



“The 2016 FIFA Under-20 Women’s
World Cup in Papua New Guinea:
A Push Forward for Women’s Football
and Women’s Rights?”

IMPACT PAPER

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I. INTRODUCTION

Football World Cups are the highest-level showcase for the top players in the world's most popular game. These Cups have the potential to rally and generate great enthusiasm, movement and community around the sport from local to global levels on a scale unmatched. Simultaneously, these events serve as important platforms for bringing benefits to the host country and contributing to broader social and economic changes.

The country that takes on the immense task of welcoming this global tournament to their home turf seldom does so without envisioning the event's ability to bring benefits to their nation. These include opportunities for promoting participation in the game, encouraging healthy lifestyles, and offering platforms for social cohesion, camaraderie, and national unity. Economic development aspirations also often underlie these hosting decisions, with great expectations of improving local infrastructure, regenerating urban areas, creating new jobs, increasing tourism, developing housing, amongst others.

However, we also know that mega-sporting events can have devastating effects on a host country and its local communities as witnessed with the two recent events in Brazil (FIFA 2014 World Cup and 2016 Olympic Games) and previous Olympics Games in Vancouver (2010) and Sochi (2014), among others. Activists, researchers, reporters, athletes, members of local communities, and others internationally have been increasingly raising critical visibility and voice around the exploitation, exclusion and abuses occurring before, during and after such mega-sport events.

With its leadership changing hands as of February 2016, FIFA is supposedly on the road to addressing these issues surrounding their mega-events and 'bringing FIFA back to football and football back to FIFA', as the newly-elected president Gianni Infantino has promised. In April 2016, FIFA introduced a commitment to human rights and gender equality in its revised statutes¹ (Article 3 and Article 4, see Annex A). In May 2017, FIFA published its landmark Human Rights Policy², which embodies Article 3. The docu-

ment was reviewed by FIFA's Human Rights Advisory Board and a wide range of external stakeholders from international organisations, trade unions, academia, FIFA sponsors and civil society organisations, including Discover Football.

In practice, FIFA's broader commitment to change is outlined in FIFA 2.0: The Vision for the Future. The global governing body outlines its commitments, which include: working to increase engagement with its key stakeholders, including member associations; separating powers at the executive and strategic levels; restructuring of the administration; emphasizing open, democratic and inclusive decision-making processes; integrating human rights into all its efforts; promoting the participation of women in football on and off the pitch, among other organizational focal points.³

Now the real work sets in—making sure these commitments get put into practice—and holding the world's football governing body accountable is all of our tasks.

¹ "FIFA 2.0: The Vision for the Future" (October 2016) http://resources.fifa.com/mm/document/affederation/generic/02/84/35/01/fifa_2.0_vision_low_neu.17102016_neutral.pdf

² FIFA Statutes (April 2016 Edition) https://resources.fifa.com/mm/document/affederation/generic/02/78/29/07/fifastatutsweben_neutral.pdf

³ FIFA Human Rights Policy (May 2017) http://resources.fifa.com/mm/document/affederation/footballgovernance/02/89/33/12/fifashumanrightspolicy_neutral.pdf

Measuring, evaluating and understanding the impact of FIFA World Cups is a crucial place to start. FIFA has begun writing its own impact and sustainability reports in lead up to and following its mega-Cups; and other stakeholders across sectors and industries are also now increasingly doing so for these mega-events. However, a gap exists around understanding and documenting the effects of the smaller scale FIFA World Cups on a host country—in other words, FIFA’s women’s and youth World Cups. This paper is intended to fill this gap by critically reflecting and analyzing the impact of the 2016 FIFA Under-20 Women’s World Cup from diverse socio-political perspectives.

The 2016 FIFA Under-20 Women’s World Cup

Papua New Guinea (PNG) hosted the FIFA Under-20 (U20) Women’s World Cup in late 2016. While it served as an important platform to promote women’s football in the region, not everyone was pleased to see a women’s World Cup in PNG due to its record of human rights abuses, specifically of violence against women and girls.

⁴ Human Rights Watch (HRW) World Report 2016 – Papua New Guinea <https://www.hrw.org/world-report/2016/country-chapters/papua-new-guinea>

Many stakeholders including teams set to compete in the Cup raised questions of concern about players’ safety and wellbeing in PNG, and the issue came under significant scrutiny in lead up to the event. This scrutiny was bolstered by the public pressure that is increasingly being placed on FIFA to address human rights and gender equality in its organization and operations.

Human Rights Watch’s (HRW) 2016 World Report was readily cited in lead up to the U20 Cup by those wary of the event’s planned location. The oft cited statements centered on the prevalence of violence against women in the region, with HRW asserting,

PNG is one of the most dangerous places in the world to be a woman or girl, with an estimated seventy percent of women experiencing rape or sexual assault in their lifetime⁴.

At the same time, in the independent report, “For the Game, For the World: FIFA and Human Rights” (2015), John Ruggie of Harvard University outlined a series of recommendations to FIFA on the subject of human rights. The report suggests FIFA must look at the

⁵ “FIFA and Human Rights: Lessons From the Ruggie Report” Vice Sports (15 April 2016) https://sports.vice.com/en_uk/article/fifa-and-human-rights-lessons-from-the-ruggie-report

human rights risks and record of the given bidding country, assess, ask and hold the host government accountable to its plans for mitigation.

In the report, Ruggie expresses concern over the host choice of PNG, and says that FIFA must take action to protect participants at the U20 Women’s World Cup. In an interview with Vice Sports prior to the Cup he stated,

Multinational organisations that operate there do not allow their female employees to go unescorted in the middle of the day because of the high risk for carjackings, kidnappings, and sexual attacks – and often the police are involved in these. Just the idea of putting 16 teenage girls teams there sort of blew my mind. The questions now is, ‘Are adequate security arrangements being made?’ and I haven’t been able to get an answer (2016)⁵.

The Local Organizing Committee (LOC) in PNG and the PNG Football Association worked to assuage these concerns amongst the international football

community in lead up to the Cup. They positioned the event as a tremendous opportunity for women's football and women's rights in the region, and a unique opportunity to create a positive legacy in their country.

The Cup did indeed take place in PNG as planned from 13 November to 3 December 2016 with sixteen teams from the six global Confederations competing. North Korea won the tournament, making it their second title in this event by beating France in the final, 3–1. In the eyes of PNG and the international football community, the event was a success. Players and teams remained not only safe and respected, but overwhelmingly supported by the local community; stadiums were filled; and pitch quality was up to par. But many questions around impact and success abound following the Cup.

What were the positive and negative impacts of the Cup? Was it truly a success—and for whom? What will be the legacy of this Cup and how will the potential positive effects be made sustainable? How can the

negative impacts be remedied? What type of momentum did the event generate around women's rights and women's football in the region and how to build on this? How can the stakeholders—FIFA, national football associations, community-based organizations, human rights activists, players—learn from this event and ensure that gender justice, equity, and integrity are central features of World Cups going forward?

II. BACKGROUND

Discover Football (DF), an international NGO based in Berlin, has written this paper as part of assessing and documenting the impact of the U20 FIFA 2016 Women's World Cup from a gender and rights-based perspective. This paper has incorporated the insights from participants of the international conference DF hosted in April 2017 in Berlin, Germany titled, 'Women's Football in South/East Asia and Oceania: The U20 World Cup as a Push Forward?' funded by the German Federal Ministry of the Interior (BMI). It included inputs from players, coaches, administrators, practitioners and activists who participated in the 2016 Cup in PNG.

DF is the world's leading network using football to advocate for the rights of women and girls. Its mission is to support women all around the world to gain autonomy, mobility and power through sport as a tool. As such, DF feels strongly about creating space for marginalized voices and experiences in football to be expressed and heard.

Recognizing the significant gap that exists following mega-football events with regard to understanding

and assessing impact from diverse socio-political perspectives, DF sees an urgency in making space and convening stakeholders from various sectors and regions for critical reflection, analysis and action around such events.

While FIFA is increasingly engaging with a sustainability perspective, with 2014 the first time that a comprehensive sustainability strategy was developed for a FIFA World Cup⁶, it is essential to unpack this notion of 'sustainability' and also consider the concept around FIFA's smaller scale tournaments, such as that in PNG. Given the scale of men's World Cups, it is understandable (although not equitable) that greater attention and resources are dedicated to these mega-events. However, every World Cup demands a sustainability strategy, approach and the proper implementation, along with an understanding of its impact.

FIFA does not yet do such evaluation or reporting for its Women's or Youth World Cups. In turn, this conference, research and report aim to contribute to filling a critical gap in the global football landscape of sustainability and human rights.

The main objective of the 2017 DF Conference was to understand such impact from a diverse range of perspectives and consider the implications of the U20 WWC in PNG for women's football and women's rights in the region. This was achieved by bringing together women from different football backgrounds and experiences in Southeast and East Asia, and Oceania.

DF gathered human rights activists, local organizers and administrators of the Cup in PNG; players from both competitive and grassroots levels; coaches, representatives from community-based organizations and NGOs; football union representatives; and football federation members. DF recognizes its conference participants as 'experts'; they are referred to as such for the remainder of this report.

