalized groups and welfare for widows, children, orphans, the aged and the disabled. It also asserts that “the role and welfare of women in traditional and modern Bougainville society shall be recognized and encouraged and shall be developed to take account of changing circumstances.”

The Autonomous Bougainville Government has recognised the need to include women in the development process of Bougainville both as agents and beneficiaries of development. In recognising the role of women, the Government has created three reserved seats for female members in the House of Representatives. The reserved seats were a measure to encourage and promote women’s participation.

2015 Elections

The May 2015 elections marked the third elections for the House of Representatives for the ABG, and the fourth elections for the President (including the by-election of 2008) since the Bougainville Peace Agreement was signed in August 2001.

The elections held in May 2015 were of particular historical significance, with Members elected to the House of Representatives undertaking a key role in determining Bougainville’s future with a referendum to be held within the next five years with an option for full independence from Papua New Guinea. A total of 342 candidates contested the election, including 33 constituency seats, three reserved seats for women in Parliament, three reserved for former combatants and the seat of President.

There was marked improvement on the numbers of women contesting with an overall increase to 35 women candidates, and for the first time 12 women contested in open seats, with one woman winning narrowly in one of these. This victory is a landmark for Bougainville women in politics, with women now having four seats in the House of Representatives, a total of over 10%, giving Bougainville the second highest female regional

legislative representation along with Samoa. Excluding Australia and New Zealand, the highest percentage of females in Pacific Parliaments is Fiji with 16%, followed by Kiribati with 6.5%, Samoa 10%, Nauru with 5.3%, and P.N.G. at 2.7% and the Solomon Islands on 2%.⁹

The women candidates contesting the elections were of very high quality, with all having achieved secondary and post-secondary/

tertiary education levels. Considering that the average age is 55 years, these women are an educated elite belonging to the top level of education for women. The vast majority of them also worked in leadership professional occupations as social workers, counsellors, in the churches, teachers, women's organisations, government and the United Nations. There were also former Ministers and members of the House of Representatives.

Summary Women in Bougainville Elections 2005 – 2015

YEAR	NORTH	CENTRAL	SOUTH	OPEN	PRESIDENT	TOTAL
2005	6	8	11	0		
2010	7	5	5	5	1	
2015	10	6	7	12		

At the Community Government level, a Bill to enable women to contest in all the seats in their Village Assembly or Wards was passed by the House of Representative in 2016. This Bill designates that if a male is Chair, the Vice Chair will be female.

Despite such promising developments, further education is required to ensure that the community:

- ◆ understand that women are eligible to stand for every seat;
- ◆ counter a misunderstanding that women's role is relegated solely to the three reserve seats;
- ◆ recognise that it is the role of every Minister and Member (men and

women) to further the interests of women and promote gender equality in their constituency;

- ◆ remember that the ultimate goal remains gender equality in all levels of governance (i.e. 50% of seats and Ministry positions held by women).

The main governance challenges need urgent action include the limited capacity of women to participate

effectively in leadership and decision-making. Currently at the level of department secretaries, there are 16 males with confirmed fixed-term appointments and only two women in acting positions, with no females as confirmed at the highest senior level. The Government must look to this imbalance and commit

⁹ Inter-Parliamentary Union, Women in National Parliaments as of 1st June 2016 <http://www.ipu.org/wmn-e/classif.htm>

strengthening and increasing women's representation and their impact at all levels of decision-making, within political, economic and social processes.

This Policy advocates strongly for the formulation of strategies to address inequalities in women's representation at all administrative levels. These should be accompanied by the implementation of capacity building programmes for women leaders, and women's inclusion in all decision-making bodies in the public and private sectors, as well as an increase in the proportion of women voting and in women's education on democracy and ABG voting systems in general.

2.9 Women, Peace and Security

Within Bougainvillean society, women are heralded as strong leaders and as peacemakers who took the lead in ending the Bougainville Crisis and bringing about lasting peace. The ABG is committed to ensuring that this legacy of women's strength and leadership in peacebuilding continues to be respected, supported and strengthened into the future for the benefit of all Bougainvilleans.

This Policy recognises that peace and security are regarded as interlinked and cannot be separated because they both touch on family responsibility, privacy, economic security, freedom of movement and expression, and freedom from financial hardship, as well as food security, health care and development. At district level the biggest implementation gaps to date relate to access to services and equal participation in decision-making. Despite their heralded reputation as leaders, peacemakers, women were largely excluded from formal management of peace dialogue and peace

negotiations following the Bougainville Conflict, and there continues to be an absence of women still evident in government policy development. This Policy advocates for recognition, strengthening and support for women in peacebuilding and decision-making at all levels.

Prevention of future conflict depends on using and strengthening community, traditional and local authority (including traditional matrilineal systems) and State institutions, and ensuring these systems work cooperatively to allow the benefits of development to reach all members of society (including men and boys, women and girls) and to appropriately regulate the impact of the cash economy. The securing of peace is also supported by strengthening relationships across boundaries, clans and language groups, including through marriage. Whilst matrilineal systems and respect remain, there has been a loss of matrilineal authority within Bougainville, with women taking on increased domestic obligations and not being consulted as widely in public decision-making (especially concerning land), with widows particularly vulnerable.

As yet, there have been no mechanisms established to deal with transitional justice, but it is not too late to establish a mechanism to ensure those guilty of violations against women and girls are held accountable for their crimes. Women have had to endure violence threats and charges of sorcery which have been used as an excuse to bargain for land.

