



Department of Justice
and Attorney General



Enabling a better future

DEPARTMENT FOR
COMMUNITY DEVELOPMENT



Gender-based Violence in Papua New Guinea

**A review
of Literature
and Interventions
1975 - 2015**

Dr. Orovu Sepoe

Gender-based Violence in Papua New Guinea

**A Review of Literature
and Interventions
1975 - 2015**

Dr. Orovu Sepoe

Dr. Orovu Sepoe

First Published: August 2015

Published by: United Nations Development Programme

Copyright ©2015 UNDP

ISBN:

This work is copyright. Apart from any fair dealing for the purposes of study, research, criticism or review, as permitted under the copyright act, no part may be reproduced without written permission of the Publisher.

Funded by DFAT (Australian Department for Foreign Affairs and Trade)

Compiled for the joint Gender-based Violence Programme, led by the Office for the Development of Women (ODW)/Department for Community Development and Religion; Family and Sexual Violence Action Committee/CIMC; and civil society partners, with support from the Australian Department of Foreign Affairs and Trade (DFAT) and the United Nations Development Programme (UNDP) in Papua New Guinea.

Bibliographic reference:

Sepoe, Dr. Orovu, 2015. Gender-based violence, Papua New Guinea, Literature Review

The views expressed in this publication are those of the author and do not necessarily represent the views of the Department for Community Development and Religion, the United Nations Development Programme in Papua New Guinea or any of its affiliated organisations.

Contents

Contents	2
Acronyms	3
Acknowledgements	5
PART I:	6
INTRODUCTION, HISTORICAL OVERVIEW AND DEFINITION	6
1.1 Introduction	6
1.2 Historical Overview: 1975-2015	7
1.3 Evolution of Terms and Approaches to GBV in PNG	12
1.4. Definition of Gender-based Violence: Global and in Papua New Guinea	14
PART II:	16
GBV EVIDENCE AND DATA GAPS	16
2.1 Sources of Data	16
2.2 Scope of Data	17
2.3 Findings from Data Analysis	19
2.4 Data Gaps	29
PART III:	31
EXISTING INTERVENTIONS IN GENDER-BASED VIOLENCE	31
3.1 Access to Support Services for Survivors	31
3.2 Access to Justice for Survivors	37
3.3 Primary Prevention	40
3.4 Multisectoral Coordination	46
3.5 Budgets	46
PART IV:	48
POLICY AND LEGAL FRAMEWORKS	48
4.1 Policy Framework	48
4.2 Legal Framework	55
PART V:	60
CONCLUSIONS AND RECOMMENDATIONS	60
5.1 Key General Conclusions and Recommendations	60
5.2 Specific Recommendations: Government and Community Accountability	62
5.3 Previous and existing recommendations for addressing Gender-based Violence	64
Maps	65
Map 1: FSCs & FSVUs in PNG	65
Map 2: FSVACs & Safe Houses in PNG	65
Tables:	66
Table1: Support Centres and Shelters	66
References & Works Consulted	67

Acronyms

CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CBO	Community Based Organisations
CLGF	Commonwealth Local Government Forum
CIMC	Consultative Implementation Monitoring Committee
CRC	Convention on the Rights of Children
CSO	Civil Society Organisation
DFYCD	Department for Youth and Community Development
DFAT	Department of Foreign Affairs and Trade - Australia
DJAG	Department of Justice and Attorney General
DNPM	Department of National Planning and Monitoring
DSP	Development Strategic Plan
FBO	Faith-based Organization
FSVAC	Family Sexual Violence Action Committee
FSV	Family Sexual Violence
FSVU	Family Sexual Violence Unit
FSC	Family Support Centres
GBV	Gender-based Violence
GESI	Gender Equality and Social Inclusion
GEWE	Gender Equality and Women's Empowerment
GoPNG	Government of Papua New Guinea
HDI	Human Development Index
IPV	Intimate Partner Violence
JGBVP	Joint Gender-based Violence Programme
KLOM	Komuniti Lukautim Ol Meri
LJS	Law and Justice Sector
LRC	Law Reform Commission
MIC	Middle Income Country
MRI	Medical Research Institute
MTDP	Medium Term Development Plan
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
NCD	National Capital District
NCW	National Council of Women

NDoH	National Department of Health
NGDP	National Goals and Directive Principles
NGO	Non-governmental Organisation
ODW	Office for the Development of Women
OLPLLG	Organic Law on Provincial and Local Level Government
PNG	Papua New Guinea
RLAV	Rugby League Against Violence
UN	United Nations
UNDP	United Nations Development Programme
UNPVP	United Nations Partners for Violence Prevention
VAW	Violence Against Women
VAWC	Violence Against Women and Children
VAWG	Violence Against Women and Girls

Acknowledgements

The literature review was prepared by Dr Orovu Sepoe, national research consultant for the Gender-based Violence Project of the United Nations Development Programme - Papua New Guinea.

The research benefitted enormously from contributions made by Elizabeth Cox, consultant to the same GBV project. Her inputs to this review included initial comments on the first draft, the sharing of the timeline of GBV work in Papua New Guinea over four decades, information regarding the government's policies framework and a synthesis of findings from the GBV baseline mapping. A very special thanks to her for these inputs and her overall guidance throughout the review process.

Lanna Kami's contribution, by way of putting together the legal framework, is also greatly appreciated.

The author also wants to acknowledge the valuable inputs made by Philippa Fletcher which have further enriched this research.

PART I:

INTRODUCTION, HISTORICAL OVERVIEW AND DEFINITION

This literature review presents a succinct history of the development of gender-based violence related legislative reforms, policies, programmes and service provisions over four decades, from Independence to the present. Part I outlines the conceptual shifts over time and ends with the definition of gender-based violence as adopted in the long-term GBV national strategy 2016 – 2025.¹

1.1 Introduction

Today, Papua New Guinea is experiencing an epidemic of gender-based violence (GBV). This literature review assumes that accountability to recognise, respond to and prevent GBV lies with the highest level of the state and encompasses provincial and local governments. Civil society and faith-based organisations - along with the private sector - likewise have important contributions to make.

The impetus to address GBV reflects the belief in the human rights of every citizen to live a life free from violence, oppression, exploitation, cruelty and inhuman treatment. Embodied in the Constitution of PNG, these rights are fundamental to realising the national aspiration of equal participation and opportunity for all citizens regardless of gender and difference.

This sourcebook provides an overview of available regional and global literature on GBV and highlights existing interventions in Papua New Guinea (PNG). The document is intended for all relevant stakeholders including citizens, parliamentarians, local and provincial government leaders, church leaders, policymakers, programme planners, budget-makers, donors and development partners as well as practitioners, students and researchers. While this literature review draws upon existing bibliographies and previous reviews undertaken by eminent scholars and practitioners worldwide,² it also recognises the need to disseminate local learning from four decades of work on GBV in PNG. It is envisaged that future GBV programmes will build upon and expand this resource. All references consulted appear in the footnotes and bibliography.³

¹ This literature review is being compiled to provide knowledge, evidence and insights to support the implementation of the Papua New Guinea National Strategy to Prevent and Respond to Gender Based Violence 2016 – 2025.

² Authors include Bradley and Kesno, 2001; Eves, 2006; Siebert and Garap, 2009; UN Women, 2011; World Bank, 2014.

³ While not exhaustive, references serve as a starting point for future PNG-based storage of literature, a database and knowledge about GBV in PNG.

1.2 Historical Overview: 1975-2015

The history of interventions to address violence against women in Papua New Guinea is interwoven with the global discourse on 'women and development'.⁴ The right to a life free from violence was enshrined in the 1948 Universal Declaration of Human Rights. Article 5 of the Declaration states: "No one shall be subject to torture or to cruel, inhuman or degrading treatment or punishment." As noted by Bunch and Frost, Article 5 laid the foundation for later claims for the right of women to live free from violence perpetrated as a result of their gender:

This formulation provided a vocabulary for women to define and articulate experiences of violence such as rape ... and domestic violence and the plethora of forms of gender-based violence to be understood as violations of the human right not to be subject to torture or to cruel, inhuman or degrading treatment or punishment. The recognition of such issues as human rights abuses raises the level of expectation about what can and should be done about them. This definition of violence against women in terms of human rights establishes unequivocally that states are responsible for preventing such abuse, and responding comprehensively and without discrimination, when it occurs. It also raises questions about how to hold governments accountable for their indifference in such situations and what sorts of mechanisms are needed to expedite the process of redressing injustice, impunity and state inaction.⁵

The framing of gender-based violence as a human rights issue was foundational to efforts to hold states responsible for protecting women's human rights.