The experts participating in the Conference from the region were as follows:

DekiWangmo, Bhutan Football Federation
Socheata Seng, SALT Academy (Cambodia)
Sabah Khan, Parcham Collective (India)

⁶ FIFA Sustainability Report of the 2014 World Cup (p.19) http://resources.fifa.com/mm/document/afsocial/general/02/50/92/69/sustainabilityreportofthe2014fwc_neutral.pdf

Shrutika Amle, Slum Soccer (India)
Nhodkeo Phawadee, Lao Football Federation (Laos)
Muna Tamang, Go Sports Nepal
Frederica Sakette, Papua New Guinea Football Association
Linda Wonuhali, Papua New Guinea Football Association
Krizanne Ty, Girls Got Game (Philippines)
Seulah Jung, Womenlink (South Korea)
Anticha Sangchai, Buku Classroom / Buku FC, Thailand
Atelaituivailala, Tonga Football Association
Thao Ngo Thi Xuan, Football for All Vietnam / Football Association of Norway

Additional international experts at the Conference included:

Lisa Cole - Head Coach, Papua New Guinea, Women's U20 National Team (PNG)
Caitlin Fisher - FIFPro World Players Union (Netherlands) & Discover Football (Germany)
Mithu M. Sanyal - Journalist and Social Scientist (Germany)
Friederike Möller - Landessportbund Berlin & Discover Football (Germany)

Monika Staab - Technical Football Expert/Consultant/
Instructor (FIFA/UEFA/DFB) (Germany)
Honey Thaljieh - FIFA (Switzerland)

Discover Football experts at the Conference included:

Sonja Klümper
Pia Mann
Terrill Scott
Caitlin Fisher
Friederike Möller
Paula Klinger
Chris Langer
Aline Zimmermann

Following the Conference, additional experts consulted for this paper included:

Yvonne Gabong - PNG U20 Women's National Team Captain
Emily Ogle - USA U20 Women's National Team Player
Ellie Jean - USA U20 Women's National Team Player



III. ASSESSMENT, REFLECTION & ANALYSIS: IMPACT OF THE U20 FIFA WOMEN'S WORLD CUP ON WOMEN'S FOOTBALL & WOMEN'S RIGHTS IN THE REGION

Experts at the DF Conference explored the positive and negative impacts of PNG hosting the World Cup. This meant considering the diverse perspectives of those involved including the PNG government, the local organizing committee (LOC), local communities, football governing bodies, players, and the international football community. It was acknowledged by the experts that FIFA, with its new leadership, is increasingly working to ensure that the planning and delivery of World Cups reduce the negative and enhance the positive impact of the event on people, the economy and the environment.

It was also noted that FIFA understands it as their responsibility to minimize the associated negative impacts of the World Cup, while simultaneously maximizing the positive impact it can have⁷. Nevertheless, experts acknowledged the critical role that they as local and international stakeholders must play in holding FIFA accountable and finding channels to work together to make World Cups positive, human-centered events. A big part of this will require FIFA listening.

⁷ Institute of Human Rights and Business (IHRB) (2013) www.ihrb.org/pdf/2013-10-21_IHRB_Mega-Sporting-Events-Paper_Web.pdf

Positive and Negative Impacts of the PNG U20 Cup: Expert Perspectives

Bringing global attention to a country

The positive recognition that the event brought to the country was heavily emphasized by the experts. This country, situated just 160km north of Australia with a population of 7.2 million, rarely gets the international spotlight—except perhaps negatively for its oft described, ‘untouched’ culture and its reputation of violence. PNG is typically regarded as one of the least explored, culturally and geographically, countries in the world. Of course, this reputation has also easily fed into problematic Development discourses. Nearly 40 percent of the population lives a self-sustainable natural lifestyle with no access to global capital⁸. It was noted anecdotally by some of the experts that many in the international football community had to ask where PNG was located on the map prior to the Cup.

Experts asserted that the event served to change in-

⁸ World Bank (2010). World Development Indicators. Washington DC.

ternational and ‘outsider’ views of the country in a positive manner. They believed that the Cup shed a new light on PNG for the international community by showing a country getting behind women’s football with great enthusiasm and support. They also used the event to campaign against gender-based violence, and felt they pulled off a prestigious global sporting event with grace. An average of more than 100 million people watched the tournament around the world and PNG Sports Minister Justin Tkatchenko noted that the coverage was priceless exposure for Papua New Guinea.

This is similar to what the Institute on Human Rights and Business states with regards to mega-sporting events, maintaining, “If successful, they project a new positive, or revitalised, image and identity for the host city via massive media coverage.” While the media coverage for this event was nowhere near the level of men’s World Cups, it was the biggest sporting event ever broadcast from Papua New Guinea. While the media coverage of this event was nowhere near the level of men’s World Cups, it was the big-

⁹ Institute of Human Rights and Business (IHRB) (2013) (p.22) www.ihrb.org/pdf/2013-10-21_IHRB_Mega-Sporting-Events-Paper_Web.pdf

gest sporting event ever broadcast from Papua New Guinea.

Media undoubtedly played a crucial role in terms of exposure, but experts suggested that perhaps more important were the in-person experiences. Experts felt that having football delegations from 15 different countries congregate in PNG and experience the land, the people, and the culture for themselves moved minds in a way that no media coverage could possibly manage. Direct interaction with local people was regarded as invaluable.

Serving as a source of inspiration

Many of the experts commented that witnessing PNG 'succeed' in hosting the Cup served as inspiration for them all. It provided a sense of hope to many in the region, and perhaps globally, that any country—large or small, with an advanced economy or not—has the potential to host a World Cup. It was also noted that local organizers in PNG felt inspired by their accomplishments, which required stepping greatly outside

of their comfort zones, taking immense risks, and ultimately proving to themselves—and to the global football community—that they could do this.

Boosting the economy

As part of an effort to increase employability among young people in Papua New Guinea, the FIFA Local Organising Committee partnered with the Urban Youth Employment Project (UYEP) — a local-level government initiative by Governor Powes Parkop and Sports Minister Justin Tkatchenko funded by the World Bank, the Australian Government, the Oceania Football Confederation, the US Embassy and UNICEF.

The volunteer program focused on employability and creating female role models around the Cup. The program trained 1,000 young adults to join the FIFA Local Organizing Committee workforce to support the delivery of events and activities and aimed to empower them to gain access to the formal labor market following the training. The volunteers, coming from 20 settlements in Port Moresby, received a three-month

training that gave them hands-on work experience, exposure to a workplace setting and life skills training in health and hygiene, financial management and communication.

Never before in the organization of a World Cup were young people from the surrounding neighborhoods involved like this. It represented a unique legacy angle for FIFA, which generally leaves behind infrastructure legacies after its international tournaments—this Cup is one of the first occasions where FIFA is arguably leaving behind a human resource legacy. More work needs to be done now to follow up on the actual impact of this purported human resource legacy.

The Cup did bring new jobs and economic opportunities to PNG, with the economy of Port Moresby receiving a 25 million Kina (PGK) (\$7.7 million USD) boost by hosting the Cup. The economic beneficiaries of the Cup¹⁰ include service providers who were paid about PGK 7 million (USD 2.1 million) for the services rendered to FIFA over the course of the tournament. This included hotels, public motor vehicle (PMV) buses, private hospitals, motor dealers, cater-

¹⁰ Direct source interview - Linda Wonuhali, Papua New Guinea Football Association (30 June 2017)

ers, tourism, arts and craft and small and medium enterprises alike and more than 1000 youth, contracted to assist. One hotel said that they had benefited from at least PGK 3 million through the Cup, but it had come with a lot of work to provide almost 500 daily meals and other services needed to suit the team players and officials.¹¹

FIFA declined to comment in the media but of the Cup. The economic beneficiaries of the Cup sent the following message to the service providers and contractors:

Event's such as this (FIFA U20 Women's World Cup) is a way to speed investments in certain areas and infrastructure that otherwise would be forgotten or would not pass through the political process, it will also leave a huge legacy behind¹².

How sustainable these new jobs and the economic opportunities are now that the Cup has left town, especially in the face of the debt the Cup generated, must be further explored.

¹¹ Ibid

Shadow effect on the economy

Like most major international sporting events, this Cup required significant public funding and forced the PNG government to reach deep into their pockets. While the PNG economy saw money from FIFA injected into it, there was an economic downturn that came with the Cup. According to Linda Wonuhali, Vice President of the Papua New Guinea Football Association (PNGFA),

The government had to dig deep into its reserves to host the 2016 FIFA U20 Women's World Cup as this was a very significant event for the country in our efforts to introduce Papua New Guinea to the world and the world to our country.

To date, the government has a debt of PGK 16 million (USD 5 million) to be paid to services providers by the government – especially for building and upgrading infrastructure for the tournament; whilst the Local Organizing Committee has a debt of PGK 5 million (USD 1.5 million) to be paid to its service providers.¹³ At the Discover Football Conference in April 2017,

¹² Ibid

Wonuhali noted that in the month after the Cup, the government was not able to pay its state employees. Families and friends ended up subsidizing public servants to fill this institutional gap—something that Wonuhali asserts is a typical 'cultural response' in PNG.