In relation to human rights, the ABG has two main sets of powers it can:

- ◆ Pass laws that regulate or restrict rights or freedoms otherwise

guaranteed by the *Papua New Guinea Constitution*;

- ◆ Make provision, in the Bougainville Constitution, guaranteeing rights and freedoms in addition to those provided for in the *Papua New Guinea Constitution*.

Disarmament remains a crucial condition. UN reports indicate that some 60% of arms from the Bougainville Conflict were handed over and destroyed, but 40% remain within communities. The presence of these remaining arms create ongoing security risks and fear, impede the operations of police and law enforcement (including in responding to reports of gender-based violence) and have been trafficked across boundaries both within and outside of Bougainville.

A consultative peace and development analysis (PDA) undertaken in the late 2013 and early 2014, revealed the existing historical drivers of conflict which remain persistent in the present day Bougainville despite the cessation of hostilities in 2001 following the signing of the Bougainville Peace Agreement (BPA). The PDA highlighted two significant issues related to dealing with the legacy of the past which to date pose significant challenges to the wellbeing of Bougainvilleans largely women and girls, including: (i) trauma healing with many communities affected; and, (ii) providing conditions and environment conducive to discuss the conflict while learning from the past.

The need for community level peacebuilding interventions aimed at responding to the high levels of violence, including gender based violence, and to address the on-going post-

conflict trauma which is a contributing factor to the violence, has led to the intervention UNWOMEN and other development partners whose engagement is leading to wider community sensitizations on EAW through the ongoing Community Conversations and promotion of Access to Psychosocial support through Family Support Centres.

Addressing the prevailing challenges UNWOMEN in collaboration with the Nazarene Centre for Rehabilitation (NCFR) implementing wider community sensitization on EAW in South Bougainville across the districts of Buin and Siwai districts. The ongoing Community Conversations at village assembly levels (VAs) promote access to Psychosocial support through community facilitators and counsellors.

To date, forty community conversations covering 1500 participants (790 females and 710 males) have been conducted across the project Village Assemblies with results portraying improved communication between husbands / wives and children, more sharing of housework between men and women, decrease in binge drinking and a reduction in physical intimate partner violence and increased knowledge of the dividends of peace. With each conversation meant to receive four curriculum modules (gender, human rights and gender based violence; trauma and healing and peace building), the community conversations will continue being rolled out until September 2016 which will be followed by an end line survey.

In response to UN Resolution 1325 on Women, Peace and Security, Annexure A attached to this Policy is the ABG Women, Peace and Security Action Plan which advocates for

mainstreaming gender in peacebuilding strategies and implementing targeted measures to effectively respond to peacebuilding imperatives in a sustainable, gender aware and gender sensitive manner. The implementation of the Women, Peace and Security Action Plan which has been endorsed by the Bougainville Executive Council and is an integral part of the Policy, is to be overseen and monitored by the Office of Gender Equality (OGE) as the key gender equality mechanism in government.

The *Bougainville Peace Agreement* has three main pillars – a deferred referendum (“the

Bougainville Referendum”) on the future political status of Bougainville (including an independence option); a special high level of autonomy for Bougainville and a demilitarisation of Bougainville through withdrawal of PNG security forces; and an agreed weapons disposal plan. Under the *Papua New Guinea Constitution*, the people of Bougainville are entitled to decide on future government arrangements for Bougainville including independence, subject to the consent of Papua New Guinea parliament, in a referendum which will be held in the five-year window from 2015 to 2020.

3.0 VISION AND PRINCIPLES FOR GENDER EQUALITY

3.1 Vision and Mission

The basic vision of this Policy is derived from the 2005 Constitution which stipulates that the Autonomous Bougainville Government “shall develop a level or levels of formal government, below the level of the Autonomous Bougainville Government”, with the Councils of Elders “recognized by this Constitution as a level of formal government below the level of the Autonomous Bougainville Government”. Bougainville’s approved Constitution uses male gendered language throughout, stating that “words importing the masculine gender include females,” but it does contain special provisions for women.

The vision of equity is enshrined in the Constitution, particularly evident in Article 19 which calls for “fair representation of women

and marginalized groups on all constitutional and other bodies”, with Article 20 encouraging “customary practices of provision of care for widows, children, orphans, the aged and the disabled”. Article 28 gives recognition and encouragement to the “role and welfare of women in traditional and modern Bougainville society which shall be developed to take account of changing circumstances”. These changing circumstances almost a decade later call for extending equity to gender equality and empowerment of women to participate fully and equally in all aspects of Bougainville’s social, economic and political development.

The vision on which this Gender Equality Policy is based is that of a society in which women and men are able to realise their full potential and to participate as equal partners in creating a just and prosperous society for all. The vision

is that of gender equality. In support of this vision, the mission is to create an effective enabling framework to guide the process of developing laws, policies, procedures and practices which will serve to ensure equal rights and opportunities for women and men in all spheres and structures of government, as well as in the workplace, the community and the family.

