

ASIAN DEVELOPMENT BANK

TAR: PNG 35071

TECHNICAL ASSISTANCE
(Financed from the Japan Special Fund)

TO

PAPUA NEW GUINEA

FOR PREPARING THE

GENDER AND POPULATION PROJECT

January 2002

CURRENCY EQUIVALENTS

(as of 15 November 2001)

Currency Unit	–	Kina (K)
K1.00	=	\$0.2684
\$1.00	=	K3.724

ABBREVIATIONS

ADB	–	Asian Development Bank
AIDS	–	acquired immune deficiency syndrome
AusAID	–	Australian Agency for International Development
DHS	–	demographic and health survey
DNPM	–	Department of National Planning and Monitoring
NGO	–	nongovernment organization
NPP	–	National Population Policy
NSO	–	National Statistical Office
PNG	–	Papua New Guinea
RRP	–	report and recommendation of the President
STD	–	sexually transmitted disease
TA	–	technical assistance
UNFPA	–	United Nations Population Fund

NOTES

- (i) The fiscal year of the Government ends on 31 December.
- (ii) In this report, "\$" refers to US dollars.

I. INTRODUCTION

1. During the 2000 country programming mission and subsequent consultation missions, the Government of Papua New Guinea (PNG) requested the Asian Development Bank (ADB) for assistance to the population sector. This assistance has been included in ADB's program for consideration by the Board in 2003. The ADB strategy for PNG continues to give high priority to poverty reduction, notably through human capital development, with gender and population issues as a significant focus. Thirty-seven percent of the population live in poverty, nearly all in rural areas. PNG ranks last among ADB's Pacific developing member countries on the United Nations Development Programme's human development and poverty indices, reflecting past underfunding of essential services and the difficulty of providing them across remote and scattered regions. The situation is worsened by rapid population growth. An understanding was reached with the Government on the technical assistance (TA)¹ objectives, scope, cost estimates, financing plan, and implementation arrangements during the Fact-Finding Mission on 13-31 October 2001. The TA framework is attached as Appendix 1.

II. BACKGROUND AND RATIONALE

2. The first complete enumeration of the population of PNG, undertaken in 1980, recorded a total of 3.01 million persons. The population was characterized by its youth (over 43 percent under 15 years of age), its rurality (87 percent living in rural areas), and its low life expectancy (49.6 years for both sexes). A preliminary head count of the 19 provinces where the 1990 census was carried out yielded a total of 3.6 million. However, a post enumeration check found that the census was completed in only 65 percent of the census units. Depending on the assumptions made on the level of accuracy, the total population was estimated at between 3.9 million and 4.6 million. A new census was undertaken in July 2000, with much better accuracy. It counted 5.13 million people, which represented an increase of 36.4 percent since 1990. The average annual growth rate over the past 20 years is thus 2.7 percent. The annual growth rate since the 1990 census is higher (3.1 percent) but is probably artificially inflated because of undercounting in 1990 and improvements to the 2000 census coverage methods.

3. Around 85 percent of PNG's 5.1 million inhabitants live in rural areas. The extensive and rugged nature of the terrain, the limited and deteriorating physical infrastructure, the remoteness of its many islands, and the habitat pattern present formidable barriers to effective provision of public services, as most communities remain fragmented and isolated. Concerns about the balance between population growth and issues of environment, employment, urbanization, and basic services delivery have led the Government to prepare and adopt a National Population Policy (NPP). The NPP 2000-2010 represents a major revision of PNG's first population policy, which was adopted by the Government in June 1991. The principal goal of the NPP is to improve the quality of life and accelerate the pace of development in the country. The Department of National Planning and Monitoring (DNPM) has the overall responsibility to coordinate and monitor the implementation of the NPP. The Government acknowledges that the successful implementation of the NPP will require a collaborative effort across all government and nongovernment institutions and organizations. Wide consultations were held with stakeholders during NPP preparation through the Population Policy Review Committee. After endorsement, workshops were organized in the provinces to present the Policy, to raise awareness, and to explain the involvement expected from provincial governments and administrations.

¹ The TA was first listed in ADB *Business Opportunities* on 29 October 2001.