Additionally, labor rights issues must be factored into questions of economic growth and investment associated with such events. In the context of mega-sporting events, the Institute on Human Rights and Business (2013) notes,

Contract workers, many of whom may be migrant workers lacking legal protection, are in high demand both during the construction phase, and around the time of the event itself in the hospitality, cleaning, catering, transport and security sectors. Some contract workers are recruited directly by the local organisers or agencies acting on their behalf for work on official sites. Others are hired by businesses, such as hotels and restaurants that may have no formal or official involvement. Irrespective, stakeholders are

¹³ Direct source interview - Linda Wonuhali, Papua New Guinea Football Association (30 June 2017).

demanding new approaches to ensure the rights of these workers are protected (16).

It is important to explore how these issues manifest around smaller scale tournaments such as this one in PNG.

Questions of labor rights and exploitation must also be examined from other angles as well. Following the event, David Chung, PNG Football Association president acknowledged, “Our country could never have hosted this World Cup so successfully without your help”, in thanking the volunteers. The volunteer program had a clear intention to address some of the dramatic unemployment issues seen in PNG today, where young people make up almost half of the urban poor population and the World Bank estimates that 70-80 per cent of young Papua New Guineans are unemployed¹⁴.

To clarify the term ‘volunteer’, the participants in the Urban Youth Employment Project (UYEP), who formed the ‘volunteer’ workforce for the World Cup

were paid for their services during the three-month engagement, which included the World Cup. It has been cited that volunteers valued the confidence that was offered them, being given great responsibility and also the chance to have an impact for their country, which apparently brought a lot of enthusiasm to the tournament.

But when an event is dependent on the labor of 1,000 volunteers ‘collected’ off the streets of marginalized communities and this is positioned as a form of community engagement and empowerment, it is critical that questions get raised. In particular, elements of this labor that served as a significant motor behind the Cup should be examined with regard to contracts, level of pay, protections and the general working conditions.

Improving infrastructure

World Cup host countries often invest in infrastructure projects and improvements in lead up to the tournaments. However, because the scale of the U20

women’s tournament was relatively small compared to mega-Cups, and with only a single-city (capital Port Moresby) as the site, the investment in transportation, logistics and other infrastructure investments were relatively minor. There were 1,000 football players, officials and stakeholders (700 of them traveling from abroad) involved in this U20 Cup.

Cup participants and fans did benefit, however, from the massive infrastructure development that PNG carried out for their hosting of the 2015 Pacific Games—an asset the country undoubtedly leveraged in acquiring hosting rights for the U20 Cup. While the U20 Cup incentivized some improvements in stadiums and new sporting facilities, it largely utilized the 2015 sport infrastructure projects. The Sir John Guise Stadium – an 18,000 seat arena – which the PNG government built for the 2015 Pacific Games in July, was one of the four stadiums used for the tournament. The three other stadiums included: National Football Stadium, Bava Park Mini Stadium, and the PNG Football Stadium. Training sites were also prepared for the sixteen participating nations who competed. Five hotels in the

¹⁴ FIFA “Volunteer programme leaves a lasting legacy for young people in PNG” (28 November 2016) <http://www.fifa.com/u20womensworldcup/news/y=2016/m=11/news=volunteer-programme-leaves-a-lasting-legacy-for-young-people-in-png-2855615.html>

city accommodated the players including technical officials during the tournament.

Shadow effect of sport infrastructure projects

Again, attention needs to be drawn to the labor and conditions behind the construction and preparation of these facilities. Wonuhali noted that given the time pressure (they were only told six months in advance of the Cup that the event would be a definite go-ahead), they had to scramble in many areas to make it happen. PNG was told to have 17 football fields ready before the teams came (16 teams plus one field for the referees). Numerous locations were identified in Port Moresby to provide the 17 required training sites, but for a variety of reasons, (including too little preparation time), only 12 were delivered for the competition, of which eight had floodlights.

For ease of development first priority was given to government operated locations including the Bis-

ini Sporting Complex which provided four training sites with floodlights, and within the same precinct as Bava Park. Similarly, the Sir John Guise precinct housed one (1) training site, however the dimensions fell below the minimum requirement of 105m x 68m and was under-utilised during the competition.

Second priority was given to state-owned sites including two pitches at the PNG Defense Force facility at Murray Barracks. However, only one pitch was completed for the competition complete with floodlights. Two pitches were delivered at the Institute of Public Administration, one (1) with floodlights. The University of PNG was proposed for two pitches but due to unforeseen factors construction started late and was not able to be completed for the competition.

Third priority was develop facilities at schools for community. The pitch at POM National High School was completed with floodlights, as was the pitch at Gordons Secondary School. Unfortunately, the two pitch-

es at Gerehu High School and the pitch at POMIS were not completed.

Fourth priority was utilise existing facilities that needed little to no infrastructure upgrade. Initially the training pitch within the National Football Stadium precinct was the only such facility to be identified for use. However, as the number of proposed sites that were unable to be completed grew, the pitch at Sir Hubert Murray Stadium was secured to provide additional training pitch. Although 17 training sites was the minimum standard outlined in the Hosting Agreement, FIFA agreed to a minimum of 12 training sites after formal request from the LOC—provided at least eight had the necessary floodlights.

Many field sites were thus dug up started but left unfinished, including school playgrounds, now unusable. The government has promised to rebuild some of these but it is unclear when this will happen.

The time constraints and tight deadlines on construc-

tion projects, often witnessed in lead up to international sporting events, can have devastating consequences related to working conditions, inclusivity, contract workers' rights, union rights and access to natural resources¹⁵. Such pressure often gets absorbed by the human resources—laborers—and places great burden and risks on bodies.

Stadium workers in PNG had to work long hours, overtime, day and night, with low pay and high pressure to get the facilities done in time. In this context, occupational health and safety hazards can also increase significantly. This is elaborated by the Institute of Human Rights and Business IHRB (2013):

As with any major construction and infrastructure project, there is a risk that people may suffer unnecessarily if proper due diligence and human rights awareness are not factored into planning from the initial conception. As well as workplace accidents, risks include workplace discrimination, denial of union rights, the exploitation of tempo-

rary workers (e.g. migrant workers who may be in debt bondage or lack legal protection), and human trafficking. Communities living near any large-scale construction and infrastructure projects are often affected. Common complaints include adverse impacts on access to energy, potable water, and housing, and concerns around public and private security (13).

Papua New Guinea were awarded the hosting rights of the tournament by the FIFA Executive Committee very late¹⁶. South Africa were originally awarded the hosting rights by the FIFA Executive Committee on 5 December 2013. However, they later withdrew, giving notice at FIFA's Executive Committee meeting prior to the 2014 FIFA World Cup. After South Africa's withdrawal, Papua New Guinea and Sweden announced that they would be interested in hosting. Papua New Guinea was awarded the hosting rights by the FIFA Executive Committee on 20 March 2015.

A range of problems subsequently led to a scaling-back

of the tournament to four venues in and around Port Moresby. Expert Frederica Sakette, of the Papua New Guinea Football Association, noted that it all worked out in the end because of the diligence of the workers and the support of some international construction experts as project managers.

While they managed succeed with the construction projects for the tournament, questions abound over the sustainability of such works. Was there sufficient knowledge exchange? Was there adequate capacity-building for people in the PNG infrastructure and construction industry around these projects? Was dependency on outside expertise created?

FIFA engaged a construction consultant who had worked for the Costa Rica Football Association (FA) on the 2014 FIFA U-17 Women's World Cup. He was based in Port Moresby for the majority of 2016 to ensure the construction projects were completed on time. In addition, the LOC engaged three turf experts to work on completing the construction of the fields in conjunction with the local staff. Due to the

¹⁵ Institute of Human Rights and Business (IHRB) (2013) (p.12) https://www.ihrb.org/pdf/2013-10-21_IHRB_Mega-Sporting-Events-Partner_Web.pdf

¹⁶ FIFA "2022 FIFA World Cup to be played in November/December" (20 March 2015) <http://www.fifa.com/worldcup/qatar2022/news/y=2015/m=3/news=2022-fifa-world-cup-to-be-played-in-november-december-2568172.html>

specialist nature of the work, an accreditation expert was also engaged, who as a result will return to PNG to assist with the delivery of the Rugby League World Cup to be held in November 2017.

The Papua New Guinea Football Stadium in Port Moresby (for which Sakette was responsible), has reportedly not been used since the Cup (for four months) and the grass is now close to knee-high. Part of the problem is that the grass came from a specialist seed for tropical climates brought in from USA. Local staff were trained on the maintenance of the fields. However, the ongoing costs of maintenance for premier sports fields remains difficult to sustain.

This issue alone raises significant concern for sustainability and was clearly not factored into the planning nor preparation phase. At the men's 2014 FIFA World Cup in Brazil, FIFA and the LOC offered a six-day sustainability training program that supported the 12 stadium authorities in their efforts to manage their respective stadiums sustainably during the FIFA World Cup and beyond¹⁷ These same types of sustainability

training programs should be offered at all FIFA World Cups events, such as PNG, on a relevant scale.