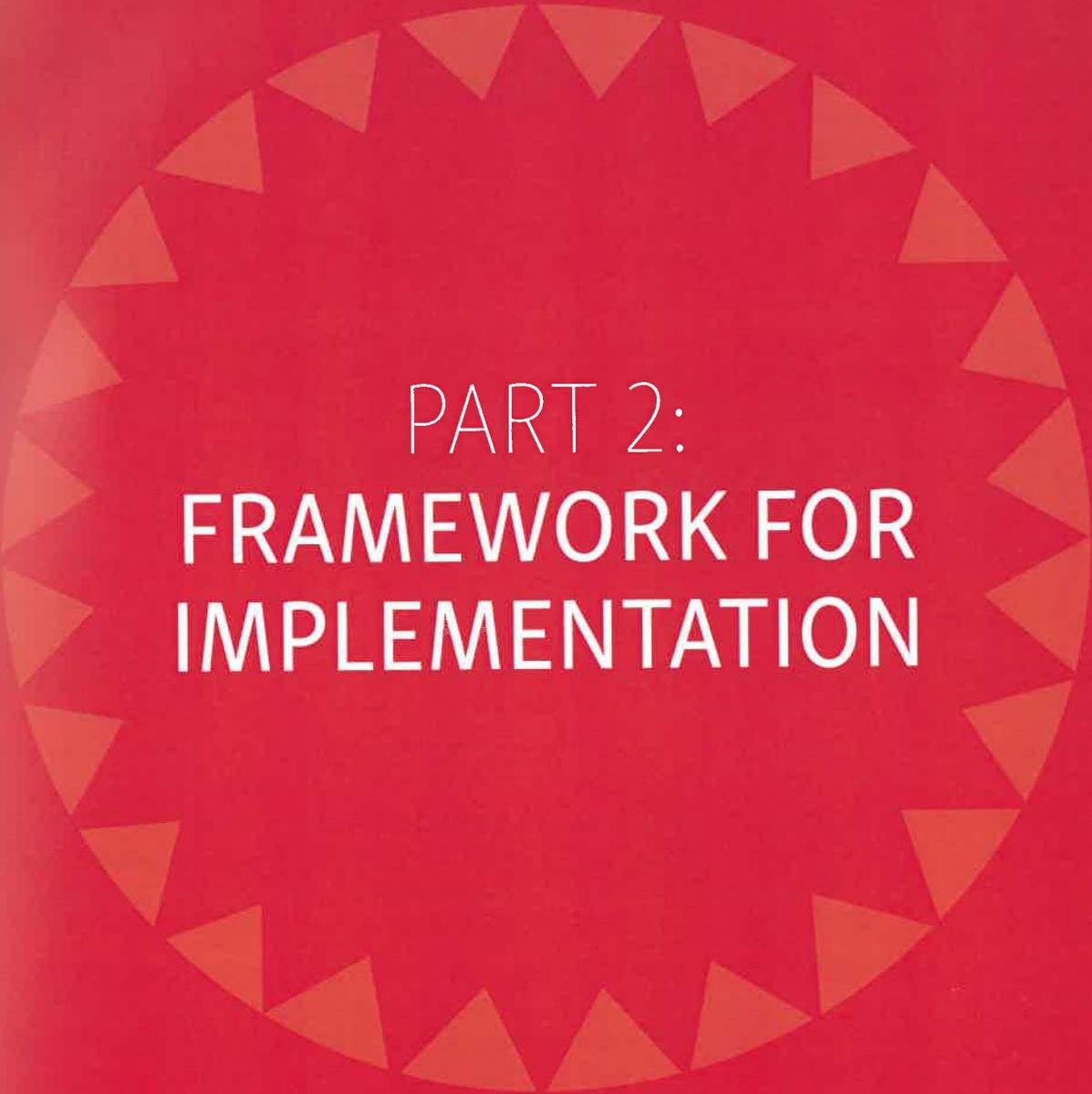
Such a vision is underpinned by international women's rights obligations embodied in the Convention on the Elimination of all forms of Discrimination Against Women, (CEDAW) the Platform of Action of the Fourth World Conference on Women in Beijing which obliges governments to act on 12 critical areas of concern including violence against women, human rights of women, and women in armed conflict. United Nations Security Council resolutions 1325, and subsequent related resolutions represent a coherent international normative framework, reinforcing existing global commitments, treaties and conventions on women's rights, building on an extensive body of international legal instruments. They cover a wide-ranging set of activities related to improving the status of women in conflict settings and integrating a gender perspective into all aspects of conflict prevention, peacebuilding and post-conflict reconstruction.

The core mandates of these resolutions incorporate:

- ◆ Participation of women in peace processes;
- ◆ Mainstreaming a gender perspective into all conflict prevention activities and strategies
- ◆ Protection of women in war and peace; and
- ◆ Promotion of women's involvement in all aspects of peacebuilding, recovery and rehabilitation.

3.2 Goal

This Policy complies with regional and international obligations on gender equality and women's empowerment and its purpose is to provide a foundation for systematically and effectively addressing gender inequalities at all levels of government and by all stakeholders in the Autonomous Region of Bougainville. It will also guide the mainstreaming of gender equality into Bougainville's sectoral policies and programs to ensure that development programs equally benefit both women and men. It will guide all planning, programming with a gender equality perspective in Bougainville.



PART 2:
**FRAMEWORK FOR
IMPLEMENTATION**

4.0 MECHANISMS FOR GENDER EQUALITY

4.1 Introduction

In order to address barriers to gender equality, key mechanisms and procedures are essential to enable the promotion of gender equality at all levels of government with oversight of 'whole-of-government' implementation of this Policy.

4.2 Mechanisms for Women's Empowerment and Gender Equality

The shift from gender inequality to gender equality requires the transformation of government and civil society. The Beijing Platform for Action, calls on all governments to create a national machinery "at the highest levels of government" for the advancement of women and to give this machinery a clearly defined mandate and authority. It should be provided with adequate resources, and its ability and competence ensured to influence policy, and to review and evaluate government policies and programmes.

The three main goals of a Bougainville Office of Gender Equality are to:

- ♦ achieve equality for women as participants, decision-makers and beneficiaries in the political, civil, social, economic and cultural spheres of life;
- ♦ prioritise the needs of women in the post-conflict situation;

- ♦ transform all levels of government to mainstreaming and integrating issues of women's empowerment and gender equality into their work.