4. ADB provided assistance for implementation of the first NPP through the Population and Family Planning Project, the ADB-funded components of which were completed in December 2000. That project was rated as partly satisfactory, mainly because it experienced major implementation difficulties arising notably from the lack of coordination among the three funding agencies (ADB, the World Bank and the Australian Agency for International Development [AusAID]) and from management weaknesses in the three government agencies involved (Departments of Planning, Health, and Home Affairs). It also did not involve the churches, which are the most important institutions in the fabric of the PNG society, and this negatively affected the project's sustainability, notably the health and population education component. While that project provided essentially for the "family planning" approach, which was the approach emphasized by the first NPP, the current assistance would strengthen the focus on awareness, participation of civil society, and empowerment of women. Assistance for the effective delivery of family planning services is being provided by other agencies² and under other ADB programs for the health sector. No other external agency is currently involved, or has a project in preparation, in the sector of population and women's empowerment.

5. The status of women cannot be separated from population issues. The Government has acknowledged in the NPP that there is a positive relationship between the economic status of women and their fertility and mortality patterns. Where women's status is high, fertility, infant and child mortality, and maternal mortality and morbidity tend to be low. Gender inequality in PNG is widespread, and achievements to date have been poor. PNG ranks 107 out of 143 countries for the Gender-related Development Index (GDI)³ and 91 out of 102 countries for the Gender Empowerment Measure (GEM).⁴ While this situation arises partly from social characteristics that are beyond the Government's ability to influence, programs to enhance the quality of life of women are included in the NPP. They notably encompass the role of civil society organizations such as churches and nongovernment organizations (NGOs) in promoting the involvement of women in public and political activities.

6. Awareness and understanding of population issues are low in PNG, and need to be improved among specific groups that are out of the formal education system and/or have special needs to be informed. Youth are particularly vulnerable to sexually transmitted diseases (STDs), acquired immune deficiency syndrome (AIDS), and unwanted pregnancy, and are easily prone to become alienated from society and family. Policy makers, planners, and parliamentarians play an important role in ensuring that population issues receive official attention. Increasing the knowledge and understanding of population issues in these groups is identified as one of the goal of the NPP.

7. Knowledge of population change is essential for effective development planning at all levels of government (national, provincial and district). Demographic and health surveys (DHSs) conducted in 1991 and 1996 have facilitated the reformulation of policy approaches in the light of new evidence on population trends. In the NPP, the National Statistical Office (NSO) is tasked with the generation of timely, accurate and efficiently disseminated population and development data and information. The completion of a new Census in 2000 was an important step toward fulfilling this task. A new DHS is scheduled for 2005.

² Mainly AusAID through the Women and Children Health Project and the Health Sector Improvement Program, UNFPA Reproductive Health Services Project, and the World Bank component of the Population and Family Planning Project (which will be completed by March 2002).

³ Includes life expectancy, educational attainment, and income.

⁴ Measures inequality between men and women in key areas of economic and political participation and decision-making.

III. THE TECHNICAL ASSISTANCE

A. Objective

8. The TA will assist the Government in preparing a gender and population project to assist in the implementation of the NPP. DNPM is the key national agency on population and development issues and will coordinate the preparation of the project. Fourteen general policy goals are stated in the NPP.⁵ Key approaches, implementation strategies, and targets have been identified to achieve these goals. After discussion with the Government and the other stakeholders (particularly the other aid agencies), it has been agreed that ADB will assist in the implementation activities to achieve the goals number 6, number 11, and number 13. Part of the activities to achieve goal number 14 have already been undertaken by the Government, but the project would complete them. The TA will identify the most efficient and effective modalities to assist in the achievement of these specific goals. The TA will also identify the nature of the direct support to DNMP required to assist in the implementation of the NPP. Although the assistance to the population sector has been programmed for an approximate amount of \$5 million, the TA will have to determine the size of the project.

B. Scope

9. The cross-sector nature of population issues greatly increases the complexity of any program to address them. Building on past experiences, the implementability and manageability of the project will be central considerations to guide its design. Direct support to the accounting function will be provided for the whole project.