Another concern was raised regarding the stadiums' usage. Currently the facilities are idyllic and abandoned while the PNG Football Association awaits government authorization to oversee the facilities. The PNG Football Stadium is yet to be allocated a sporting code by the government. The PNG Football Association is hopeful that the government will soon make a decision to allocate the stadium to them for all football activities going forward. It is unclear how long this process will take. In the meantime, players are missing out on important opportunities to train and compete in these venues in the wake of the event. If and when the facilities are granted to the FA, there is no guarantee that female players will be given adequate or equal access to them. The cost of hire of the stadiums since the World Cup has been set at a price that makes it difficult to justify use on a consistent basis. It seems the hire fee is being positioned to offset the ongoing maintenance costs such as water, energy, specialist items. A good plan is lacking for how the

stadiums could be used beyond training.

Further questions have been raised about the displacement of people and forced evictions surrounding the construction sites. According to the experts from PNG, such displacement was not experienced at this Cup. Nevertheless, these are common side effects of mega-sport infrastructure projects as are matters of property rights with the acquisition of land, and should not be overlooked.

Environmental impact

FIFA has stated as one of its key objectives that it and the LOC

will work to reduce the negative environmental impact of preparing and staging the FIFA World Cup, focusing on waste, water, energy, transportation, procurement and climate change, and use the event to raise awareness about the environment¹⁸.

¹⁷ Sustainability Report of the FIFA 2014 World Cup Brazil (p.10)
http://resources.fifa.com/mm/document/afsocial/general/02/50/92/69/sustainabilityreportofthe2014fwc_neutral.pdf

Questions of environmental impact of the PNG Cup were raised by the experts, particularly relating to the construction projects and travel.

As far as we know, the environmental impact of the Cup in PNG was not monitored, recorded or reported on by FIFA or other partners. One certain environmental impact was the carbon footprint of transporting 15 national delegations and teams to PNG from around the world. Undeniably, given PNG's remote geographic location, there are limited connecting flight paths with direct flights into Port Moresby. Clearly, it is difficult to minimize the travel of participating delegations to the site of international tournaments. However, even measures for offsetting the carbon footprint of team and fan travel could be considered.

Health and safety

For its mega-World Cups, FIFA, the LOC and local authorities have measures to ensure the safety of fans in accordance with the FIFA Stadium Safety and Security

Regulations¹⁹. The PNG LOC was obliged to deliver to the same standard, taking into account local conditions.

Details of the security measures taken for the event, according to the PNG LOC, were as follows: The overriding outcome sought for the event was to ensure a safe and secure competition through the collaboration of FIFA, the LOC, the Royal Papua New Guinea Constabulary ("RPNGC"), and other related agencies. As was the case for the security operation for the Pacific Games in PNG in 2015, a combined taskforce was established for the U20 Cup with the RPNGC taking the lead in the Concept of Operations with support from the PNG Defense Force, Correctional Services, Australian Federal Police, National Intelligence Office, PNG Customs, National Airport Corporation, Department of Transport, the National Maritime and Safety Authority, National Security Advisory Council, PNG Fire Service and NCDC Security.

This security operation covered match venues, training sites, team hotels and the FIFA HQ. It also incorporated security and safety support for teams, match

officials, VIPs and workforce. There was cooperation with government security agencies, as well as with the FIFA Security team at each of the match venues.

Central to the Concept of Operations was the crucial role that women would play in the safety and security of the teams, particularly given the sensitive areas that needed to be secured such as accommodation, dressing rooms and others. One of the key roles was the Team Security Liaison Officers ("TSLO") who were supplied by the RPNGC and were all female staff. The TSLO provided a direct line of communication to the RPNGC and provided local information on what team members should and should not do in the Host City. On match day, the TSLO coordinated the police escort to and from the match venue. Two TSLOs were assigned to each team and stayed at their official accommodation, meaning they were available 24/7 during the team's stay in Port Moresby. Approximately 200 female police staff were engaged for the operation and in order to provide the necessary numbers staff were drawn from Port Moresby, Lae, Kimbe, and Mount Hagen.

¹⁸ Sustainability Report of the FIFA 2014 World Cup Brazil (p.23)
http://resources.fifa.com/mm/document/afsocial/general/02/50/92/69/sustainabilityreportofthe2014fwc_neutral.pdf

¹⁹ Sustainability Report of the FIFA 2014 World Cup Brazil (p.41)
http://resources.fifa.com/mm/document/afsocial/general/02/50/92/69/sustainabilityreportofthe2014fwc_neutral.pdf

During the event, the security taskforce conducted searches and security inspections in all official sites that were used for competition, including match venues, training grounds and accommodation areas. The inspections were conducted in partnership with the Australia Federal Police, under the PNG–Australia Policing Partnership Program. A team of 37 police personnel specialists in dog handling, detecting and defusing explosives conducted the thorough inspections with the aim of providing a safe environment for football stakeholders and the supporters. A number of these officers were new in conducting such major operations, but the combined operation gave them experience and prepared them for 2017 National General Election and the APEC Summit in 2018. Private security firms provided services at the respective match venues to varying levels of efficiency.

From an overall security perspective, the competition was a success according to the PNG LOC. There were no significant issues or incidents arising during the four weeks teams were in country. Spectators were “well-behaved and the issues sometimes seen at foot-

ball matches overseas, or rugby league matches in Papua New Guinea were not present in Port Moresby during this Cup”, according to PNG representatives.

Player safety

Beyond the safety of fans, focus also must be drawn to the protocols and practices regarding the safety of players. This is particularly relevant when discussing a youth World Cup where majority of the players are not necessarily professional athletes, thus do not have professional contracts. Were the appropriate insurance, protections, and remedy mechanisms in place and accessible to the players? This should be explored further, particularly in the context of the work of FIFPro, the World Players’ Union. Gaps may exist between these young women’s status as amateurs and professionals, with national team duties, leaving implications for players’ rights.

Violence and security in PNG also became a concern of some teams and players preparing to compete in

the Cup. This concern was heightened by warnings found on state department travel sites, including the government of New Zealand:

The law and order situation in Papua New Guinea continues to pose serious risks to travellers. Violent crime, including armed robbery, carjacking and sexual assault, is common throughout the country, especially in urban areas such as Port Moresby, Lae and Mt Hagen. The settlement areas of urban centres, including in Port Moresby and Lae, are particularly dangerous. Expatriates and foreigners have been targeted for robberies and car jacking in the past. Robberies have been known to take place inside business premises in Port Moresby and other urban centres. Much crime is opportunistic but organised criminal groups also operate in Papua New Guinea²⁰.

While clearly safety issues are a concern in PNG, an alarmist discourse that reinforces global power hierar-

²⁰ <https://www.safetravel.govt.nz/papua-new-guinea>

chies can easily become problematic. In speaking with PNG player Yvonne Gabong on the topic, she states:

Safety issues are always a problem for foreigners and this we clearly understand because of how the media describes PNG. The fear of whether they'll be safe or not, but PNG is safe, people here are friendly they will treat you fairly as their own. In the past PNG, is unsafe but now PNG is developing and things have changed over the course of time so there is nothing to be afraid of. I'm pretty sure that their stay here in PNG was a life-time experienced because people of PNG welcomed them and everywhere they went people always greeted them.²¹

In follow up to the Cup, Discover Football interviewed and spoke with Ellie Jean from the U.S. team stated:

As a team, we had several meetings about the safety of PNG, but overall I never felt

threatened or unsafe. We took many precautions to make sure we were safe and didn't get into any trouble. I was more concerned for my parents who were planning to attend the group stage matches and wanted them to know that they can't just go walking around.²²

In an interview with Emily Ogle, also from the U.S. team, she noted that they were not allowed to leave their hotel during their first training trip to PNG in May 2016, and everyone was very cautious, but after getting a better feel and understanding of the area, the restrictions were loosened.

Promoting gender equality and human rights

FIFA World Cups can play a crucial role in promoting human rights. In the case of this tournament in PNG, the event was used as a platform to promote women's rights and speak out against gender-based violence. While powerful campaigns were established

for the Cup, arguably the most impactful campaign was the football itself.

There is well-established research that shows how women's and girls' engagement in football can serve to challenge harmful gender stereotypes about women's role in society. As football is understood as a traditionally male sport in most countries around the world, including PNG, the presence of women in this arena can force gender norms and the status quo to be questioned.

Wonuhali notes, in PNG, culturally women are responsible for providing food, cooking, taking care of children, feeding their husbands and the care work in general. As women do the care work, she says, "Men are only sitting and watching." In PNG, the importance of men and boys having the chance to watch women play at a very high level could not be overstated, according to the experts.

The LOC was delighted that 159,099 people (an average of 4,972 per game) attended the 32 matches

²¹ Yvonne Gabong, PNG U20 National Team 2016. (Direct source interview July 2017).

²² Jean, Elle. United States Under-20 National Team 2016. (Direct source interview - 13 June 2017).

²³ Soccer Wire, "Papua New Guinea U-20s take a stand: We're here for a purpose" (9 September 2016) <http://www.soccerwire.com/news/clubs/youth-girls/papua-new-guinea-u-20s-take-a-stand-were-here-for-a-purpose/>

of the FIFA U-20 Women's World Cup, including two sold-out matches in the opening match and the final. This result surpassed the goal of 135,000 spectators and made for a memorable competition. The competition was also played in perfect weather conditions for spectators with no inclement weather affecting any of the six match days.

What was especially pleasing was the turnout of Papua New Guinean fans especially given the lack of an expatriate community for some of the participating teams in Port Moresby. In this regard, the "Adopt-a-Team" concept mobilised by the Host City – and supported by the LOC – ensured that all 16 teams had their own support for their matches.