This complements the existing national gender policy which is already in place.

4.2.1 Office of Gender Equality (OGE)

In order for this policy to be fully successfully implemented, a principal coordinating structure for gender equality will be established at a senior level of government. The key role of the OGE will be to provide oversight of all of government, to develop frameworks and monitor their implementation and for developing Bougainville-wide gender equality plans as well as strategies to implement them.

In order to fulfil the above roles, the Office of Gender Equality (OGE) will undertake the following:

- ♦ **Policy advice** - It will provide clear, accurate, well researched and authoritative advice to the Minister of Community Development, Ministers and the Vice President, President and Parliament, on gender equality implications of policy decisions and outcomes, as well as consult with government agencies to investigate new emerging issues, putting forward policies that can generate structural change to improve gender equality in

Bougainville. It is to coordinate the implementation of the *Bougainville Policy on Gender Equality, Women's Empowerment, Peace and Security* across government sectors as it concerns the implementation of government policies and promote the provision of equitable opportunities both in the public and private sectors and monitor progress towards this goal. The Office will liaise with, consult and coordinate policy advice, undertake analysis and monitors policy/program development across all agencies of government to improve 'whole-of-government' response towards gender equality.

♦ **Research, monitoring and evaluation**

- OGE will commission research projects or conduct regular market research both on specific issues and women's views and concerns as an adjunct to other consultative activities, and undertakes evaluation and audit of Government budgets and programmes to assess their impact. It will prepare a gender budget statement focusing on the socio economic situation of both men and women as an analytical tool for assessing implementation of this *Policy on Gender Equality, Women's Empowerment, Peace and Security* and the *Women, Peace and Security Action Plan*, drawing attention to government and interested stakeholders to developments for gender equality in Bougainville. To facilitate this, it will establish an information database that will contribute to policy development and oversight processes.

♦ **Capacity Development and training for policy Implementation and gender mainstreaming.**

Training for gender equality is an essential component for advancing gender equality and implementing *Policy on Women's Empowerment, Gender Equality, Peace and Security*. Training for gender equality is a transformative process that aims to provide knowledge, techniques and tools to develop skills and changes in attitudes and behaviours. It is a continuous and long-term process that requires political will and commitment in order to create inclusive societies that recognize the need to promote gender equality. Training is a tool, strategy, and means to effect individual and collective transformation towards gender equality by raising awareness and encouraging learning, knowledge-building and skills development. Training for gender equality is part and parcel of delivering the *Policy on Women's Empowerment, Gender Equality, Peace and Security* and ABG commitments to equal human rights for all.

♦ **Outreach, Liaison and Strengthening Partnerships**

- Building partnerships with the Bougainville Women's Federation (BWF), community and faith-based organisations, government agencies and professional groups is also a key area of responsibility. The Office will also enhance partnership between Government and the BWF, by providing technical support to increase their input into government decision-making and conduct regular

targeted consultation forums on priority issues providing opportunities to raise issues of concern directly with the Government. It will also liaise with the House of Representatives, providing advice and support on addressing gender equality in legislative reforms.

4.2.2 Gender Focal Points in Government

At the operational level, the main responsibility for ensuring the effective implementation of the *Policy on Women's Empowerment, Gender Equality, Peace and Security*, will rest with individual ABG Departments at all levels. All Departments will establish dedicated Gender Focal Points to assist in the formulation and implementation of effective action plans to promote women's empowerment and gender equality and to mainstream this Policy. These Gender Focal Points will act as the link between the OGE and line Departments. This also reinforces a strong sense of shared responsibility for implementing the *Policy on Women's Empowerment, Gender Equality, Peace and Security* amongst departments.

The functions of the Gender Focal Points would be to:

- ♦ support the OGE in the implementation of the *Policy on Women's Empowerment, Gender Equality, Peace and Security* and the development and implementation of the gender action plan for the Department;
- ♦ inform and assist Senior Management in monitoring efforts to achieve gender equality, particularly in regard to opportunities to improve the status of women and enhance gender equality, and assist in relevant development of departmental policies and programmes;
- ♦ ensure that gender equality issues are routinely considered in departmental strategic planning exercises and that Departments provide and use gender disaggregated data;
- ♦ review departmental policy and planning in line with the *Policy on Women's Empowerment, Gender Equality, Peace and Security*
- ♦ review all policies, projects and programmes for their gender implications;
- ♦ encourage colleagues to apply gender specific mechanisms for gender mainstreaming, such as gender assessments, gender specific indicators, gender budgeting;
- ♦ stimulate a further deepening of the knowledge base on gender aspects of the work of the Department;
- ♦ work closely with the gender focal points from the various ABG Departments; and
- ♦ keep OGE and Senior Management fully informed, including through written reporting.

4.2.3 Bougainville Women's Federation (BWF)

It is the experience of many countries that a national machinery for gender equality alone cannot shift public policy agendas for women without the participation of organisations of civil society. Strong women's organisations are therefore an important part of effective national machinery. Part of the role of national machinery should be to empower women's organisations through capacity-building, education and training, as well as through the provision of information and resources.

The Bougainville Women's Federation was formally established in September 2012 with the approval and launch of the Constitution. It states that the objectives of the Federation are to:

- ◆ Promote and co-ordinate women's groups and maintain the spirit of friendship, partnership with women and the community in peace building, reconciliation and weapons disposal in Bougainville; and
- ◆ Ensure and endorse representation of women in politics and decision-making;
- ◆ Represent women and their concerns and to advocate for their economic empowerment and development through projects that aim to reduce poverty in families in Bougainville; and
- ◆ Represent the women of Bougainville in and network with national, Pacific and international women's organisations and women's movements; and
- ◆ Protect Bougainville's environment, heritage and cultural and to promote the proper management of natural resources as mothers of the land in a matrilineal; and
- ◆ Source funding and management capacity for women's programs in Bougainville to ensure effective delivery with accountability for sustainable development; and
- ◆ Strengthen and encourage the marginalized persons or groups of persons in society by providing literacy, life enhancing skills, formal education opportunities and advocating for health services in Bougainville.