10. The 1996 DHS provides a significant database for any future initiative in the population field. A follow-up DHS was due to be conducted five years later, in 2001. However, the 2000 Census has not yet been completed, and it has been decided to postpone the next DHS until 2005. The current project will provide assistance to complete this DHS. The TA will estimate the costs and schedule of the DHS, including survey work, and identify the required TA to NSO. Linkages will be established with the poverty assessment to ensure that the household income and expenditure survey to be conducted in 2003 can also be used as a basis for preparing the DHS. Provision will be made in the project's design for the deployment of female interviewers

⁵ Policy Goal No. 1: to improve the quality of life of the citizens of PNG; No. 2: to raise the level of general education in the population to promote and facilitate broad-based social and economic development, to improve the status of women and to contribute to raising the quality of the labor force; No. 3: to accelerate the demographic transition to ensure that population growth does not become a threat to the achievement of economic growth and development; No. 4: to ensure that the growing labor force is absorbed into the economy; No. 5: to ensure that population change does not contribute to the degradation of the environment; No. 6: to increase the opportunities for women to participate more fully in the economic, political, cultural and social life of their communities and the country; No. 7: to strengthen and support the family; No. 8: to ensure that quality reproductive health care services, including family planning, are accessible, affordable, and consistent with community values and norms; No. 9: to prevent and control the incidence of STDs, particularly Human Immunodeficiency Virus/AIDS; No. 10: to improve mother and child health; No.11: to improve understanding and awareness of the interrelations between population growth, development, and the environment among various groups, including youth, women's groups, policy makers, planners and parliamentarians, through targeted population education programs; No. 12: to achieve a more appropriate balance between rural and urban development; No. 13: to improve the national capacity to produce population data and research results that meet the needs of policy makers and planners, are available in a timely manner, meet international standards of accuracy, and are disseminated in the most efficient and appropriate means available; No. 14: to effectively integrate population variables into development plans and planning processes at the national, provincial, and district levels.

for fieldwork to gather data related to women. Wide dissemination of survey results will be planned under the project.

11. To improve understanding and awareness of the interrelations among population growth, development, and the environment among various groups, including the youth, women's groups, policy makers, planners, and parliamentarians will require the development of targeted population education programs. Education programs will also have to be developed in the area of gender training for planners, parliamentarians, and decision makers, to achieve the goal of increasing opportunities for women to fully participate in the life of the country. The TA will determine the content, as well as implementation arrangements, notably suitable focal points, management, and costing for this communication component. It will identify the needs for TA, focusing on skills transfer and capacity building. Coordination will be ensured with other education activities, both formal and nonformal, and with programs implemented by the National Council on AIDS.

12. The Government has acknowledged that many churches and NGOs are already engaged in various activities relevant to the objectives of the NPP. The TA will identify the modalities for the project to provide support for church and NGO initiatives and activities in the field of the population policy and gender empowerment, such as the program "Women in Politics" supported by the National Council of Women in liaison with the Department of Social Welfare and Development. The TA will also evaluate the needs for training in gender analysis in these organizations. Building on lessons learned from past experience, management issues and capacity building requirements will be carefully evaluated.

13. Strong coordination with the United Nations Population Fund (UNFPA) will be ensured during the project's preparation, as UNFPA is currently preparing new 5-year strategic plan for 2003-2008 and has been identified as the focal agency for gender issues.

C. Cost Estimates and Financing Plan

14. The total cost of the TA is estimated at \$630,000 equivalent, comprising \$467,000 in foreign exchange cost and \$163,000 equivalent in local currency cost. ADB will finance \$500,000, including the entire foreign exchange cost and \$33,000 equivalent of local currency cost. The TA will be financed by ADB on a grant basis from the Japan Special Fund, funded by the Government of Japan. The balance of \$130,000 equivalent will be provided by the Government through the provision of counterpart staff, support services, and office facilities. Detailed cost estimates and the financing plan are provided in Appendix 2. The Government has been advised that approval of the TA does not commit ADB to financing any ensuing project. The expected loan amount for the project would be \$5 million.

D. Implementation Arrangements

15. DNPM will be the Executing Agency, and will provide office space and counterpart staff and services. The total duration of the TA will be nine months beginning in February 2002 and ending in October 2002. The TA will require 14 person-months of international consulting services, including (i) a demographer-statistician for 2 person-months, (ii) a population communications and media specialist for 6 person-months, and (iii) a gender and NGO specialist for 6 person-months. The consultants will be recruited on an individual basis, in accordance with the ADB's *Guidelines on the Use of Consultants*. Terms of reference are attached as Appendix 3. The TA will provide for a series of workshops and consultative meetings in the provinces to ensure broad participation in the project's design.

16. With the support of DNPM, the consultants will organize and conduct workshops/discussion groups involving provincial and local level government representatives, NGOs and churches, and all relevant stakeholders in four provinces to be chosen in agreement with the Government. The consultants will submit (i) an inception report one month after TA commencement, (ii) a draft final report in June 2002, and (iii) a final report within two months of TA completion.