Over time, rights-based and gender-responsive approaches have emerged and proven effective in awakening a sense of state accountability. The global and national women's movements have used the human rights system to demand greater accountability on the part of governments and to amend or develop new laws, to allocate budgets for their implementation, to ensure women's access to justice, and to work towards ending impunity for crimes of sexual and gender-based violence.

Pressure and support to increase global and local accountability obliged governments of the world to conduct research, review and amend laws, develop policies and programmes, and provide adequate budgets for their implementation. PNG's efforts in this regard predate some of the more significant global milestones. For instance, PNG pioneered national research and efforts to review and amend laws in favour of greater equality. This work was driven by the National Council of Women (NCW) and sympathetic former Ministers for Justice. Such efforts were also aided by the Law Reform Commission (later renamed the Constitutional and Law Reform Commission). The right of all Papua New Guineans – male and female - to a life without violence is clearly embedded in the 1975 Constitution of the Independent State of Papua New Guinea.

Ironically, PNG eventually fell behind the rest of the world as the global human rights system grew stronger and the demand by women's organisations for justice and accountability on the part of law makers and the justice system grew louder. Despite the early start on work to address domestic violence (from the early 1980s) it has taken longer for more strategic rights-based and gender-responsive approaches to be accepted in conservative PNG society.

⁴ The approaches referred to include: Women in Development (WID); Women and Development (WAD); and Gender and Development (GAD). Brunch and Frost, 2000; Elson, 1995; Moser, 1993.

⁵ Charlotte Bunch and Samantha Frost, 2000, in *Global Women's Issues and Knowledge: Routledge International Encyclopaedia of Women*, p. 3.

The national women's movement has not fulfilled its potential to advocate and lobby for women's rights. The modern state, combined with some enduring aspects of traditional cultures and Christianity, have perpetuated patriarchal beliefs, behaviours and institutions. A large proportion of the population is not well-educated, and remains uninformed or misinformed about global change and progress on empowering women to take their rightful place as active and respected citizens – as envisaged in PNG's Constitution. The result is that a large proportion of the population remains resistant to what they perceive as externally- imposed ideas, norms, standards and practices. Human rights and gender equality are often misperceived as Western ideas and ultimately rejected. In some circles they are seen as radical, subversive, and in conflict with traditional cultures, Melanesian ways and Christian religious doctrine.⁶

The following section presents a historical overview of policies, programmes and action to address gender-based violence in PNG over four decades – from 1975 to 2015.

PNG's Early Advances, 1st decade: 1975 – 1984

- **1975:** PNG's Independence coincides with the UN International Year of Women (IYW).
- First decade post-Independence coincides with the global decade for women.
- PNG's Constitution founded on principles of integral human development; equality and participation; freedom from all forms of oppression; the elimination of cruel and inhuman customs; non-violent conflict resolution; and outlines the basic rights and social obligations of all citizens.
- The founding Prime Minister is proactive in enabling women to assume leadership and participation in building the new nation by appointing a women's advisor to the Office of the Prime Minister.
- The initial high-level political support for women's affairs gives way to a failure of the government to establish a dedicated ministry for women. Women's affairs relegated to small, under-resourced desks, units, and multi-component ministries.
- PNG women attend the 1st, 2nd, and 3rd UN world conferences on women in Mexico (1975), Copenhagen (1980) and Nairobi (1985).
- **1979:** Parliament passes the National Council of Women (NCW) Act.
- The National Council of Women seeks to establish structures and mechanisms to bring women's priorities into national legislation, policies-making, planning and programming.
- Violence against women – in particular wife-beating and rape as well as inadequate legal protection – are identified as priorities in NCW's successive annual meetings leading to a national lobby for law reform.
- At the same time, post-Independence studies on crime and evidence from public solicitors leads to warnings about violence against women hindering development, and calls for systematic data collection.
- **1982:** The Law Reform Commission sponsors one of the world's first national prevalence studies on wife-beating.
- Promising activism and strategic action is blocked by an all-male parliament and a lack of political will with a handful of parliamentarians openly defending men's rights to buy, control and beat wives as well as to marry more than one woman.
- Professional women lawyers, academics, journalists and senior public servants, both nationals and expatriates, establish an NGO - the Women and Law Committee - to reach out to the National and Provincial Councils of Women, hospitals, schools, courts, and churches to educate the public that wife-beating is wrong (against the Constitution, the law, Christian

⁶ Preceding paragraph based on conversations between Dr Orovu Sepoe (formerly of UPNG) and Elizabeth Cox (UNDP). See also, Ausaid, Pacific Women Shaping Pacific Development Learning Exchange Workshop Port Moresby 21-22 May 2013, http://www.pacificwomen.org/wp-content/uploads/PWSPD-Port-Moresby-Workshops-May-2013_Report_Public-version1.pdf

teachings, and detrimental to women and children and families). Early campaigns focus on Domestic Violence (DV) and rape, using moral rather than rights-based principles in their campaign.

- The Law Reform Commission works for almost a decade to build demand for parliament to recognise DV/VAW (Violence Against Women) as a fundamental human rights and development issue.

Progress and Setbacks, 2nd decade: 1985 -1994

- **1985:** The Law Reform Commission's pioneering study of wife-beating and domestic violence concludes.
- The rhetoric of the Eight Point Plan and the Constitutional promises are not translated into the reality of women's lives (Waigani Seminar, 1985).
- Patriarchy in the state, the church, and in most traditional cultures effectively keeps women invisible and marginalized in mainstream development.
- The National Council of Women (NCW) works hard to mobilise and engage its provincial networks but lacks budget support and technical expertise to deepen and strengthen the women's movement.
- The relationship between the government agencies responsible for women and the NCW is weak and problematic. Only a few provinces have sufficient local capacity to pick up and run with the campaign to end VAW and work for attitudinal and behavioural change among men, empowerment for women, and societal transformation in line with international norms and standards on rights and equality.
- Evidence-based demands for law reform and for the development of GBV-specific legislation remain low priority for male parliamentarians.
- In the wider Pacific region, the Fiji Women's Crisis Centre (FWCC) emerges as a quality provider of survivor services, rights-based and women-empowering training for practitioners. The Centre also promotes local approaches to the prevention of VAW. Papua New Guineans from civil society and policewomen start attending FWCC training, bringing home a rights-based approach to ending GBV and a fresh awareness of the dire need for services and improved access to justice.
- Educated and professional women join the National Council of Women lobby for the government to ratify the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).
- Where Provincial Councils of Women (PCW) are well-organized and rural women mobilised, connections are made between local struggles and the global rights-based campaign.
- The language of human rights, coupled with a demand for Constitutional rights to be recognised, protected in law and kept at the forefront of mainstream approaches to development emerges.

Ratification of CEDAW, Weak Implementation, 3rd decade: 1995-2004

- **1995:** PNG ratifies CEDAW on the eve of the Fourth World Conference on Women but it takes many more years before reporting obligations are understood and strategically linked to law reform and the financing of efforts to promote gender equality, empower women and end GBV.
- Women magistrates and judges start to address miscarriages of justice and the lack of access to justice for GBV survivors.
- DFAT supports national long-term programmes to strengthen all levels of the justice system.
- Government ministry responsible for women makes policies but lacks technical capacity, political support, adequate budget allocations and human resources to implement and effect change.