5.0 IMPLEMENTATION STRATEGY

The implementation of the policy for Women's Empowerment, Gender Equality, Peace and Security is first and foremost the responsibility of all the institutions of government. To achieve gender equality, the Autonomous Government of Bougainville must embark on a rigorous gender mainstreaming strategy. To this end, much of the responsibility for planning and implementing effective and innovative strategies for the promotion of women's empowerment and gender equality will rest equally with key structures of the ABG, particularly the Office of Gender Equality Implementation Framework on Gender Equality, Peace and Security

The Gender Equality Mainstreaming Framework (page 36) is grounded on the fact that the Office for Promotion of Equality (OGE) has the primary responsibility for the coordination of the implementation of the *Policy on Women's Empowerment, Gender Equality, Peace and Security* based on its mandate as the key national gender machinery for Autonomous Bougainville Government (ABG) and that the ABG is demonstrating political will to implement the policy through the allocation of resources.

The overall implementation will be the responsibility of all critical stakeholders. OGE will undertake the coordination of the implementation with ABG critical stakeholders. It is developed based on the critical issues from the *Policy on Women's Empowerment, Gender Equality, Peace and*

Security which was developed through comprehensive consultative process.

It is a framework that focuses on deepening the knowledge that exists in Bougainville on gender equality and the empowerment of women, and would be creating strategic partnerships between government, women organizations, civil society, the House of Representatives, and United Nations and other multi/bilateral donors to ensure accountability to the implementation of the Policy.

The strategic focus of this Plan is to effectively respond to the challenges faced by OGE in fulfilling its mandate and to enhance its capacity to effectively carry out monitoring and evaluation of gender mainstreaming. The Strategy 2016–20 will be a "living document," meaning that it will evolve to respond to the changing context and challenges facing gender mainstreaming in Bougainville in general and OGE in particular. At the end of every year of implementation there will be participatory review of the progress made by OGE.

This will be followed by harmonization, revision and updating of the annual work program based on consensus built during annual reviews. The policy, programmatic and structural challenges of gender mainstreaming including conducting gender audits and assessments, in the public sector need to be addressed in a comprehensive and sustainable way. This Strategic Plan provides some interventions that will address such challenges.

The Plan period, (2016–20) OGE will prioritize monitoring of gender mainstreaming and will continue to carry out capacity building for ABG counterparts and undertake annual gender audits and develop gender-sensitive indicators. OGE will develop and enhance M&E systems and frameworks for assessing gender equality which will include the development, publishing, and disseminating of standardized tools, guidelines, and frameworks.

OGE will also provide technical guidance for the implementation of Gender-Responsive Budgeting, to ensure that all programs adequately incorporate gender analysis. ABG Development Plans provide a key opportunity to ensure effective gender mainstreaming at decentralized levels, so will be a priority area for OGE to monitor.

OGE will also enhance its efforts to make its work useful and timely by strengthening strategic partnerships with government partners, the BWF, civil society and international organisations. GMO will form and enhance existing strategic partnerships at national and decentralized levels.

5.1 Gender Equality Mainstreaming Framework (table next page)

5.1 GENDER EQUALITY MAINSTREAMING FRAMEWORK

STRATEGIC OBJECTIVE	ACTION	WHO	TIME FRAME	OUTCOMES	OUTPUTS
Gender Equality Mainstreaming in ABG Departments in compliance with the Policy on Women's Empowerment, Gender Equality, Peace and Security	Provide technical assistance on gender mainstreaming to all ABG sectors.	Office of Gender Equality	2016–20	One of the key responsibilities of OGE is to ensure the implementation of the <i>ABG Policy on Women's Empowerment, Gender Equality, Peace and Security</i> . The implementation of the <i>Policy</i> will require strong collaboration with key stakeholders and partners.	ABG gender action plan.
	Programme mechanisms developed and implemented.	Gender Focal Points		Development of a ABG gender action plan.	
	Expertise and assistance of OGE being sought by sectors and other relevant stakeholders	ABG Departments		Inclusion of gender equality principles in vision and mission statements of all ABG Department policies as well as in their strategic plans and goals.	
	Provide support to the Gender Focal Points on gender equality mainstreaming	House of Representatives		Mechanism developed for the regular support, networking, monitoring.	
	Set standards and develop gender mainstreaming guidelines			· the extent of technical support and guidelines provided for gender responsive reviews of sector programmes.	
	Coordinate the monitoring and evaluation of this Policy			Guidelines developed and implemented.	
				Guidelines being utilized within all sectors and by all relevant stakeholders.	