IV. THE PRESIDENT'S DECISION

17. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance, on a grant basis, to the Government of Papua New Guinea in an amount not exceeding the equivalent of \$500,000 for the preparation of the Gender and Population Project, and hereby reports such action to the Board.

TECHNICAL ASSISTANCE FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>Goal To improve the quality of life and accelerate the pace of human development in Papua New Guinea (PNG), particularly for women</p>	<p>Improve PNG's performance and ranking in the HDI, GDI, and GEM^a</p>	<ul style="list-style-type: none"> • United Nations Development Programme (UNDP) report on Human Development • Data from the Demographic and health survey (DHS) 	<ul style="list-style-type: none"> • National elections in 2002 bring in office a government committed to these issues. • Economic situation does not further deteriorate.
<p>Purpose To assist the Government in preparing a gender and population project</p>	<p>Project's documents ready by the end of 2002, and Project approved by mid-2003</p>	<p>Draft Report and Recommendation of the President (RRP) completed and acceptable to the Department of National Planning and Monitoring (DNPM)</p>	<ul style="list-style-type: none"> • Commitment of the government • National Population Policy (NPP) still a priority
<p>Outputs</p> <ul style="list-style-type: none"> • Identification of the priority targets and the most efficient modalities to assist the government in implementing activities selected in the NPP in the fields of information, communication and women's empowerment • Identification of project components for possible Asian Development Bank (ADB) financing • Identification of the direct support to be provided to DNMP to assist in the implementation of the NPP • Detailed costing of the activities and investments required 	<p>Detailed implementation plan for the selected activities of the NPP, agreed upon by all relevant stakeholders</p> <p>Specific project components</p>	<p>Draft RRP completed and acceptable to DNPM</p>	<ul style="list-style-type: none"> • Consultation process allows representation of all the stakeholders (notably civil society, and national, provincial, and district levels of government) • Availability of counterpart staff in DNPM

^a GDI=gender-related index, GEM=gender empowerment measure, HDI=human development index

(Reference in text: page 1, para. 1)

Inputs Consultations with government agencies at the national and provincial levels, civil society organizations, and other aid agencies.	Consulting services, workshops, seminars	Consultants' report	<ul style="list-style-type: none">• Successful recruitment and fielding of consultants• Provision of counterparts by the Government
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**COST ESTIMATES AND FINANCING PLAN
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Item	Foreign Exchange	Local Currency	Total Cost
A. Asian Development Bank Financing^a			
1. Consultants			
a. Remuneration and Per Diem	320,000	0	320,000
b. International and Local Travel	80,000	8,000	88,000
c. Reports and Communications	5,000	1,000	6,000
2. Workshops		20,000	20,000
3. Miscellaneous Administration and Support Costs	5,000	0	5,000
4. Contingencies	57,000	4,000	61,000
Subtotal (A)	467,000	33,000	500,000
B. Government Financing			
1. Office Accommodation and Transport	0	40,000	40,000
2. Remuneration and Per Diem of Counterpart Staff	0	90,000	90,000
Subtotal (B)	0	130,000	130,000
Total	467,000	163,000	630,000

^a Financed on a grant basis from the Japan Special Fund, funded by the Government of Japan.
Source: Staff estimates.

(Reference in text: page 4, para. 14)

TERMS OF REFERENCE FOR CONSULTANTS

A. Introduction

1. A team of three consultants will be recruited to carry out the technical assistance (TA). The team will work with (and report to) the Department of National Planning and Monitoring (DNPM). The National Statistical Office (NSO) will be involved as appropriate for the preparation of the demographic and health survey (DHS). Consultation and coordination will be sought with other national (government and nongovernment) agencies, and other aid agencies. The DNPM will provide counterpart services to assist and facilitate in the day-to-day implementation of the TA.

B. Terms of reference

2. A interim report will be submitted to the Government and the Asian Development Bank (ADB) in June 2002. A detailed draft project proposal, including costing, will be developed by the team and will be submitted to the Government and ADB as part of the draft final report. The proposed project will address issues within a strategic framework that matches the Government's plans as presented in the National Population Policy 2000-2010 (NPP, with particular reference to Policy Goals No. 6, 11 and 13) and is consistent with other initiatives in the sector. Provision will be made to ensure optimal coordination with the United Nations Population Fund's (UNFPA's) programs, strategy, and activities.