We would normally get big crowds for the men's games. But for this tournament the crowds have been really good. They have been behind women's football throughout the tournament. I don't think you normally see that in other countries. The spectators have really enjoyed every moment.

Sport is popular in PNG, but I think it is this advanced level of quality, being on a World Cup stage, added with the promotion of the tournament that has helped [draw crowds].- Desyln Siniu, PNG women's national team captain.

A standout aspect of the crowds that attended was the engagement between the fans and the teams, which was excellent and created a feeling of mutual respect between the host country fans and the visiting teams. Rebecca Smith, FIFA Senior Competitions Manager, stated:

There have been some amazing crowds and the participating teams have provided some very positive feedback, and have some positive experiences to take away from PNG. It has been one of the best attended events that we have had, not just in terms of numbers, but in terms of atmosphere at the stadiums. The crowds have really gotten behind all the teams, and the experience for

*the fans and the teams has just been phenomenal.*²³

The event increased the positive visibility of women in the public sport space, which as research shows, can have significant positive ripple effects on the way women and girls are viewed and valued in society at large. PNG defender Margaret Joseph commented in lead up to the Cup:

*Everyone is excited to see women come to PNG and play soccer, and they want to see how fast women can play soccer in other provinces and countries as well. They are so excited and ready to cheer the other teams also coming into PNG*²⁴.

The Cup also coincided with the global '16 Days of Activism' campaign against gender-based violence (GBV), which served as an important opportunity to tie the issue together with football. FIFA themed the tournament around 'ending violence' and tied it to the #ENDViolence campaign at the Cup. The #ENDVio-

²³ <http://www.fifa.com/uzowomensworldcup/news/y=2016/m=12/news/praise-for-png-ahead-of-tournament-finale-2857157.html>

²⁴ Soccer Wire, "Papua New Guinea U-20s take a stand: 'We're here for a purpose'" (9 September 2016) <http://www.soccerwire.com/news/clubs/youth-girls/papua-new-guinea-u-20s-take-a-stand-were-here-for-a-purpose/>

lence campaign was a regional initiative championed by the Oceania Football Confederation in conjunction with UNICEF for 2016 and a proposal was made to FIFA to include this in the overall concept of the FIFA U20 Women's World Cup. All regional football events carried this message in 2016 and culminated at the World Cup with all teams participating in the awareness campaign. In addition, the National Capital District had already declared 2016 as the year of Port Moresby being a 'safe city for women and girls' as part of the UN Women Safe Cities Program under the 'Sanap Wantaim': The New Normal Campaign²⁵. This was a solidarity campaign created to mobilize men and boys throughout the city to stand with women and girls as partners and allies to make the city safe for women and girls.

FIFA and the LOC also engaged with local aspiring and active female sports media journalists by hosting a workshop in conjunction with the competition. A dozen participants are involved in Women in News and Sport (WINS), a program initiated by the Australian Department of Foreign Affairs and Trade designed

²⁵ UN Women, "Sanap Wantaim: The New Normal" (28 October 2016) <http://asiapacific.unwomen.org/en/news-and-events/stories/2016/11/sanap-wantaim-the-new-normal>

as a training and mentoring for female journalists in the Asia-Pacific region. The program, which covers a diverse range of media skills, seeks to mentor participants through a sports event promoting women in sport from elite to community levels, and amplifying women's voices in sports coverage.

Papua New Guinea is the first country where WINS is taking place, with participants from Samoa and Tonga also participating. Participants were treated to a diverse range of FIFA speakers, headlined by #ENDViolence campaigner and England international Alex Scott, and Sarai Bareman, FIFA Chief of Women's Football. Some of the other areas covered included TV broadcast and commentary, online journalism and social media, competition operations, refereeing and technical development.

The United States U20 Women's National Team supported the #ENDViolence campaign and added their voices to the thousands of PNG youth working to create a new normal in PNG, one where women and girls are safe in the public and private spheres. U.S. Team

²⁶ UN Women, "U.S. U-20 Women's National Team joins the "SANAP WANTAIM" Campaign to support a Safe Port Moresby for women and girls" (2 November 2016) <http://asiapacific.unwomen.org/en/news-and-events/stories/2016/11/national-team-joins-sanap-wantaim#sthash.yPUdHAzH.dpuf>

Captain, Mallory Pugh stated:

On the field, we are all tremendous competitors, but for sure we stand side-by-side with PNG and other U20 Women's National Teams in supporting the right for all women and girls to be safe whether they live in United States, in Papua New Guinea or in any other culture and country around the world²⁶.

Ellie Jean, another player on the US team, with whom we interviewed as part of this report, also noted that connecting to this movement for women's rights and being in PNG was also about their own growth as world citizens:

We took our first trip [to PNG] about six-months before the actual World Cup and when we went in June we got to meet the #ENDViolence campaign group. I think it's great that we could connect and get exposed to other cultures because it makes us more

aware about other parts of the world that we, living in America, are not always taught about. Also during the world cup, we often went to a small school to do pool recovery and there were many kids we could interact with briefly. PNG in general was very eye-opening, just bussing from hotel to game field and seeing that people lived in shacks on a hill without electricity, made for an educational trip as well as a trip for socce²⁷.

Jean noted that some of the players did a video for the #ENDViolence campaign, but she feels that going to visit young boys and girls in the area to talk about their lived experiences would have been much more impactful for both the kids and the players.

The work on GBV was also a central part of the aforementioned FIFA volunteer program, in which 699 (324 females and 375 males) of the young adults who volunteered at the Cup received a one-day training on the subject²⁸. The training was delivered by FHI 360, a PNG-based nonprofit human development organization

²⁷ Jean, Elle. United States Under-20 National Team 2016. (Direct source interview - 13 June 2017).

dedicated to locally-driven solutions. The training consisted of three parts: an introduction to violence against women; power and control; and service promotion.

Many saw the Cup as offering an optimal platform to transform attitudes around GBV. Following the Cup, the plan was for fifty volunteers to be selected to be #ENDViolence ambassadors in their communities and receive further training to be able to support a broad-based community awareness campaign in 20 disadvantaged communities across Port Moresby. More follow-up work needs to be done in this area to find out measure and evaluate the impact of the ambassador program.

In addition to these campaigns and trainings that used the Cup to promote women's rights and gender equality in society, FIFA also introduced new U20 Women's World Cup competition regulations to promote women's rights and gender equality in the game. The new FIFA competition regulations introduced in September 2015 required that all participating member associations ensure the inclusion of female staff in their official delegation list.

²⁸ FHI360 Papua New Guinea (January 2017 Newsletter, Issue 6) <https://www.fhi360.org/sites/default/files/media/documents/png-newsletter-jan-17.pdf>

These new regulations state: 1. at least one member of the team's medical staff, such as a doctor or physiotherapist, be female; 2. that at least one member of the team's coaching staff to be female; and 3. that ideally, at least half of the team officials be female²⁹.

Changing regulations as such is a crucial aspect of top-down structural change for gender equality. Such steps must continue to take place within FIFA and member associations alongside the proper accountability, monitoring and measuring mechanisms.

Shadow effect on challenging gender norms

Challenging gender norms in any context or culture can lead to backlash and negative reactions. Women's and girls' engagement in football in contexts where it has been a historically and exclusively male sport, can be interpreted by some as threatening and must be factored into football engagement strategies. This includes considering the impact of gender-targeted regulations, such as the aforementioned ones.

²⁹ FIFA Circular no. 1510 (November 2015) http://resources.fifa.com/mm/document/affederation/administration/02/73/25/35/circular-no.1510-fifau-20and-17womensworldcupsin2016_neutral.pdf

It is critical that the introduction and integration of women and girls into football spaces in such contexts be carried out with great awareness and sensitivity to the local circumstances, culture, history and existing power dynamics. Cultural customs, religion and social boundaries in PNG were also cited by the experts as restricting efforts to address topics like health issues and gender equality in the country, where, for example, it is unacceptable to have any discussion of violence or HIV/AIDS in public. Football must understand how it is positioned within these socio-cultural webs of norms, customs, beliefs and values in any given location before it can be understood or used as a ‘tool for change’.

Empowering women and girls

The value of football in empowering individuals has been well established, particularly for girls and women. Female players can experience not only the physical and social empowerment through the game, but also the added self-worth and value of doing it in a

typically male domain—(which can simultaneously be a source of oppression, as noted above). Spectators of the Cup in PNG witnessed young women on the field achieving, succeeding, and joining together to celebrate in solidarity with women from all over the world. The event served as an inspiration for girls and women locally and globally, showing them possibilities for what they could be. It turned these young female players “into role models overnight”, as Wonuhali put it, referring specifically to the women’s team from PNG. When these players were not in action on the pitch, they were active with the community in schools and youth centers, campaigning to end violence against women, sharing their stories, and answering questions of young boys and girls.

The empowerment and visibility of these female football role models was particularly important in PNG given that very few women and girls have access to participate in the game. Other roles models played an important part in the Cup as well. Alex Scott, former English International with a legendary football career, played a large role in the U20 Cup media campaign

and served as an important figure to whom girls in PNG could look up. She supported the #ENDViolence initiative, visiting schools with the PNG national team and promoted them.