- The responsibility for women is repeatedly relocated and renamed within ministries that are too weak to ensure effective mainstreaming of gender across other key planning, budgeting, technical and sectoral ministries.
- DFAT-funded police strengthening programmes start to prioritise the rising incidence and severity of GBV, addressing it through police training and policies, the recruitment of more women police officers and the establishment of sexual offence squads in police stations nationwide.
- The campaign to end GBV is maintained but it is neither creative nor strategic, resulting in limited impact beyond awareness that wife-beating is a crime. Attitudes and behaviours remain unchanged and the link to law reform and access to justice is inconsistent.
- NCW-led protest prompts Carol Kidu, the new head of the relevant ministry responsible for women, to take up the 1992 Law Reform Commission recommendations on law reform. Kidu calls for all women leaders and organisations to unite and work with her.
- Consultative Implementation Monitoring Committee (CIMC) works with Minister Kidu to review progress and to design new strategic approaches.
- Family Sexual Violence Action Committee (FSVAC) is established in 2001.
- FSVAC establishes provincial FSVACs and builds on promising local initiatives to develop one-stop shops and crisis centres run by provincial and district women's councils. FSVAC rolls out training through these new networks. The first Family Support Centres are trialled.
- FSVAC, NGO, police, justice, HIV/Aids and health workers participate in Fiji Women's Crisis Centre (FWCC) training and increasingly adopt a rights-based approach.
- The National response to HIV is built on a rights-based approach and addresses GBV as a key driver in the national epidemic. Training in human rights, gender equality, and GBV expands across the country.
- Minister Kidu amends the law relating to child sexual assault, definitions, penalties and evidence rules relating to rape and the criminalization of marital rape.
- Lobbying by local women and responsive police programme managers and trainers leads to the piloting of special Family Sexual Violence desks in provincial police stations.

Maturation of anti-GBV efforts, 4th decade: 2005-2015

- In addition to the NCW, other women's organisations mature and begin to analyse and address GBV in the context of low levels of political participation; low prioritisation of gender equality; development paradigms that marginalise women, and the gendered impacts of resource extraction, civil war, and tribal fighting.
- The links between women's economic empowerment, political participation and GBV are recognised and begin to take prominence in gender-responsive development planning and budgeting.
- Women lawyers form new NGO, Coalition for Change, and take legislative reform forward by drafting GBV-specific legislation after the passing of child protection legislation.
- PNG sees an increase in extreme crimes of physical and sexual violence and increased incidence of cruel, inhuman torture, maiming and extra-judicial killings of alleged sorcerers, mostly female.
- The PNG Government report to the CEDAW Committee, together with the Shadow NGO Report, and an Amnesty International Report, ensure CEDAW hears about the epidemic and severity of GBV. CEDAW advises the PNG Government to prioritise addressing bride price, GBV, and sorcery-related torture and killings.
- The Justice department strengthens and streamlines systems to access protection orders and educates justice personnel on women's rights and appropriate responses to GBV cases in court.

- The Health Department and HIV programme adopt national gender policies and mainstream gender at all levels. Mass training of staff on gender and human rights begins.
- The establishment of Family Support Centres attached to all hospitals (medical and psychosocial first aid and treatment centres for survivors) becomes mainstream policies to be rolled out across PNG.
- Family and Sexual Violence Units (FSVUs) also reflect mainstream policies and are opened in all provincial police stations in PNG.
- **2013:** Parliament passes PNG's first GBV specific legislation: The Family Protection Act 2013, following over 20 years of lobbying by the nation's women, NCW, and key advocates, with the support of the private sector and development partners.
- FSVACs are reactivated with coordination and case management revisited and revised.
- A new long-term GBV policies is drafted and baseline mapping to benchmark future progress is undertaken.

1.3 Evolution of Terms and Approaches to GBV in PNG

- (i) In the 1980s when the issue of social disorder, crime, or law and order emerged on the public agenda in PNG, the term **violence against women (VAW)** was used to refer to violence specifically affecting married women or violence within the domestic-family realm.
- (ii) **Late-1980s to mid-1990s:** The term **domestic violence** or spousal violence is used to cover 'wife bashing' and wife-beating (occurring in marriage and de facto relationships). This approach denoted a focus on women as wives, and girls as potential wives (rather than as a girl-child or children). The term was later broadened to encompass relationships among younger people and the reality of girls being subjected to violence by boyfriends. The titles and scope of the Law Reform Commission's major reports reflect this focus on domestic violence.⁷
- (iii) **Late 1990s:** The term **family violence** gained favour and currency in PNG. This was at a time when the global trend was towards recognising that violence against women and girls stems from enduring and institutionalised inequality, gender-based discrimination and gendered power relations that are manifest in physical, psychological and economic oppression and control, as well as violence and the abuse of women and girls. In PNG, the efforts of people working on GBV recognised that much violence against women and girls occurs in the home, against wives, daughters and other female members of the household, and that this includes sexual violence. Attention to the **rights of the child** revealed the extent of physical and sexual abuse of both the girl-child and the boy-child, as well as female infants. **The decision to use the term 'family violence' over 'gender-based violence' was related to the limited understanding of, and resistance to, what was perceived as a Western and/or feminist terminology.** These discussions and decisions taken occurred around the time that the Family Violence Action Committee (FVAC), later amended to Family and Sexual Violence Action Committee (FSVAC), was established.

During this period, the term **family and sexual violence** gained currency in PNG. It was deemed inclusive of the whole family – female and male members, but avoided use of the term gender. Following the 2002 Sexual Offences and Crimes against Children Act, **child and marital rape** was criminalised via Criminal Code Amendment 2003. Family and sexual violence did not address violence occurring in the public sphere, except for sexual harassment in public institutions and the workplace.

⁷ Law Reform Commission, Final Report on Domestic Violence. Report No. 14 1992.

A decade or so later, **family sexual violence** and **gender-based violence** came into usage. Globally it is widely understood that gender-based violence is inclusive of both 'violence against women' (VAW), and 'family sexual violence' (FSV). Likewise, the GBV strategy for 2016-2025 recognises that gender-based violence encompasses VAW, FSV, and violence toward other minority groups such as MARPS⁸ or people in same-sex relationships where sexual violence and abuse is directed against them as a result of their gender attributes.

Common forms of gender-based violence include wife-assault, marital or spousal rape, child sexual assault and abuse, commercial and sexual exploitation of children, pack-rape and other forms of coerced sex, or sex without consent.⁹ Wife-beating and marital rape, also referred to as intimate partner violence (IPV), constitute the most common forms of violence experienced by women in marital relationships. In recent times, violence committed against alleged sorcerers and witches – affecting mostly women – has escalated, especially in the Highlands region.¹⁰ These crimes are often dealt with in extra-judicial public trials. Such violence involves torture resulting in stigmatisation, rejection, banishment, grievous bodily harm, maiming and murder. Since 2010, beginning with CEDAW reporting by CSOs, such violent crimes have received long-overdue attention from the government following an increasing public demand for an end to impunity.

- (iv) The **2001 Family and Sexual Violence in PNG: An Integrated Long-Term Strategy** was clearly aware of the growing use of the term **gender-based violence** but a *conscious decision was made to retain the term **family and sexual violence** rather than GBV for 'ease of understanding in the PNG context'* (Bradley and Kesno, 2001). Although an opportunity to encourage a gender analysis of the problem of violence against women and girls was missed, the cause was taken up by a number of progressive NGOs and increasingly by development partners and donors.
- (v) It is important to highlight that *the literature also suggests **engendering violence** - a concept that seeks to be inclusive of violence between men (young/older, wealthy/poor); between women (young/older, wealthy/poor) as well as broader contexts of social, economic, legal changes and political processes* that have been and continue to be gendered therefore resulting in prevailing gender inequality in PNG (Eves, 2011; Jolly, 2012; and Zimmer-Tamakoshi, 2012). The term engendering violence is about situations which foster violence and is inclusive of violence that occurs in human relationships in addition to multiple structural contexts: economic, cultural, social, and political.
- (vi) The new **PNG National Strategy to Prevent and Respond to GBV 2016 - 2025 and the associated Plan of Action** consciously adopt the term gender-based violence, bringing a gender analysis of the problem to the fore and encouraging gender-aware and gender-sensitive responses to prevention and service provision. Partner and stakeholder consultations across PNG have enabled decision makers and service providers in government and civil society to understand the strategic value of applying a gender lens to their work.

⁸ Most At-risk Populations

⁹ FSV Strategy, 2009

¹⁰ CEDAW Shadow Report for PNG and Bougainville, 2010; Gibbs, 2012

1.4. Definition of Gender-Based Violence: Global and in Papua New Guinea

As illustrated above, the term gender-based violence is one of several used to describe the many forms and meanings of the same social predicament of violence that has adverse effects on the lives of women, the girl-child, families and ultimately society as a whole.