STRATEGIC OBJECTIVE	ACTION	WHO	TIME FRAME	OUTCOMES	OUTPUTS
Capacity Building for Gender Mainstreaming	Undertake training and capacity building for OGE Departments and stakeholders	Office of Gender Equality Gender Focal Points ABG Depts.	2016–20	Capacity building workshops delivered to GFPs Gender training programmes and sector- related gender analysis training programmes.	Capacity-building assessment and plan for OGE staff and GFPs developed and implemented. Number and quality of gender training programmes introduced to develop staff gender programming capacity and the number and categories of people trained.
Monitoring of gender mainstreaming is established with relevant ABG Departments	To ensure effective implementation, OGE will monitor the status of implementation of policy commitments, including analysing gaps in implementation and making recommendations for improvement.	Office of Gender Equality Gender Focal Points ABG Depts.	2016–20	Gender sensitive indicators for all programmes and projects Policies, programmes and processes monitored for implementation of ABG Gender Policy. M&E tools and resources developed: M&E processes operationalized. Extent to which sector-based gender analysis and gender disaggregated data are being used effectively in ABG programme design.	Annual ABG gender audits Gender-sensitive indicators developed and disseminated Monitoring of gender responsive service delivery conducted. Regular follow-up meetings held with public sector counterparts regarding mainstreaming progress.

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STRATEGIC OBJECTIVE	ACTION	WHO	TIME FRAME	OUTCOMES	OUTPUTS
<i>Effectiveness and efficiency of OGE is enhanced.</i>	For OGE to effectively achieve its mandate, it must strengthen its institutional capacity and ensure that human resources have the appropriate knowledge and skills in gender mainstreaming, capacity building, monitoring and evaluation, gender auditing, and data analysis and management.	Office of Gender Equality Gender Focal Points	2016–20	OGE's human resources are effectively fulfilling the mandate	<p>OGE and GFP staff skills enhanced</p> <p>Gender Technical Experts consultants recruited for specialist support.</p> <p>Internal policies and procedures developed.</p> <p>Internal meetings are held regularly and decisions communicated.</p> <p>Implementation of OGE strategic plan monitored</p> <p>Audits of OGE conducted and published.</p> <p>OGE's internal policies, strategies, systems and procedures are operational.</p>

STRATEGIC OBJECTIVE	ACTION	WHO	TIME FRAME	OUTCOMES	OUTPUTS
<p>OGE is the Reference Point for information documentation on Gender Equality</p>	<p>Communication strategy to enhance communication and information sharing with the public, and will identify appropriate channels for promoting the <i>Policy on Women's Empowerment, Gender Equality, Peace and Security</i> and the work of OGE.</p>	<p>OGE BWF House of Representatives</p>	<p>2016–20</p>	<p>OGE is the Reference Point for information, communication, outreach and documentation on the <i>Policy on Women's Empowerment, Gender Equality, Peace and Security</i>.</p> <p>Gender Resource Centre in conjunction with BWF and the House of Representatives.</p> <p>Gender Data Bank to house a collection of comprehensive and accurate data and information (qualitative and quantitative), and which will be publicly available to inform policy and programme decision-making in Bougainville.</p> <p>Gender-related information and data is both accurate and adequate, in particular towards supporting the implementation of gender mainstreaming in sectors and at all levels.</p> <p>Ensuring that gender-disaggregated data is both collected and made publicly available facilitates monitoring the progress of gender equality.</p>	<p>Communication strategy developed. OGE communicates through various media channels and programs</p> <p>OGE reports, newsletters, guidelines and tools produced and disseminated</p> <p>To position OGE as a point of reference, the Office will organize public gender dialogues on the <i>Policy on Women's Empowerment, Gender Equality, Peace and Security</i> at various levels, and will support the development of research projects, including conducting priority research on gender on emerging and relevant gender issues.</p> <p>Establishment of a Gender Resource Centre in conjunction with BWF and the House of Representatives.</p> <p>Creation of an online Gender Data Bank</p>

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STRATEGIC OBJECTIVE	ACTION	WHO	TIME FRAME	OUTCOMES	OUTPUTS
Increased Resource Allocation for promotion Gender Equality	<p>Advocate for stable and sustainable budgetary support for Policy implementation in all ABG Departments at the frontline of service delivery to women and/or gender equality and the eradication of gender-based violence.</p> <p>In collaboration with ABG Departments, conduct a viability study concerning the possibility of committing a percentage of the total ABG budget to the provision of welfare services, including services for deserted women, single mothers and women experiencing gender-based violence.</p>	<p>OGE</p> <p>Finance and Treasury</p>		<p>Adequately funded women's service providers as assessed through: (a) self-reports of service providers, (b) budget allocation measurements; (c) demand being met.</p> <p>Presence and prevalence of OGE within funding decision-making</p>	<p>Increased Level of human and financial resources allocated to programmes to advance women's empowerment and gender equality;</p> <p>Gender-based expenditure identified by OGE departments (for example, on women's health programmes or special education programmes for girls);</p> <p>Equal employment opportunity expenditure by such departments on their employees (for example, the training for women managers, and job descriptions which reflect equal employment opportunities);</p> <p>Gender mainstreaming of budget allocations and expenditures (for example, allocations to support rural women agriculturists).</p> <p>Study completed -Findings and recommendations of study reported and considered.</p>

STRATEGIC OBJECTIVE	ACTION	WHO	TIME FRAME	OUTCOMES	OUTPUTS
Gender Equality in ABG Human Resources	Gender analysis of the current public administration policies, personnel issues and training needs. -	OGE Department of Human Resources		Sex-disaggregated data on all aspects of ABG personnel available, widely disseminated and in use by policy makers, personnel departments. Training programmes based on capacity and training needs assessment reflecting differentials in men's and women's needs as appropriate	Gender guidelines for recruitment committees indicating the desired gender mix; Increased number and proportion of men and women accessing training programmes in each sector and at each level. Training for all staff responsible for recruitment and selection as well as for newly recruited staff. Increased number and effectiveness of internal structures established to deal with gender-based discrimination and sexual harassment.