A PNG national football hero also emerged in Nicolette Ageva, a forward on the U20 PNG team, when she scored her team’s lone goal against eventual champions North Korea. Her goal instantly turned into a symbol of inspiration for the next generation of women footballers in PNG. Other players on the women’s PNG National team as well have turned into local heroes and roles models who are now reportedly going back to their provinces and mobilizing more girls to play football.

The ‘Live Your Goals’ FIFA Program

In lead up to the World Cup, PNG joined 72 other FIFA member associations who implemented Live Your Goals program across the globe. The FIFA women’s program targets young girls in the country to play

football, but also promotes and empowers them to become active participants in society.

Over 200 girls took part at the launch of Live Your Goals in PNG in July 2016 at the Sir John Guise Stadium in Port Moresby. The launch was held in conjunction with the Walk for Life, which attracted thousands of city residents as spectators. During 2016, Live Your Goals was rolled out in Port Moresby, Lae, Goroka and Buka.

Another the focus was on working to strengthen the pathway of women from grassroots, youth to elite level of the game, while touching crucial aspects of development such as coaching education. The idea was to leverage existing programs such as the PNG Football Association's Merifutbol program and making sure girls and women find the way to get involved in football.

A course for coaches working in the Merifutbol program and potential women's national league was held in July 2016. The course was part of the women's

football development plan in Papua New Guinea and was conducted by FIFA Instructor, Carolina Morace from Italy.

The 'FIFA 11 for Health' Program

In addition, the FIFA 11 for Health training program was launched in Port Moresby in July 2016 and over the months that followed, the health, education and training legacy program was rolled out to 16 schools in the area.

The FIFA 11 for Health program places emphasis on the need to reduce the level of communicable and non-communicable health issues or diseases and is supported through the engagement and involvement of renowned football players.

The 11 key messages are: play football, respect girls and women, protect yourself from HIV and TB, avoid drugs and alcohol, use treated bed nets, wash your hands, drink clean water, eat a balanced diet, get vac-

inated, take your prescribed medication and fair play. Representatives from F-MARC (FIFA Medical and Research Centre) flew into Papua New Guinea to conduct the training for 32 teachers from the 16 selected schools in the capital district. After the training each teacher was given a coaching manual with equipment provided by FIFA to run the programs at each of their schools for 11 weeks. Upon completion of the program in the selected schools, the students were presented with certificates during the competition.

Due to internal changes within FIFA, this program is no longer operational. More should be explored here regarding the impact of this program, the effects of its termination, and FIFA's exit strategy.

Growing the women's game and improving player development

The tournament created important exposure for international women's football. It played an important role in contributing to the development of women's

football worldwide with top quality competition and world class matches. Young new stars in the women's game shone, including Japan's Mami Ueno who received the Golden Boot.

Experts at the Discover Football Conference noted that giving a country like PNG the opportunity to host such an event is crucial. They acknowledged the fact that PNG never would have qualified to take part in the event had it not been the host. It was seen as giving them an important jump-start into the arena of international football that might not have come for years otherwise. The country's Federation did not even field a U20 women's program on a full-time basis when FIFA awarded hosting rights in March 2015.

For PNG, investment into elite training of female players was a first. Although the PNG team came in last and only scored one goal in the whole tournament (the single goal they did get was against the eventual tournament champion), they celebrated as if they had won the Cup. Their level of play was well below most of the teams in the Cup, as noted by their Head Coach Lisa Cole, but not without reason.

The PNG team was brought together only nine months before the Cup began. Cole, a North American professional coach, was brought over to PNG to lead the squad. They started with team trials just a year prior to the event in November 2015, at which Cole was told that 60 players would participate—instead only six showed up. Following the initial trials, more players came but they were mainly young children. Camp started for the selected team in March 2016 but it was not certain that all the selected players would take part at the camp.

Cole ran up against tremendous challenges including not being able to recruit from the whole country, top players rejecting an invitation to compete, players lacking a sense of team unity given the extremely diverse tribe-based landscape and the country's young independent history. The nation only got its independence from Australia in 1975, and as Cole pointed out, "The country is younger than me!" She acknowledged that there is a lot of work to do to bring players together under one national team uniform. A country with over 850 different language groups and 750 tribes created a challenging backdrop against which to unify a national team.

When training sessions started, players were not accustomed to playing long matches nor a high level of competition. Nevertheless, Cole said that they got better every training session and developed significantly during the tournament itself. She was extremely proud of her players who she describes as having really come together over the course of the training and the Cup. She believes that if they had had sufficient preparation time with the necessary resources and structure behind them, they would be able to take this team and this program to a very competitive level in a relatively short period of time. She sees tremendous potential, but potential that is impossible to develop unless the resources are present.

Shadow effect on the women's game and player development

The big question Cole and the players have now is, 'What comes next for them?' There has been little mention of the future funding and resources to be allocated to the women's team in the wake of the Cup. After this intense training and competing period, the

team now has largely disbanded and are not training. Through first-hand communication with Cole five months after the Cup, she stated,

I just know the girls are eager to play again and to be together. They made so much progress and now they are doing nothing... to have no programming for them since November is such a shame.

The players are all waiting for word on what comes next from FIFA and their Federation. The players are constantly asking Cole and others what is happening. Nobody seems to have an answer. Cole laments:

I think PNG has missed an opportunity here. They had a good group of players fit and improving who have now not played at any real level for five months. They will be starting over as they look to qualify for the next event. I think PNG is capable of being one of the top teams in OFC. They basically are right now without trying. Beating New Zea-

land is not an easy task but it is doable with investment in the players' health, wellbeing and training. Based on where we are now it is important that the players all get a training schedule. Even if they are not in camp they could be working out, staying fit...It would be nice to get the U17 and U20 groups together training for a couple months before qualifying happens. They will need to get games as well before the event to be ready³⁰.

Cole saw this, as she puts it, "the true start to something special" and comments on the tremendous potential she sees for this group and the young female players in PNG:

Next year's U20's will be from the group that has had the following experience: As U15 girls they went to the 2014 Youth Olympic Games Girls' Football Tournament, seven of them competed in the U20 World Cup, and more of them should have but did not due

to school and late identification. They went through U17 qualifying and will now have the opportunity as true U20's to go through qualifying again. This experience is what will set this group apart from other PNG teams if the FA can organize around them and I think with the help of players that are older and younger, this core group could be the first team to ever qualify for something on their own. It is a long shot but possible if they put the investment into the players. The group that went to the US and played in the U20 World Cup know the level now that they need to get too. New Zealand is better than them today, but I would argue that is only because they are more organized. There is a ton of potential in PNG...The players are ready! They just need the organization to support them.³¹

Cole also emphasized that this is not just about football. She sees continuing with the momen-

³⁰ Cole, Lisa , Head Coach of PNG U20 Women's National Team 2016 (Direct source interview 13 May 2017).

³¹ Cole, Lisa , Head Coach of PNG U20 Women's National Team 2016 (Direct source interview 13 May 2017).

tum of the World Cup leading to improvements in the level of the game being played by PNG women, but regards the social impact that empowering women in PNG could have on the country as more important:

I think this is where countries like PNG benefit the most from FIFA allowing them to host a World Cup. It opens the eyes of people, it changed people's behavior for at least a period of time." Cole questions, "How can we continue this? How can we continue to create a new normal for these young women, where they are respected and valued?"

Cole developed and proposed a tentative annual National team training schedule based on the FIFA and Oceania Football Confederation (OFC) calendar of events (see Annex B). She states that that national teams need to have consistent training throughout the year in order to prepare for events and players need to know when opportunities are coming in order to be prepared. She maintains that if this plan could run for 3 years, PNG will have created a team that can compete with New Zealand. She reinforces the need for coaches

need to be able to bring in kids to give them the opportunity to prove themselves at the elite level; Member Associations (MAs) within PNG need to be engaged to make recommendations on players as well. Cole did not have any MA recommend players when they sent out request for potential players and believes that it is essential that they feel a part of this process.

Cole was eager to continue working with the women's team and developing women's football in PNG. She proposed a legacy plan (see Annex C) for the development of the women's program in PNG following the Cup, and she had a contact in Goroka willing to get sponsors for the program. She pitched this plan to the PNG FA, but she never got their go-ahead to move forward on it. She also sent it to the OFC and the PNG Olympic committee.

This precipitous drop in support and structure for the elite level of training that was given to the PNG players in lead up to the Cup can have grave consequences on the motivation and morale of these young women. Great expectations have been created and cultivated amongst these players so there must be follow up and

continuity in this level of support. This is essential not only for these players themselves, but for all those for whom they are role models.

Wonuhali stated that their goals are to open the minds of PNG Football Association in the field of women's football and support young talented players for the long term. She is worried that this was just one-off support for one tournament and now these girls are sent home, into marriage, and confronted with cultural pressure to give birth and have a family.

As of May 2017, we also received an update from Cole that Nicollete Ageva, one of the U20 PNG team's best players and leading goal-scorer will no longer be able to participate with the team because her football association (Bougainville) is suspended by PNG Football Association. The duration and details of suspension were not specified. It is not clear if this is common practice. This should be looked into further with attention to a player-rights perspective; here we see one of the best players punished and lose eligibility as a result of the politics of her Federation, something over which she has no control.