The UN Declaration on the Elimination of Violence Against Women (EVAW), 1993¹¹ adopted the following definition:

... violence against women means any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.¹²

The Declaration also recognised that:

... violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of the full advancement of women, and that violence against women is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men.¹³

The UN Declaration on EVAW further elaborates that violence against women includes a wide range of abuses occurring in the family and in the general community:

... including battering, sexual abuse of female children ..., dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence, and violence related to exploitation; ... sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women, forced prostitution; ... and violence perpetrated or condoned by the state (United Nations General Assembly 1993).¹⁴

In 2013 national and sub-national consultations conducted to develop a new gender-based violence strategy for 2016 – 2025, stakeholders defined gender-based violence as:

Physical, emotional, psychological and sexual abuse directed against a person because of his or her gender in a society or culture including, but not limited to, acts committed with force, manipulation or coercion and without the informed consent of the survivor, to gain control and power over them.

The term GBV does not detract from the necessary and important focus on family or the domestic sphere as key sites needing positive and transformational change. Additionally, it does not intend to distract from incidents of Violence Against Women and Girls, which we know is the most prevalent form of GBV. Rather, naming 'Gender' reminds us that we also need to address the root causes of violence: the gendered and unequal relations of power in intimate, family, workplace and societal relationships which perpetuate discrimination.

¹¹ United Nations General Assembly, (1993) Declaration on the Elimination of Violence against Women, A/RES/48/104 <http://www.un.org/documents/ga/res/48/a48r104.htm>.

¹² Ibid. Article One

¹³ Ibid., Preamble, Paragraph 6

¹⁴ Ibid. Ibid. Article Two

Common forms of GBV include rape/penetration, sexual assault, physical assault, trafficking/abduction, sorcery-related violence, forced and/or early marriage, denial of resources, opportunities and services, psychological/emotional abuse, and removal or damage of property.

The different forms of GBV can take place in different contexts, such as within the family, the community, the workplace, public spaces, as well as within conflicts such as tribal or ethnic warfare. As such perpetrators can therefore be family members, partners, friends, employers, people in authority (teachers, police, etc.), and unknown members of the communities. GBV can also result from legislations, policies, and structures that reinforce gender inequality.

This definition therefore departs from the narrower definition which underpinned the first strategy – **Family and Sexual Violence in PNG: An Integrated Long Term Strategy (2001)** and its review document entitled, **Ending Family & Sexual Violence in Papua New Guinea: A Review of the National Strategy & Recommendations (2009)**.

Having reached Papua New Guinea's 40th anniversary, we find there is room for optimism. While the nation's vanguard position in the eighties was lost during the next decades, the recent acceptance of this expanded definition signals a landmark shift in attitude towards more strategic approaches to addressing GBV. Despite this positive shift in approach, however, it is vital to explore the formidable challenges ahead given the multi-dimensional nature of gender-based violence.

PART II:

GBV Evidence and Data Gaps

Data

Debates about data are much clearer than debates about definitions. Data is crucial as it provides the justification for national action. Lack of it is an ongoing theme in the GBV and Papua New Guinea literature.

Government has yet to establish a comprehensive, standardised national system to collect and disseminate official and CSO/FBO data relevant to GBV.¹⁵ It is commonly agreed that the shortage of official data, along with non-reporting and under-reporting, present a key challenge. Data that is available is dispersed and often hidden. However, some data is obtainable, and while none of the sources provide a complete, up-to-date picture of GBV in Papua New Guinea, *they all shed light on an ongoing problem and the light they shed is consistent.*

Four chief issues surrounding data are explored in this section:

1. Sources of available data;
2. Scope of available data;
3. Findings from data analysis; and
4. Gaps in both available data and its collection.

2.1 Sources of Data

A host of literature indicates that data on GBV in Papua New Guinea is limited, scattered, and based on small populations. Reviewers note that this paucity makes it difficult to draw conclusions about what is occurring across such a culturally, economically and socially diverse nation. However, as those reviewing the literature also conclude, four categories of usable data are in fact available. These are:

- the original Law Commission prevalence study conducted 1982-1985;
- more recent government data including information from Law and Justice, Health, the FSVAC, and data from the 2009-10 Household Income and Expenditure Survey;
- data from organisations providing services to those affected by GBV in PNG; and
- academic studies and work done by international agencies.

¹⁵ The National Statistical Office has, however, made some attempt to collect data on various aspects of GBV as part of its HIES (2009-2010).

2.2 Scope of Data

a) Law Reform Commission Data

The original Law Reform Commission prevalence study was conducted thirty years ago and still provides a benchmark. The Commission investigated and reported on domestic violence in 16 provinces and reported the often-quoted statistic that 66% of husbands interviewed said they beat their wives and that 67% of wives said they had been hit.¹⁶ The figures varied with 49% of wives reporting having been beaten in Oro province and 100% reporting physical violence in the Western Highlands.

b) Other Government data

An over-arching national study has never been repeated and lack of more recent official data presents a key challenge.¹⁷ However, government sources do produce information. The most promising data source is probably the Household Income and Expenditure Survey (HIES) which is nationwide and provides baseline data on domestic violence and other types of disputes. The last survey (2009-10) included data collected at both household and individual level via a stratified sample of 4,191 households throughout Papua New Guinea. It was then analysed by region, rural/urban/metro areas, and other variables.¹⁸ Owing to the nature of the survey, care is needed when interpreting the data.¹⁹ Despite possible shortcomings, the nationwide approach and scope of the survey does suggest it would be feasible for future HIES surveys to give better insight into GBV prevalence.

Data from Law and Justice, Health, and the FSVAC tend to reflect inconsistent reporting and collection. It is also difficult to obtain. Since 2001, the national Family and Sexual Violence Action Committee (FSVAC) has attempted to coordinate provincial and sectoral data collection. However, the FSVAC experiences ongoing challenges operating as a sectoral programme under the Consultative Implementation and Monitoring Council (CIMC), inadequate funding from the government, and lack of capacity. Sadly, it lacks a consistent, complete and accurate database.

Police data published in the Law and Justice Reports tend to highlight problems with reporting and collection. Reports to police are low, and records of these reports are even lower. At a time when Police were reporting 130 rape cases for the entire country for all of 2013, three provincial NGO family support centres were treating 75 rape cases per month in that same year.²⁰

Health sector data is also relevant to GBV analysis. Regular data on injuries is collected; however, this data is not segregated by either gender or type of injury.²¹

c) Civil society and faith-based service data

Several services provide assistance to those affected by GBV in PNG, but a recent UNDP survey of 147 of these organisations shows only around 50% are collecting data.²² Those who do collect data include Médecins sans Frontières (MSF), Oxfam, and FHI360.

¹⁶ Toft, S. & Bonnell, S. (1985) "Marriage and Domestic Violence in Rural Papua New Guinea," Occasional Paper No 18. Port Moresby: Law Reform Commission of Papua New Guinea, pp. 5-6 quoted in Papua New Guinea Law Reform Commission, (1992), Final Report on Domestic Violence, Report Number 14, Boroko, Papua New Guinea, p. 16.

This work comprised three years of research (1982-1985), led by the Law Reform Commission involving interviews with nearly 3,000 men and women from all over the country including rural, urban and elite individuals; studies of hospital patients, police stations, district courts, village courts; anthropological studies; and in-depth case studies.

¹⁷ Bradley and Kesno, 2001; Eves 2007; World Bank 2014.

¹⁸ 'Metro' refers to the two large urban centres of Port Moresby and Lae.

¹⁹ More details about the Household Income and Expenditure Survey (HIES) can be found in 2009-2010 Papua New Guinea Household Income and Expenditure Survey, Summary Tables and the accompanying disk, National Statistical Office, Port Moresby.

²⁰ Papua New Guinea. Law and Justice Sector. Justice Advisory Group, 2013, Annual Performance Report, p. 58 – see Table 1; Médecins Sans Frontières (MSF), Family Support Centres between December 2007 and September 2014, see Post Courier, November 25, 2013. These statistics were confirmed by MSF Port Moresby office - following the GBV strategy validation workshop held in October 2014.

²¹ National Department of Health 2013 Sector Performance Annual Review p. 7, http://www.health.gov.pg/publications/SPAR_2013.pdf accessed September 24 2015.

²² Cox, E (2016). Gender-Based Violence Baseline Mapping Survey across Papua New Guinea. Department for Community Development and Religion, and UNDP – PNG.

d) Data provided by academics and research institutions

Other data come from case studies by academics and international agencies, for example Amnesty International reports (2006), AusAID (2008), ChildFund (2012), Ganster-Breidler (2009),²³ Human Rights Watch (2006), Keleba and Sullivan (2010), Partners for Prevention (2014), WHO 2013 and many others.