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STRATEGIC OBJECTIVE	ACTION	WHO	TIME FRAME	OUTCOMES	OUTPUTS
Gender Equality in decision-making	Ensure that the development plans, programmes and budgets are designed following consideration and consultation regarding the needs of women and girls.	OGE Department of Community Government House of Reps	2016-20	<p>Increased number and quality of in-house programmes (including affirmative action programmes) introduced to enhance women's participation in decision-making Structures and the number of women benefiting from such programmes.</p> <p>Women's Increased Access to Management and Leadership.</p> <p>Increased proportions of women in positions in senior government posts and other public institutions (e.g. Boards, Committees.)</p> <p>The extent to which sector-based gender analysis and gender disaggregated data are being used effectively in programme design.</p>	<p>Increased proportions of women managers in positions in senior government posts and other public institutions (a 50:50 male-to-female ratio is desirable, but in the short-term, an increase to 30% will be a major indicator of commitment to gender equality.</p> <p>Improved extent to which mechanisms and structures have been put in place to ensure that women, either as individuals or groups, are able to participate at all levels of decision-making structures and in all levels of political, civic and community life</p>

Table ends.

6.0 MONITORING AND EVALUATION

6.1 The Objectives of Monitoring and Evaluation

Monitoring and evaluation of this Gender Policy Framework will serve a number of functions including measuring the success, effectiveness and impact of ABG policy and programmes in implementing gender equality principles and assessing whether, in the long-term, there has been positive impact for women in particular and for the whole society in general.

6.2 Monitoring and Evaluation Mechanisms

It is proposed that the Office of Gender Equality undertake an ABG gender audit and establish an annual regional reporting mechanism and process to ensure that there is regular follow-up and review of progress in the implementation of the Policy for Women's Empowerment, Gender Equality, Peace and Security. This can take the form of an annual review meeting organised by the OGE to which various stakeholders will be invited to report on progress. This meeting could focus on assessing the progress of mainstreaming gender equality and on providing guidelines for the way forward for policy implementation.

OGE will be responsible for providing monitoring guidelines which will be used to collect information in ABG Departments, and non-governmental organisations. It will also take responsibility for ensuring that police monitoring guidelines are distributed to all stakeholders and for collecting and disseminating information to be presented at the annual monitoring meeting.

6.3 Focus of Monitoring

In the short-term the success of the *Policy for Women's Empowerment, Gender Equality, Peace and Security* will be measured by the institutionalisation of a gender equality perspective in the sectoral policies, programmes and practices at all levels of government. This will be determined by the effectiveness of the structures which have been put in place to co-ordinate and monitor the implementation of the policy and the gender sensitivity of the policies, procedures, practices and structures of government as well as private and non-governmental institutions.

This Policy is to be applied with the accompanying *Guide of Gender Equality Mainstreaming, Monitoring and Evaluation*, propose key approaches to evaluation and monitoring. The key indicators to measure the Policy's implementation include among others:

Women's enhanced access to resources for economic development;

Women's earning power and their involvement in the economy;

Reduction of women's vulnerability to social injustice such as poverty, and violence;

The extent to which women participate in political decision-making and the quality of that participation;

A change in attitude to women and enhanced recognition of the value they add to society; and

Women's access to professional opportunities.

In the short-term, the success of this Policy will be measured by the extent to which the ABG incorporates a gender equality perspective in the sectoral policies, programmes and practices of ABG Departments will be measured as short-term outcomes of the implementation of this policy. The assessment of these short-term outcomes will focus, on:

- ◆ The effectiveness of the structures which have been put in place to coordinate and monitor the implementation of the national policy for gender equality;
- ◆ The gender sensitivity of the policies, procedures, practices and structures of government as well as private and non-governmental institutions.

The long-term impact of the implementation of this policy will also be measured according to a number of criteria including the extent to which women have achieved:

- ◆ Equality of access to the means of developing basic human capabilities;
- ◆ Equality of access to basic needs and services;
- ◆ Equality of opportunity to participate in all aspects of economic, social and political decision-making;
- ◆ Equality of rewards and benefits.

7.0 Conclusion

It is envisaged that the Policy, when implemented, will promote and institutionalise a process of development in which women and men are equal partners in creating a strong economy and a safe and respectful society where gender equality, peace and security are normative (the accepted way of life for all). The future of the ARB will depend on the extent to which the women of Bougainville are able to participate fully and as equals in all sectors of society.

7.1.1 This Gender Policy has attempted to set out a clear vision and framework to guide the processes which will serve to ensure equal rights and opportunities for women and men in all spheres and structures of government as well as in the workplace, the community and the family.

7.1.2 Much work will still need to be done in translating the broad Policy Framework contained in this document into specific, achievable and effective strategies for implementation. The move from policy formulation and commitment to effective implementation represents in many ways the most important challenge facing women's empowerment and gender equality.

7.1.3 In meeting this challenge a sustained and concerted effort will be required by government, NGOs and community organisations. Various elements will be involved in this process but three will be of particular importance:

- Support and leadership from above;
- Effective co-ordination, networking and monitoring;
- Changing attitudes, values and behaviour.

8.0 Resource Allocation

The impact of this Policy will depend greatly on the government's commitment to the allocation of resources crucial to ensuring that the Policy is implemented.