IV. CHALLENGES & RECOMMENDATIONS

FIFA reports that one of the big challenges it will always face are the expectations that the World Cup raises in a wide range of areas and the subsequent blame that FIFA and the LOC often receive for issues over which they have no direct influence³².

FIFA and the LOC may not have a 'direct influence'—(note, this term should also be problematized)—over certain issues for which they get blamed, but they must take on greater responsibility for their complicity in and utilization of power structures and circuits of capital in place that serve to their great advantage and enable their actions and activities. This means better understanding, assessing and addressing concerns after the Cup, exploring alternative and unconventional forms of stakeholder engagement, and being open to listening and considering how all these new policies, statutes, and programs proposed in FIFA 2.0 get put into practice. Questions must also be posed to FIFA regarding their direct influence over their member associations and how this model of influence might be leveraged to incite greater change at the country level.

³² Sustainability Report FIFA 2014 World Cup Brazil (p.17) http://resources.fifa.com/mm/document/afsocial/general/02/50/92/69/sustainabilityreportofthe2014fwc_neutral.pdf

Stakeholder engagement

How was stakeholder consultation carried out in PNG in lead up to and following the Cup? This is a process to which FIFA is committed, but it must be examined critically. Which local leaders and civil society voices are getting consulted and represented? Who might have been missing from the conversations?

Organization of the Cup, according to some of the local organizers, was very difficult because of FIFA's rigidly-perceived top-down system. Experts noted that organization would have been smoother and more effective had there been a more culturally- and politically-sensitive system of collaboration and communication in place between FIFA and local organizers. Problems can easily develop when, for example, according to PNG experts at the DF Conference, "international women come in and try to lead local men in PNG".

Experts recommend that there needs to be an adaption of the international standard protocol of World Cup implementation to the local context. Existing knowledge and international standards need to be transferred in

³³ Sustainability Report FIFA 2014 World Cup Brazil (p.23) http://resources.fifa.com/mm/document/afsocial/general/02/50/92/69/sustainabilityreportofthe2014fwc_neutral.pdf

a relevant and culturally sensitive manner to the local organizers. It is recommended that FIFA's protocol for the lifecycle implementation of a World Cup (from bidding, planning, preparation, implementation, exiting, to maintaining) be mapped to and interpreted at each stage by diverse cross-sector host country representatives with respect to the local socio-political, cultural, environmental and economic context.

It is noted that FIFA does already conduct a process called 'Materiality Analysis', in which carries out an exchange with sustainability professionals with knowledge of the local challenges, as well as consultation with staff and various other stakeholder groups as it did in Brazil³³. It appears as though a similar type of Materiality Analysis was not conducted prior to the PNG Cup. If it was, the processes for discussing the issues identified and assessing them from internal and external perspectives must be improved, and there must be greater attention to power dynamics and cultural hierarchies in local leadership structures.

FIFA needs to continue working towards finding ways

to involve local stakeholders in a power-sensitive manner to shape the bidding, planning, preparing, operationalizing, and closing processes of the event and defining and guiding its legacy. There are a large number of potential stakeholders involved, so finding the right balance between stakeholder inclusiveness and pushing ahead with the implementation of projects is a formidable challenge for FIFA. FIFA has publicly acknowledged with regards to implementing World Cups that,

to become more efficient in maximizing the positive and minimizing the negative, we will need to start much earlier, working closely together with bidding nations³⁴.

There must be opportunities for diverse sources of local input to be gathered and used in these processes. The national government, private sector partners, and civil society are engaged in these processes already. However, it was stressed by the experts that this engagement is limited in format and contributions.

Deeper questions need to be asked about how such actors are being engaged, who is being engaged—

³⁴ Sustainability Report FIFA 2014 World Cup Brazil (p.17) http://resources.fifa.com/mm/document/afsocial/general/02/50/92/69/sustainabilityreportofthe2014fwc_neutral.pdf

and who is not—and why. Are the actors from government, business and the civil sector representative, and if so, who from these sectors is getting their voice heard? Formal and informal channels through which to communicate must be offered.

It is noted that FIFA recognizes that the local context is going to vary greatly from host to host and will affect its approach to impact:

Local conditions such as the size of the country, the energy supply networks, infrastructure or existing laws and regulations have a significant effect on the selection of relevant issues and the tools available to achieve a more sustainable event³⁵.

However, understanding local conditions in the context of a World Cup must go beyond adapting to the size of the country or the energy supply networks. How a country understands and attaches cultural significance to matters of labor, property, food, security, health, standards of time, language (tone), leadership, gender, race, sexuality, ethnicity etc. will be critical for

³⁵ Sustainability Report FIFA 2014 World Cup Brazil (p.19) http://resources.fifa.com/mm/document/afsocial/general/02/50/92/69/sustainabilityreportofthe2014fwc_neutral.pdf

FIFA and its partners to factor into the implementation of any World Cup.

To do this ‘right’—with integrity and equity—would require support of in-depth intercultural understanding on the part of all sides delivering the event. This would mean before anything gets started, FIFA needs to ask lots of questions—the hard part is knowing the right questions to ask of whom.

Legacy of the Cup in PNG

As made clear from these reflections on the impacts of the Cup through the experiences and views of the experts, the question of what happens after the Cup is of pressing concern. There clearly was a great degree of positive momentum generated through the event. Important infrastructure was built, empowerment of players, fans and local communities, and promotion of gender equality and women’s rights. It is not clear how this momentum will be sustained.

Furthermore, one will note the positive momentum

did not all come without negative effects and experts are curious to know with whom and how to address these issues now that the Cup is over. Where, how, and with whom together can these matters be addressed? What is the maintenance plan for this momentum? It is important to emphasize that while Cup legacy and 'beyond-the-stadium' matters are increasingly moving from FIFA's peripheral vision into plain sight and gradually being recognized as part of their remit, the Switzerland-based global football governing body has been primarily concerned with what happens in the stadiums during its tournaments. In this case, what happened in Port Moresby between 16 November – 3 December 2016 was a competitive, safe, publicly appreciated and celebrated football event. But as stakeholders in the international football community, we must continue to hold FIFA accountable for how it considers and supports the wider ecosystem in and around, before, during, and after its events.

Additional questions are circulating about Cup legacy in PNG with regards to funding for women's football. There was no specific legacy fund left by FIFA in PNG following the Cup as FIFA allocates for men's World

³⁶ "FIFA and the CBF sign MoU for Brazil 2014 Legacy Fund" (10 November 2014) <http://www.fifa.com/worldcup/news/y=2014/m=11/news=fifa-and-the-cbf-sign-mou-for-brazil-2014-legacy-fund-2473211.html>

Cups. For example, following it's the men's 2014 World Cup in Brazil FIFA left a legacy fund that totaled USD 100 million³⁶. This fund was created to support sports facilities, women's football, youth football, and medical and health projects; this was largely about attempting to mitigate the effects the tournament had on the host nation (supposedly USD 15 million of this was pledged to women's football in Brazil).

Instead, financial support for women's football in PNG following the Cup is supposed to be part of FIFA's new 'FIFA Forward program', in which financial support to member associations for football development has recently been increased three-fold. All 211 member associations of FIFA will now receive a yearly financial contribution from FIFA of up to USD 500,000 for the operational costs; and a yearly amount of USD 750,000 is available for the funding of tailor-made football development projects, including those focused on women's football³⁷.

While clear conditions in terms of accountability, transparency, auditing and compliance are supposedly in place, how the money makes its way down from

³⁷ FIFA Circular no. 1541, FIFA Forward Programme (31 May 2016) http://resources.fifa.com/mm/document/affederation/administration/02/79/97/31/circularno.1541-fifaforwardprogramme_neutral.pdf

FIFA to the PNG Football Association to the female players on the ground in PNG and translates into a reality will need to be closely monitored and followed in the coming months through stakeholder engagement. The PNG Football Association allocates 15% of the budget for women's football activities through the country. However, more funds are used above the allocated amount if and when international or national activities arise. Wonuhali, representing the PNG Football Association, says that

it fully supports women's football development and activities despite the many challenges it faces when trying to popularize the code to all the potential young females players around the country.

Amongst many challenges, according to the PNG Football Association, the main one has been geographical location and getting from the cities to the provinces—access by air only has been the country's biggest challenge to taking the development programs and activities for women's football throughout the country.