Although Papua New Guinea receives significant donor funding for GBV-associated programmes, there is no standardised system for reporting, data collection, and analysis amongst the bodies receiving the funding. If data were standardised and systematically collected by agencies and then compiled into a reliable national collection, the spread, types, incidence and severity of GBV could be better understood. Such a robust system would enable better tracking as well as evaluation of the effectiveness of various interventions.

e) Summary

Post-Independence studies on crime and evidence from the Public Solicitors Office led to warnings about violence against women hindering development, and indicated the need for systematic data collection.

The World Bank summarises the problem as follows:²⁴

There is insufficient data collected and collated on FSV in PNG. Health system statistics and in-patient records separate out the various types of accidents and injuries but do not indicate the cause of the violence.²⁵ Similarly, police statistics do not indicate the true extent of violence against women, as only a small proportion of victims report these crimes and many survivors are turned away before a formal report is filed. The lack of consistent and standard data collection and record keeping processes is compounded by the lack of resources, undermining the reliability of the data. The Family and Sexual Violence Action Committee (FSVAC) has chosen to narrow its focus to Family Support Centres and institutionalise the data collection process before rolling it out to other partners. ... Most data come from special studies into the issues.

2.3 Findings from Data Analysis

Although usable information is piecemeal, unrelated, and often limited in scope, when collected together it does provide sufficient evidence to justify urgent action. This is without even examining structural or institutional violence which particularly affects women and disadvantaged groups in the population.²⁶

The selection of data presented here indicates that CSOs/FBOs address comparatively high levels of GBV impacting large numbers of women, children and other key affected populations.²⁷ Official reports indicate very low numbers of GBV cases and even lower numbers which are actually followed up. Low numbers fit well with findings indicating restraint in reporting. For instance, research suggests that 'widespread shame, fear and belief that GBV is a family matter, and [is] therefore tolerated'.²⁸ Moreover, there is also evidence people fear that seeking help will result in further abuse.²⁹

²³ Ganster-Breidler, M (2009) used sections of the WHO multi-country study methodology to conduct this study in five sites in PNG.

²⁴ World Bank (2014) Papua New Guinea Country Gender Assessment, 2011-2012, World Bank, Washington D.C., p. 17.

²⁵ Eves, R. (2007) Exploring the Role of Men and Masculinities in Papua New Guinea in the 21st Century: How to Address Violence in Ways That Generate Empowerment for Both Men and Women. Caritas Australia, Sydney. p. 13.

²⁶ For example, women have lower levels of education than men, they are less likely to hold formal sector jobs, and/or receive wages. Only three out of 111 members of Parliament are women. Almost 42% of females age 8+ cannot read and write compared to 30% of males. Almost 38% of females age 15+ receive wages compared to 66.3% of males - see National Statistical Office, (2013), 2009-2010 Papua New Guinea Household Income and Expenditure Survey, Summary Tables, National Statistical Office, Port Moresby, p. 34 and p. 100.

²⁷ For example, those most at risk of HIV, and people with disabilities.

²⁸ See for example, Lakhani, S and Willman, A.M., 2014; Trends in Crime and Violence in Papua New Guinea, World Bank: Research and Dialogue Series: The Socio-Economic Costs of Crime and Violence in Papua New Guinea Paper no. 1, p. 6.

²⁹ A general summary of this issue drawing on a variety of sources can be found at Seeds Theatre Group, 2015 When Police are Part of the Problem: the Case of Papua New Guinea's Police Force, at <http://seedstheatre.org/when-police-are-part-of-the-problem-the-case-of-papua-new-guineas-police-force/>. Accessed 18 March 2015.

The high number of individuals affected, combined with the low level of official reports, provide a strong justification for national action. Government is the only legitimate body with both the mandate and capacity to collect information at the national level and to fund a national level response. The FSVAC has the mandate but does not have the capacity to address the issue as it is currently constituted. The plethora of reports and statements from a variety of bodies indicates the need for strong government ownership, coordination, resourcing and participation to adequately address GBV within Papua New Guinea. The GBV issue is cross-cutting with a constellation of negative impacts. Some of the interwoven dimensions of the problem are illustrated in the evidence provided here.

The Data

The table below provides examples of the high levels of abuse which persist thirty years after extreme levels of GBV were first reported in the Law Commission report:

GENDER-BASED VIOLENCE: RECENT SUMMARY DATA		
Issue	Evidence	Data source
1. Large numbers of women affected	<ul style="list-style-type: none"> 65.3% of 200 women surveyed in rural and urban areas in Coastal, Highland and Island provinces³⁰ in 2009 were survivors of domestic violence largely confirming Law Commission work done during the 1980s.³¹ 	Gangster-Breidler, (using a validated WHO instrument designed for multi-country use). ³²
2. Children are a large proportion of sexual abuse cases	<ul style="list-style-type: none"> 62% of sexual abuse cases in the National Capital District involve children, according to the Office of the Public Prosecutor. 	Office of the Public Prosecutor statistics for 2012. ³³
3. Rape features in a high proportion of sexual violence cases	<ul style="list-style-type: none"> 130 cases of family and sexual violence treated per month at Family Support Centres in Tari, Maprik and Port Moresby; 57 (44%) of these were for rape. 	Médecins Sans Frontières (MSF), Family Support Centres between December 2007 and September 2014. ³⁴
4. Children are a large proportion of rape cases	<ul style="list-style-type: none"> 202 rape cases seen at Western Highlands Family Support Centre in 2014; 72% of these (145) were children. 	Western Highland Provincial Health Authority. ³⁵
5. Many affected children are very young	<ul style="list-style-type: none"> An average of 18 females accessed assistance for rape per month at a Well Women clinic in Western Highlands Province between October 2012 and June 2014; 3% aged 1-4 years; 14% aged 5-9 years; 20% aged 10-14 years; 35% aged 15-18 years. 	Family Health International (FHI360) 897 study of women and girls accessing Family Support Centre services at the Provincial Well-Women Clinic in Western Highlands Province. ³⁶

³⁰ Surveys took place in Western Highlands, Eastern Highlands, Madang, and the Autonomous Region of Bougainville.

³¹ Toft, S. and Bonnell, S., (1985), 'Marriage and Domestic Violence in Rural Papua New Guinea', Occasional Paper No. 18. Port Moresby: Law Reform Commission of Papua New Guinea, pp. 55-6, quoted in Papua New Guinea Law Reform Commission, (1992), 'Final Report on Domestic Violence', Report No. 14, Boroko, Papua New Guinea, p. 16.

³² Gangster-Breidler, M., (2010), 'Gender based violence and the impact on women's health and well-being in Papua New Guinea', Contemporary PNG Studies, Vol 13, November.

³³ Minister for Justice and the Attorney General, (2013), 'Second Reading Speech on the Family Protection Bill 2013', Papua New Guinea Parliament.

³⁴ Post Courier, November 25, 2013. These statistics were confirmed by MSF Port Moresby office, following the validation workshop held in October 2014.

³⁵ Edith Namba, Provincial Health Authority Clinical Supervisor, (2015), quoted in 'Child sex abuse cases on the rise,' The National, Friday 13 March, p. 7.

³⁶ FHI360, (2014), 'Snapshot Report of FHI 360 Komuniti Lukautim ol Meri Project', Family Health International.