3. A series of workshops and seminars will be organized in the provinces to ensure the broad participation of stakeholders from government and nongovernment agencies in the project's design process. A detailed work program will be established for TA to be provided under the project, identifying clearly the tasks, deliverables and milestones against which performance can be assessed. Arrangements will be made regarding the required counterpart staff to ensure their availability, with particular consideration for women staff. The management structure for the proposed project will take into account lessons learned from past projects' implementation, notably regarding accounting and auditing functions. Provision will be made in the project to ensure that these issues are adequately addressed.

1. Demographer-Statistician (2 person-months)

4. An experienced demographer-statistician will be recruited to assist NSO in preparing ADB's assistance for the 2005 DHS. The consultant will

- (i) estimate the costs and schedule of the DHS, including preparation, survey work, data analysis, and quality assessment;
- (ii) identify the needs for additional computer equipment to process the data for the DHS;
- (iii) identify and draft terms of reference for the required TA to be provided to NSO to undertake the DHS, with particular emphasis on data analysis;
- (iv) link with the communication specialist to determine how the DHS results will be disseminated; and
- (v) determine the modalities and assistance required to develop a national population information network.

5. The 2005 DHS will use methods comparable to those of 1996 DHS. Linkages will be established with the poverty assessment to be undertaken with ADB's support to ensure that the

household income and expenditure survey to be conducted in 2003 can also be used as a basis for preparing the DHS. Provision will be made in the project's design for the deployment of female interviewers for fieldwork to gather data related to women.

2. Population Communications and Media Specialist (6 person-months)

6. A communications specialist with proven experience in the field of population communication in developing countries, and qualified in media sociology/anthropology, with a strong background in information, education, and communication, will be recruited. The specialist will draft a plan aimed at increasing knowledge and understanding of population and gender issues among target groups, as described in Policy Goal No. 11 of the NPP, and estimate its implementation costs. A priority of the project will be to reach people in the rural areas. In coordination with the demographer-statistician for data sources, and with the gender and nongovernment organization (NGO) specialist for the communication networks and the elaboration of the content, the consultant will

- (i) determine suitable focal points in the various agencies, both government and nongovernment;
- (ii) identify priority strategies and media to reach each specific target group (youth, leaders and politicians, public servants, women, men);
- (iii) determine strategies and resources needed to design the content of messages, with particular attention to communication on gender issues; modalities and strategies to build a program of gender training targeted at senior public servants and decision makers will be identified with the gender and NGO specialist;
- (iv) propose management and implementation arrangements for the communication component;
- (v) identify the needs for TA for the production and delivery of messages, with a particular attention to skills transfer and capacity building; and
- (vi) identify the physical investments required to successfully implement the component.

7. Particular attention will be given to ensure coordination with the education sector, both formal and nonformal and both government and church based.

3. Gender and NGO Specialist (6 person-months)

8. A gender and NGO specialist with a proven experience of working with community-based organizations will be recruited under the TA. The specialist will identify the modalities for the project to provide support for church and NGO initiatives and activities in the field of population policy and gender empowerment, as stated in Policy Goal No. 6 of the NPP. As needs for gender concerns relate to both men's and women's issues, particular attention will be given to the involvement of men and youth, notably through church groups.

9. The consultant will

- (i) identify church and NGO activities and programs relevant to the objectives and strategy of the NPP, and that could be supported by the project;
- (ii) identify the needs for and modalities of training in gender analysis in community-based organizations;
- (iii) determine the modalities of the support to be provided under the project, and establish cost estimates and management and assessment/evaluation mechanisms; and

- (iv) assess thoroughly management issues and capacity building/TA requirements in NGOs and churches for implementing activities relevant to the NPP's objectives, in particular regarding women's empowerment; this assessment will build on lessons learned from past experience with NGO support as part of the Population and Family Planning Project and the Report on NGOs in Family Planning.
10. Consultations will involve
- (i) the gender focal points in the different departments (Planning, Education, Agriculture and Livestock, Finance);
 - (ii) the Department of Social Welfare and Development;
 - (iii) the working group on gender and family violence, to identify initiatives that could be supported by the project;
 - (iv) the program for Women in Politics.
11. Close coordination will be established with UNFPA, the lead United Nations agency for gender, to build notably on the experience from the gender training organized in February 2001.