This will require the following strategic interventions to ensure progress towards the goal of women's empowerment and gender equality:

- ◆ co-ordination,
- ◆ capacity building,
- ◆ communication,
- ◆ networking and
- ◆ collaboration
- ◆ regular technical advisory services available to all levels of government for the mainstreaming of gender equality.
- ◆ gender budgets,
- ◆ adequate staffing,
- ◆ institutional infrastructure,
- ◆ monitoring and evaluation,
- ◆ disseminating information,
- ◆ maintaining active partnerships
- ◆ capacity building

It is essential that the implementation and impact of the Policy is effectively monitored and evaluated. This Gender Policy is a guide to the processes of developing laws, policies, procedures and practices which will serve to ensure equal rights and opportunities for women and men in all spheres and structures of government as well as in the workplace, the community and the family. The move from policy formulation and commitment to effective implementation is the key challenge to women's empowerment and gender equality. In meeting this challenge a sustained and concerted effort will be required by all stakeholders to ensure support and leadership, effective co-ordination, networking and monitoring, changing attitudes, values and behaviour.

Annex 1

WOMEN, PEACE AND SECURITY FRAMEWORK: (Under Revision)

Annex 2

Gender

Gender refers to the socially constructed relationships between men and women. Societies determine what resources men and women will access jointly or separately, what work men and women shall perform and for what rewards, what types of knowledge are appropriate for men and for women and how and where this knowledge is acquired. Gender is about relationships and these relationships change over time, space and circumstances. Gender relationships are different because cultures, religions, ethnicities and classes that men and women belong to are different. Each institution has its own gender culture, that is relationships between women and men, for example who holds the more powerful positions, has access to more resources, has stronger networks which they can appropriate to their own ends.

Gender awareness

Gender awareness refers to the situation where all players in an organization or institution recognize the importance of gender and its effects on their objectives, plans and

programs. Gender awareness may or may not be translated into practice so that a gender-aware institution may not progress to develop gender-sensitive policies and programs.

Gender sensitivity

Gender sensitivity is the translation of awareness into practices, which result in changes in the perceptions, plans and activities of institutions and organizations. A gender aware institution is not necessarily a gender sensitive one because awareness might not necessarily generate any will or resolve to act on the basis of the gender awareness. In fact, it is possible for gender awareness to generate resistance, obstruction and other practices that make gendering an institution difficult.

Gender blindness

This term refers to the conscious development of objectives, plans and programs in an organization or institution with no effort to recognize or incorporate gender issues that

might influence the functioning of that organization, the production of plans, the implementation of programs and the outcomes of the programs. Gender blindness is present when organizations function as if gender did not matter and is best exemplified by the insistence that an institution focus on 'people' rather than on men and women. Gender blindness often reinforces and is practiced by people who do not or refuse to consider gender as a factor in institutional settings.

Gender roles

These are clusters of socially or culturally defined and learned expectations about how people will behave in specific situations. Thus, social definitions of masculine or feminine roles, will determine what behaviours that person will exhibit at a given time. Gender roles are usually created out of over-simplified beliefs that males and females possess distinct physical and psychological characteristics.

Gender stereotypes

A stereotype is a rigid and over-simplified definition of a group of people in which all members of that group are labelled with similar characteristics. Stereotypes stand in the way of our perceptions of reality and social change. People tend to internalize stereotypes as standards of behaviour and as such, do not go beyond traditional roles. Stereotypes produce behaviour patterns that conform to expectations. This is a self-

fulfilling prophecy by which a person internalizes a label and starts operating accordingly. An example is that many girls aim to be nurses, as they see this as a suitable career for women, whereas they do not aim to be doctors, because they believe this is reserved for men.

Gender equality

Gender equality refers to the allocation of resources, opportunities, support and encouragement without any discrimination on the basis of biology, between men and women. However, because of sexual and gender divisions of labour and other arrangements that occur in many societies, it may be difficult to plan for and realize equality according to the above definition because men and women may eat different food, wear different clothes, attend different institutions and access different types of resources. Sometimes, even if men and women are accorded equal quantities of resources, equality may not be achievable because of prior disadvantage or historical discrimination, which cannot be erased within a short time. Today, the concept of equality acknowledges that different treatment of women and men may sometimes be required to achieve sameness of results, because of the different life conditions or to compensate for past discrimination.

Gender equity

The concept of gender equity is used as a component of gender equality because of the

realization that many societies are organized in gendered ways, making it difficult to organize and plan for simple and mechanical equality in inputs and quantities of resources. Regardless of the differences in the gender divisions of labour, resources, opportunities, treatment and potential and other factors, the rewards accruing to men and women for similar work, skills and knowledge, have to be of the same quality and reflect the inputs they have contributed. Outcomes reflecting similar or equal inputs, just and fair valuation of men and women's efforts lead to gender equity, justice and fairness. Thus, when women argue for gender equality, they are not necessarily referring to the need for men and women to be allocated the same quantities or objects and resources as men. Rather, they are demanding the same quality and quantity of opportunities, support and treatment as those accorded to men in similar circumstances so that they too, can fulfil their aspirations no matter how similar or different from men's their values and priorities might be.

Gender Mainstreaming: is a process of identifying, taking full account of integrating the needs and interests of women and men into policies, strategies, programs and administrative and financial activities. Gender mainstreaming sometimes begins by focusing empowerment initiatives on women because of their previous disadvantage. Usually, it is difficult or inconvenient for many institutions to move beyond this phase because they have to negotiate real power and resources with women. Gender mainstreaming is the process of normalizing women's presence together with men on equitable bases to wield power, control resources and set priorities in institutions.

Gender-disaggregated data: relates to the collection and analysis of results by gender (i.e. data on the social status and socio-economic roles of men and women or data based on the biological characteristics of men and women).

Gender-sensitivity indicator: refer to a figure, fact or perception aimed at indicating the degree and level to which a program or project attains its set objectives and succeeds in improving gender equity.

Empowerment: achieving control over one's life through expanded choices. This encompasses self-sufficiency, self-confidence and is inherently linked to knowledge and voice.