GENDER-BASED VIOLENCE: RECENT SUMMARY DATA		
Issue	Evidence	Data source
6. Boys are also significantly affected ...	<ul style="list-style-type: none"> Boys comprise 44% of sexual abuse victims aged under age 15. 	World Bank study of Trends in Crime and Violence. ³⁷
7. ... And so are men	<ul style="list-style-type: none"> Men made 50% (72) of valid calls to a national helpline in its first month of operation. Around 25% of these were from male perpetrators seeking assistance. 	ChildFund PNG. ³⁸
8. High prevalence in conflict affected areas	<ul style="list-style-type: none"> In the Autonomous Region of Bougainville 80% of men reported committing violence or sexual violence or both against a partner; 24% of women experienced sexual violence from their partner in the previous year, and 22% of men disclosed perpetrating this; One in five women's first experience of sex was rape (similar to some other countries in the Pacific); Four in ten (40%) men had raped a woman who was not a partner; 15% of women had been a victim of such a rape; More than one in 10 men (12%) had done this in the previous year; while 8% of women had been a victim during the previous year; Multiple perpetrator (gang) rape was reported by 14% of men. 	2013 UN Multi-country Cross-sectional Study on Men and Violence research team. Population based household surveys between January 2011 and December 2012: 10,178 men included. ^{39/40}
9. Large impact on HIV key affected populations	<ul style="list-style-type: none"> 78% of surveyed women engaging in transactional sex had been sexually abused in the previous year; 58% of men having sex with men had been subject to forced anal sex in the previous year. 	2010 FHI360 survey of 283 women engaging in transactional sex and 302 men having sex with men. ⁴¹
10. Gang rape	<ul style="list-style-type: none"> 60% of men have participated in a gang rape at some time. 	2013 Report of the Special Rapporteur on Violence Against Women in Papua New Guinea quoting 2006 Papua New Guinea Institute of Medical Research Report cited in Amnesty International. ⁴² (This has been questioned by Dame Carol Kidu who considers the data may have been inflated). ⁴³

³⁷ UNHABITAT (2004) quoted in Lakhani, S. and Willman, A.M., (2014), 'Trends in Crime and Violence in Papua New Guinea', World Bank: Research and Dialogue Series: 'The Socio-economic Costs of Crime and Violence in Papua New Guinea', Paper no.1, p. 11.

³⁸ Hart, L., (2015), e-mail information to J Sereikaite and P Fletcher, UNDP, ChildFund, PNG.

³⁹ Fulu, Emma et al., (2013), 'Prevalence of and factors associated with male perpetration of intimate partner violence: findings from the UN Multi-country Cross-sectional Study on Men and Violence in Asia and the Pacific' The Lancet Global Health, Vo. 1, Issue 4, e187 - e20 [http://www.thelancet.com/journals/langlo/article/PIIS2214-109X\(13\)70074-3/fulltext](http://www.thelancet.com/journals/langlo/article/PIIS2214-109X(13)70074-3/fulltext), accessed August 2014.

⁴⁰ Jewkes, R. et al., (2013), 'Prevalence of and factors associated with non-partner rape perpetration: findings from the UN Multi-country Cross-sectional Study on Men and Violence in Asia and the Pacific' The Lancet Global Health, Volume 1, Issue 4, e208 - e218, [http://www.thelancet.com/journals/langlo/article/PIIS2214-109X\(13\)70069-X/](http://www.thelancet.com/journals/langlo/article/PIIS2214-109X(13)70069-X/), accessed August 2014.

⁴¹ Norbetus, M., (ND – 2010 research), 'Link between Gender-based Violence and Most at Risk Populations', PowerPoint presentation, Personal Communications, Anou Borrey, UNDP, Port Moresby.

⁴² United Nations, (2013), 'Report of the Special Rapporteur on Violence Against Women, its causes and consequence', Rashida Manjoo, Mission to Papua New Guinea (18-26 March 2012), A/HRC/23/49/Add.2, p. 7. This reference could be confused, and actually be a misattribution. It is possible it relates to the original Law Reform Commission study, which published its final report in 1992.

⁴³ UNIFEM, (2010), 'Ending Violence against Women and Girls: Literature Review and Annotated Bibliography', UNIFEM Pacific, p. 5.

GENDER-BASED VIOLENCE: RECENT SUMMARY DATA		
Issue	Evidence	Data source
11. Sorcery	<ul style="list-style-type: none"> • "Figures from the Highlands Human Rights Defenders Network show that 24 out of 25 relocation cases were due to sorcery-related violence." • In Simbu, witchcraft accusations result in around 150 cases of violence and killings each year. • From a sample of 70% female and 30% male clients, Oxfam found sorcery allegations are a major cause of cases of extreme violence. 	<p>Oxfam 2014 data for Papua New Guinea.⁴⁴</p> <p>UN Special Rapporteur, (2013).⁴⁵</p> <p>Oxfam 2014 data for Papua New Guinea.⁴⁶</p>
12. Children needing hospital treatment	<ul style="list-style-type: none"> • Of 445 rape cases presenting at Port Moresby General Hospital between 2004 and 2007, 53% were under 16-year olds-old, and 23% were under ten. The youngest was one-year old. • At Angau Hospital in Lae in 2002, of 239 cases, 57% were under age 20 and 12% under age ten. 	<p>National Department of Health GBV Regional Workshops September – October 2008 presentation.^{47/48}</p>
13. Cumulative nature of abuse	<ul style="list-style-type: none"> • "... 70.6% of physically abused women said that they could not say no to sex compared to 29.4% of non-abused women." • "Where there was emotional abuse, 65.6% of emotionally abused women said they could not say no to sex compared to 34.4% of non-emotionally abused women."⁴⁹ 	<p>Lewis, et.al, 2008, study of sexual violence involving samples in four provinces, using structured interviews of 415 women who accessed ante natal and voluntary counselling and testing services across four provinces of Papua New Guinea. They also found rates of reported rape at 44%.⁵⁰</p>

⁴⁴ Oxfam, (2015), 'Annual Update: Eliminating Violence against Women in PNG', quoted in Betteridge, A., (2014), New details from Oxfam on gender violence response in PNG, DevPolicy Blog from the Development Policy Centre <http://devpolicies.org/in-brief/new-details-from-oxfam-on-gender-violence-response-in-png-20140715/>, accessed 25 March 2015.

⁴⁵ UN Special Rapporteur, (2013), 'Report of the Special Rapporteur on Violence Against Women, its causes and consequence', Rashida Manjoo, Mission to Papua New Guinea (18-26 March 2012), United Nations, A/HRC/23/49/Add.2, p. 9, <http://reliefweb.int/sites/reliefweb.int/files/resources/Mission%20to%20Papua%20New%20Guinea.pdf>, accessed 25 March 2015.

⁴⁶ Oxfam, (2015), 'Annual Update: Eliminating Violence against Women in PNG', quoted in Betteridge, A., (2014), New details from Oxfam on gender violence response in PNG, DevPolicy Blog from the Development Policy Centre, <http://devpolicies.org/in-brief/new-details-from-oxfam-on-gender-violence-response-in-png-20140715/>, accessed 25 March 2015.

⁴⁷ Seginami, (2004-7), 'Study of 445 cases at PMGH', PowerPoint slide in Bradley, C., (2008), 'Overview of Sexual Violence', National Department of Health, PowerPoint Presentation, GBV Regional Workshops, Sept-Oct 2008, Personal Communications, Elizabeth Cox, C/- UNDP, Papua New Guinea.

⁴⁸ Sade (2004-7), PowerPoint slide in Bradley C. (2008) Overview of Sexual Violence, National Department of Health, PowerPoint Presentation, GBV Regional Workshops Sept-Oct 2008, Personal communications, Elizabeth Cox, C/o- UNDP, Papua New Guinea

⁴⁹ Lewis, I., Maruia, B., Mills, D., and Walker, S., (2008), 'Final Report on Links Between Violence Against Women and the Transmission of HIV in 4 Provinces of PNG: Australia and Papua New Guinea, University of Canberra (Australia), and National HIV Support Programme (PNG), Citation in UN Women, (2011), 'Ending Violence Against Women and Girls: Evidence, Data and Knowledge in Pacific Island Countries Annotated Bibliography', United Nations Entity for Gender Equality and the Empowerment of Women, p. 58.