SPECIFIC RECOMMENDATIONS

- ▶ Countries must be given sufficient time and resources for planning and implementation of the necessary infrastructure. Health, safety and human rights are at stake.
- ▶ If products or services are imported for the Cup, local capacity-building must take place. and sustainability plans set in motion.
- ▶ Stipulations and standards on how the stadiums will be used and by whom following the Cup should be built into the planning process and defined well in advance of the event.
- ▶ FIFA must uphold and promote the highest international labor standards for its own staff and ensure respect for these same standards amongst its partners and in all of the activities linked to its operations and value chain.
- ▶ The environmental impact of the U20 Women's World Cup in PNG must be researched and reported on.
- ▶ Existing knowledge and international standards need to be transferred in a relevant and culturally sensitive manner to the local organizers as part of adapting an international standard protocol for FIFA World Cup implementation to the local context.
- ▶ FIFA needs to continue working towards finding ways to involve local stakeholders in a power-sensitive manner to shape the bidding, planning, preparing, operationalizing, and closing processes of the event and defining and guiding its legacy.
- ▶ FIFA should sponsor earlier preparation time for the national teams competing in the World Cup.
- ▶ National team players should be in a regular training program and should be in camps regularly, independent of competitions coming up or not.
- ▶ The accountability and oversight between FIFA and the member FA's must be improved.
- ▶ Follow up work needs to be done on the employment rates of the group of FIFA U20 PNG World Cup 2016 volunteers. The objective from the LOC point of view was to use football as a vehicle to make this group more employable at the conclusion of the fixed term engagement.
- ▶ The economic empowerment programs receiving support through World Cup campaigns (e.g. trainee, apprenticeships, mentoring, etc.) must also be evaluated alongside the financial costs of the Cup to the nation. Furthermore, there must be a robust understanding of how the gaps are being filled, by whom, and with what rights and protections.
- ▶ The short, medium and long-term impacts (economic, social and environmental) of the FIFA U20 PNG World Cup 2016 need to be monitored, measured and evaluated to serve as critical material for action agendas going forward.

Was the Cup a success?

Experts from the Discover Football Conference asserted that one cannot determine whether or not the Cup was a success until success and its measurement indicators are clearly defined. Moreover, one must ask success for whom and for how long?

Was the Cup a success for the local organizing committee (LOC)? In setting out to deliver the competition, the LOC established a vision, goals, and key performance indicators (KPIs) to guide its operational activities. The vision was as follows: "To inspire Papua New Guineans, to excel on the world stage."

This vision was derived from the knowledge that the Papua New Guinea U20 Women's National Team were not going to become the world champions. However, the LOC wanted to use the tournament to show Papua New Guineans what was possible through football.

Underpinning the vision were four key goals, each with measureable key performance indicators:

- ▶ Fill the stadiums
- ▶ Empower and inspire women in Papua New Guinea
- ▶ Show the world we can
- ▶ Leave a legacy

The Cup indeed fulfilled these criteria. Thus one could conclude that the event was a success from the standpoint of LOC, FIFA, and all the fans who filled the stadiums, all the women empowered and inspired, and the PNG community who showed the world their capacity to deliver such an event.

Was the Cup a success for the PNG Women's National team? For the PNG team, their quality of play was low compared with the other nations competing. However, their performance represented a level of success in team unity, spirit, and achievement that left them feeling like winners leaving the event. PNG player, Yvonne Gabong said, "The World Cup meant everything to us." They walked off the pitch with the nation cheering them on. Gabong further stated,

The World Cup was a success because people in PNG were able to see how other countries can play soccer, it also gave them the experience of a World Class event.

Questions remain around how lasting this success will be.

Was this Cup successful in the eyes of other participating teams? Clearly in the eyes of many players representing their countries at the tournament, the experience will be unforgettable. U.S. player Elle Jean states,

It is every young soccer player's dream to play in a World Cup so being involved in something that big is impactful itself. It was an unforgettable experience getting to represent my country on one of the largest sport stages and compete. In any tournament or competition, you always learn something new about yourself or teammates and in that tournament, I really

learned to understand how much fight and resilience my team had to try and place. My biggest dream is to make a career out of playing soccer. For women, it seems especially difficult but I want to go professional after college and hopefully be on the senior team one day³⁸.

PNG player Gabong said her dream is to “One day be an engineer and also be able to play professional football before I call it quits from my football career.” For Jean and her U.S. teammates, the majority of them will go back to their U.S. colleges where they are competing in the Division 1 National Collegiate Athletic Association (NCAA) tournament. To make a career out of playing football, after having received a college degree, is not an unrealistic dream for these U.S. women. The same cannot necessarily be said for their PNG and other international peers in the game. Has this Cup raised false hopes about football futures for some players? We need to hear more from players and look into matters of opportunities, access, and the profes-

sionalization of the women’s game as an important topic for further focus.

Was the Cup a success for the local community and fans? We were unable to speak directly with local fans for this report, but through input from the experts at the DF Conference and follow up conversations with representatives from PNG, success in solidarity at the Cup can be highlighted. The event did arguably succeed in cultivating significant degrees of camaraderie and solidarity between players, fans, and local community members through various platforms at the Cup. There were also gestures of solidarity at the national level within the PNG sport community, where all the coaches from different national sports (e.g. volleyball, rugby, netball) stopped their activities for the period of the Cup and joined as a group to support football.

It is clear that a significant degree of local enthusiasm for the Cup and women’s football was generated by this event. What is not entirely clear is how much this enthusiasm and acceptance for the sport will be sus-

tained, and to what degree people were demonstrating acceptance for women in the game versus general enthusiasm about hosting an international sporting event. The extent to which this event changed the local community’s attitudes towards and acceptance of women’s football will need to be assessed over the coming years.

Turning strategies, policies, and commitments into a just reality

FIFA can write a new 2.0 strategy for its operations and activities, it can replace a corrupt president and put a whole new leadership team in place, it can introduce quotas for women in management, it can put gender equality and human rights commitments into its statutes, it can adopt policies on these issues, it can even increase funding for member associations and encourage projects on the development of women’s football, and it can be applauded for all such efforts. But it is how these strategies, commitments, policies

³⁸ Jean, Elle. United States Under-20 National Team 2016. (Direct source interview - 13 June 2017).

and encouraging words will turn into a reality on the ground that actually matters and it is up to all of us. We in the international football community need to remain vigilant as to how these matters get enforced and identify the key roles that we can play in the process. We acknowledge that FIFA cannot do this work alone and that the work depends on the voices, insights, input and feedback of us all to take football to a more just and equitable place. As activists, athletes, academics, practitioners, coaches, and administrators, who have written and contributed to the Discover Football Conference and this paper, we are here to engage.

This paper represents one way we are contributing to this engagement by offering an alternative to top-down perspectives in a post-World Cup Report. We intend to carry out follow-up work to examine the short, medium and longer-term impacts of this Cup.

We recognize the Discover Football network playing a critical role through conferences, workshops, research, publications, social media and digital communications examining the impacts of football World Cups and international tournaments. This work paired with our capacity-building, cultivating multi-stakeholder partnerships, nurturing an ever-expanding global network of women football activists, and raising awareness on gender equality and human rights in

football is pivotal to growing the game in a positive, human-centered direction.

We want to continue to work together to ensure that we all remain critical and constructive in growing our world's most beloved sport in a direction that centers around people not profits. We must all work to promote the integrity, voice, development and dignity of those constructing, competing, cheering, covering, and dreaming in/over/at/about football.

THANK YOU

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FIFA Statutes April 2016 Edition

Article 3 Human rights:

FIFA is committed to respecting all internationally recognised human rights and shall strive to promote the protection of these rights.

Article 4 Non-discrimination:

gender equality and stance against racism Discrimination of any kind against a country, private person or group of people on account of race, skin colour, ethnic, national or social origin, gender, disability, language, religion, political opinion or any other opinion, wealth, birth or any other status, sexual orientation or any other reason is strictly prohibited and punishable by suspension or expulsion.

See more on FIFA Statutes April 2016 Edition

https://resources.fifa.com/mm/document/affederation/generic/02/78/29/07/fi-fastatutsweben_neutral.pdf

Proposed PNG Women's National Team annual training schedule: 2017

Late Jan	Players Arrive Pre Season Training Sr Team Training Camp	(2 weeks) (7-10 days, includes games w/U20's at NSI)
Feb 2017	First Day of Classes	
Feb - April	Phase I – 10 weeks	
End of April	U20 Training Camp U17 Team Training Camp	(10-14 days – needs to include game at NSI) (10 days – overlaps with U20's to get game at NSI)
April – July	Phase II – 10 weeks	
July	Sr Team Training Camp	(10 days, overlap with U20's for game)
Mid July	U20 Training Camp	(10-14 days, include 2 games, Sr and U17's)
End July	U17 Training Camp	(10-14 days, overlap with U20's for 1 game)
Late July 2017	Stage 1: U20 World Cup OFC Qualifying	
July – Sept	Phase III – 10 weeks	
Early Aug	Sr Team Training Camp	(10 days, overlap with U20's for game)
Early Aug	U20 Training Camp	(10-14 days, include 2 games, Sr and U17's)
Mid Aug	U17 Training Camp	(10-14 days, include 2 games, overlap w/ U20's for 1 game)

Mid Aug 2017
Sept 2017

Stage 2: U20 World Cup OFC Qualifying
Stage 1: U17 World Cup OFC Qualifying

Sept – Nov End Oct	Phase IV – 10 weeks U15 Training Camp	(10-14 days, include 1 game w/U17, Pool of players, Eval for next year)
Before Event	U17 Training Camp U20 Training Camp Sr Team Training Camp	(10-14 days, include 2 games, overlap with U20's and U15's) (10 days, include 2 games, Sr and U17's) (10 days, overlap with U20's for game)

Nov 2017

Stage 2: U17 World Cup OFC Qualifying

End of Nov International Trip

National Team Training (at KIMBE unless noted)

Legacy Program: Focused Player Development (at NSI)

Additional media articles from FIFA.com on the FIFA U-20 Women's World Cup 2016.