⁵⁰ Lewis, I., Maruia, B., Mills, D., and Walker, S., (2008), 'Final Report on Links Between Violence Against Women and the Transmission of HIV in 4 Provinces of PNG; Australia and Papua New Guinea, University of Canberra (Australia), and National HIV Support Programme (PNG)

GENDER-BASED VIOLENCE: RECENT SUMMARY DATA		
Issue	Evidence	Data source
14. Incarcerated women affected by GBV	<ul style="list-style-type: none"> 90% of women in prisons in Papua New Guinea are serving time for murder. These women were victims of family violence; many had acted in self-defence. Often, they had endured years of physical and sexual abuse from their husbands and received no support when seeking help from the community or the police. 65% of women in prison are there for killing another woman (i.e. one of the husband's other wives). 	UN Special Rapporteur. ⁵¹ Reference to 2009 CEDAW report. ⁵²
15. People with disabilities are particularly vulnerable to GBV	<ul style="list-style-type: none"> "The World Health Organization estimates that 35 percent of women worldwide experience gender-based violence in their lifetime. People with disabilities are up to three times as likely as others to be victims of physical abuse, sexual abuse, and rape." 	WHO quoted by Human Rights Watch. ⁵³
16. Police as perpetrators but also assisters	<ul style="list-style-type: none"> 16% of women having transactional sex had been raped by the police in the last year, and 20% of men having sex with men had been raped by the police during the same period. Reports of violence by the police towards women and children are common. Of 445 cases of sexual assault treated at Port Moresby General Hospital between May 2004 and July 2007, 372 (over 80%) of those referrals were made by the police. 	Family Health International (FHI360). ⁵⁴ National Department of Health GBV Regional Workshops September - October 2008 presentation. ⁵⁵
17. Perpetrators are usually known	<ul style="list-style-type: none"> "Women are five times more likely to be victimized at home than on the street" and in around 50% of the most serious crimes, "the victim knew the perpetrator." "72% of the offences prosecuted by the Office of Public Prosecutions in the NCD were perpetrators who were either family members or known to the victim." 	Law and Justice Sector research quoted in 2014 World Bank study of Trends in Crime and Violence. ⁵⁶
18. Where are the missing women?	<ul style="list-style-type: none"> In 2013 there were 952 females to every 1000 males at birth; 962 females for every 1000 males for ages 0-14 and only 943 females for every 1000 males for those aged 15-64.⁵⁷ 	Possible explanations are either deliberate infanticide or infanticide by neglect. ⁵⁸ Another possibility is the non-counting of girls and women who may remain hidden when visitors call.

⁵¹ UN Special Rapporteur, (2013), 'Report of the Special Rapporteur on Violence Against Women, its causes and consequence', Rashida Manjoo, Mission to Papua New Guinea (18-26 March 2012), United Nations, A/HRC/23/49/Add.2, p. 10, <http://reliefweb.int/sites/reliefweb.int/files/resources/Mission%20to%20Papua%20New%20Guinea.pdf>, accessed 25 March 2015.

⁵² Pollard, W., (2012), 'Polygamy in PNG under scrutiny', 3 News, 10 December, New Zealand, <http://www.newshub.co.nz/world/polygamy-in-png-under-scrutiny-2012121014#axzz4FHg5NrQ9>, accessed 25 March 2015.

⁵³ Human Rights Watch, (2015), 'Include Women, Girls with Disabilities in Anti-Violence Efforts', March 6 2015 <https://www.hrw.org/news/2015/03/05/include-women-girls-disabilities-anti-violence-efforts>, accessed March 25 2015.

⁵⁴ Norbetus, M., (ND – 2010 research), 'Link between Gender-based Violence and Most at Risk Populations', PowerPoint presentation, Family Health International (FHI360), Personal Communications, Anou Borrey, UNDP, Papua New Guinea.

⁵⁵ Seginami, (2004-7), 'Study of 445 cases at PMGH', PowerPoint slide in Bradley, C., (2008), 'Overview of Sexual Violence', National Department of Health GBV Regional Workshops, Sept-Oct 2008, PowerPoint Presentation.

⁵⁶ LJSS NCD, (2009), quoted in Lakhani, S., and Willman, A.M., (2014), 'Trends in Crime and Violence in Papua New Guinea', World Bank: Research and Dialogue Series: 'The Socio-economic Costs of Crime and Violence in Papua New Guinea', Paper no. 1, p. 10.

⁵⁷ Central Intelligence Agency, (2013), quoted in OECD Development Centre (N.D.), 'Social Indicators and Gender Index: Papua New Guinea', <http://www.genderindex.org/country/papua-new-guinea>, accessed October 2015.

⁵⁸ Unicef, (2012), quoted in OECD Development Centre (N.D.), 'Social Indicators and Gender Index: Papua New Guinea', <http://www.genderindex.org/country/papua-new-guinea>, accessed October 2015.

It is difficult to find wide-ranging work on GBV in Papua New Guinea; however, two recent studies which are broader in scope are the *UN Multi-Country Cross-sectional Study on Men and Violence in Asia and the Pacific*⁵⁹ and the *2009-2010 Papua New Guinea Household Income and Expenditure Survey*.⁶⁰

The UN Multi-country Study

Data from this study is included in item 8 of the table above. The multi-country study features a focus on the Autonomous Region of Bougainville, a post-conflict region, and provides some insight into the nature of GBV in such a context. The reported rates were high with 80% of men reporting having committed violence or sexual violence or both against a partner.⁶¹

The comparatively high rates of GBV in post-conflict Bougainville provide an excellent example of how rates of GBV sit within the wider social context. It does appear that the higher the rates of violence in society generally – in this case as a result of conflict – the higher the rates of GBV. This view is supported by the *2009-2010 Papua New Guinea Household Income and Expenditure Survey* data.⁶²

Regional Variation and HIES Data

The Household Income and Expenditure Survey (HIES) 2009-2010, conducted by the National Statistical Office (NSO), provides baseline data on domestic violence and other types of disputes. Owing to the nature of the survey, care is needed when interpreting the data, as explained earlier.⁶³ This section merely presents some of the information obtained; any in-depth analysis should be first checked with the PNG NSO for validity. *It is important to note that conclusions presented here are tentative and need to be confirmed by further investigation.*

Heads of households, or their spouse, were asked about whether they or anyone in their household had experienced at least one instance of a number of different types of disputes in the previous 12 months. Responses were self-reported and unverified. The chart below refers to reports of GBV-associated disputes such as disputes over domestic violence, physical assault, bride price, and child custody/support. The numbers reflect the percentage of households where at least one member experienced at least one instance of each type of dispute.

⁵⁹ Jewkes, Fulu and Sikweiyi, 2013, "Prevalence of and factors associated with non-partner rape perpetration: Findings from the UN Multi-country Cross-sectional Study on Men and Violence in Asia and the Pacific," in *The Lancet*, p. 6. [http://www.thelancet.com/journals/langlo/article/PIIS2214-109X\(13\)70069-X/fulltext](http://www.thelancet.com/journals/langlo/article/PIIS2214-109X(13)70069-X/fulltext). Accessed August 2014.

⁶⁰ National Statistical Office, 2013, *2009-2010 Papua New Guinea Household Income and Expenditure Survey, Summary Tables*, National Statistical Office, Port Moresby.

⁶¹ Fulu, E. Jewkes, R; Roselli, T; Garcia-Moreno, C on behalf of the UN Multi-country Cross-sectional Study on Men and Violence research team, 2013, "Prevalence of and factors associated with male perpetration of intimate partner violence: findings from the UN Multi-country Cross-sectional Study on Men and Violence in Asia and the Pacific," *The Lancet Global Health*, Volume 1, Issue 4, Pages e187 - e207, October.

⁶² National Statistical Office, 2013, *2009-2010 Papua New Guinea Household Income and Expenditure Survey, Summary Tables*, National Statistical Office, Port Moresby.

⁶³ More details about the Household Income and Expenditure Survey can be found in National Statistical Office, 2013, *2009-2010 Papua New Guinea Household Income and Expenditure Survey, Summary Tables and the accompanying disk*, National Statistical Office, Port Moresby.

INCIDENCE OF DISPUTE TYPES BY RURAL AND URBAN AREAS								
	% Households reporting experiencing at least one dispute							
Type of Dispute	National	Rural/Urban Areas			Regions			
		Rural	Urban	Metro	Southern	Highlands	Momase	Islands
Dispute over Domestic Violence	9.0	9.0	8.9	8.5	7.7	12.3	8.1	2.0
Physical Assault	7.3	7.3	7.0	7.1	2.9	10.5	7.5	1.8
Dispute over Bride Price	4.2	4.4	2.9	3.1	1.9	5.4	5.9	0.3
Dispute over Child Custody/Support	2.5	2.4	3.5	3.9	2.1	2.4	4.0	0.4
Experienced any Dispute	39.9	41.3	29.6	27.7	37.9	44.0	49.1	17.3

- Reports of disputes over domestic violence and reports of 'experiencing any dispute' are only roughly associated. Both are more commonly reported in rural areas and least likely to occur in Island regions. The Highlands had the highest rate of disputes over domestic violence reports and Momase, the highest rate of 'any dispute' (p. 124).
- As mentioned earlier, there does appear to be a much closer relationship between physical violence reports in a region and disputes over domestic violence reports. The prevalence of disputes over domestic violence follows a similar pattern to rates of physical assaults, with the exception of the Southern region, where disputes over domestic violence are more than twice as common as physical assaults. This does tend to support the pattern seen in the Bougainville data. *Involvement in violence outside the home appears strongly correlated with gender-based violence within the household* (p. 124).
- The HIES also provides information about who is the 'other party' or adversary in disputes over domestic violence. In all but one of the regions and areas listed, the 'other party' was a family member 80-90% of the time. The other region was the Island provinces where 'another' (i.e. non-family) individual was the adversary around 23% of the time (pp. 127-9).
- Disputes over domestic violence are more likely to be reported by household heads / spouses living in the Highlands; women (but only 5% more likely than men); people living in extended families (16% more likely than nuclear family residents). Of those reporting at least one episode of a domestic violence dispute, 20.7% report associated property damage (pp. 125-133).
- Bride price dispute reports are 50% more common in rural areas than in urban areas. The converse holds for reports about child custody disputes. These were 46% more likely in urban areas in contrast to rural areas (p. 124).
- The HIES illustrates that 60% of women who experienced a dispute during the reporting period did seek assistance (p. 136). They most frequently approached a community leader, friend / *wantok* or village court (28.5%, 23.8%, 21.0% of the time respectively), but 11.1% of the time, they did go to the police (p. 136).⁶⁴

⁶⁴ This contrasted with seeking help from church leaders or priests (5.2%).

Gender-based Violence and the Official Statistics

The GBV data presented so far – and the close connection with assault levels generally – suggest that GBV is symptomatic of the widespread use of violence generally throughout large sections of Papua New Guinean society. Therefore, violence occurring at the official level – whether literal, structural or institutional – is a subset of this wider problem. Its extensive nature may go some way to explaining insufficient reporting and consequently meagre legal outcomes. Arguably, the paucity of official statistics may, in fact, reveal more about the accepted reality of violence in PNG than it does about the actual numbers of GBV cases. Indeed, low levels of data may underscore:

- beliefs about the legitimacy of reporting;
- fear of reporting;
- poor recording of reports;
- likelihood of reports being taken seriously;
- likelihood of reports being recorded; and
- likelihood of reports being followed up.

These issues surface in the recent publication of national police data on rape which appear to be surprisingly limited. For example, it is difficult to believe that no rapes were reported to police in 2014 in all of East and West Sepik, Chimbu, Enga, Southern Highlands, the Autonomous Region of Bougainville, and West New Britain, and even harder to believe that no rapes occurred at all in these areas.

The number of cases reported to police and arrests in other places are very low as documented in the table below.⁶⁵

PROVINCE	REPORTS TO POLICE	ARRESTS MADE
NCD	76	31
East New Britain	25	14
Northern	8	1
Manus	7	3
Milne Bay	5	2
Eastern Highlands	5	0
Lae	5	0
Madang	2	?
New Ireland	2	All suspects arrested
Hela	?	0
Jiwaka	?	0
Western	1	?

The data above came from a newspaper report. Official police data from **Law and Justice Sector annual reports** and the **2013 Annual Performance Report** show a similar pattern: low levels of reported sexual offences and even lower numbers of arrests.⁶⁶

⁶⁵ Faiparik, C., 2015, 'Most Rapes in NCD', *The National*, August 6, Papua New Guinea, p. 6.

⁶⁶ Papua New Guinea. Law and Justice Sector. Justice Advisory Group, 2013, Annual Performance Report, p. 58 – see Table 1.

For example:

Rape

In 2013, 130 rape cases were reported nationally, and of these only 40 (31%) arrests were made (2012 - 123 rape cases reported with 34 (28%) arrests).

'Other' Sexual Offences

In 2013, 370 'other sexual offences' were reported, and of these 131 (35%) arrests were made (2012 - 176 reports with 61 (35%) arrests).

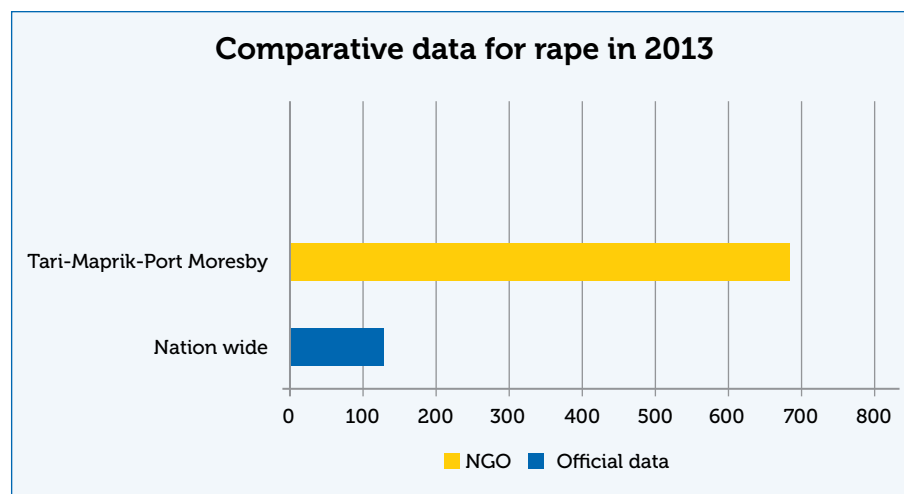
Data availability

Data for 2013 was obtainable for National Capital District (NCD), Lae, Madang, and East New Britain. There were no published official statistics for 18 provinces.

GBV / FSV data

Even in the capital, only one police station, Waigani, provides data for family sexual violence cases. It recorded three reported rape cases for females and one for males in 2013; (3 cases for females and none for males in 2012).⁶⁷

In summary, throughout Papua New Guinea, large numbers of people are negatively-affected by gender-based violence. Exactly how many, it is difficult to know. Occasionally, however, there is some small insight into the multi-dimensional nature of the problem. The data below cannot be compared, but putting them next to each other does suggest that either all those people assisted are not making official reports or that they do report and the reports are not being counted or that the civil society organisation is inflating the data. Given there are several CSOs with similar levels of data, this last possibility seems most unlikely.



The data for the three Family Support Centres, rolled out over a period of one year (2013), provide an estimate of 684 cases/year. One can confidently conclude that the rate of reported cases is much higher than captured by the official national data.

Source: *Family and Sexual Violence in Papua New Guinea: a medical emergency* The Australian Government Inquiry into the human rights issues confronting women and girls in the Indian Ocean – Asia Pacific region Submission 38 by Médecins Sans Frontières (MSF) http://www.apf.gov.au/Parliamentary_Business/Committees/Joint/Foreign_Affairs_Defence_and_Trade/Human_Rights/Submissions.

⁶⁷ Ibid.

2.4 Data Gaps

A standardised system of collection, analysis and reporting would improve Papua New Guinea's ability to address GBV and a variety of other issues. For example, the National Sex and Reproduction Research Team as well as Carol Jenkins of the Medical Research Institute (MRI) estimated that approximately 75% of women and children were experiencing family violence of some kind.⁶⁸ The MRI research, along with other studies, has contributed immensely towards recognising the link between GBV and HIV/AIDs – thus demonstrating the value of using research and data collection to assist with issues beyond GBV.

At present, obvious gaps which hamper greater understanding include:

- a) a lack of up-to-date data;
- b) a lack of comparable data;
- c) no national level compilation of data;
- d) inaccurate police data;
- e) health data on injury which is neither segregated by gender nor cause of injury;
- f) no agreed method for those providing services to collect and submit data for national compilation; and
- g) difficulties in finding out what data is available.

Some advocates for women and children lament the lack of a second prevalence study; however, such an exercise would be very costly and time consuming. Arguably, there is sufficient data available to render such a study unnecessary. There are also possibilities available with the national HIES study. The HIES questions could provide the basis for a basic prevalence study. Further investigation could enable questions currently in the disputes section of that survey to be refined and better analysed to provide the desired information.

Although there are currently many gaps in information, the body of data which is available should actually be sufficient to lead government at all levels of PNG, NGO/CSO/FBO partners, and the private sector - with support from development partners and donors - to work in partnership to provide effective GBV interventions including support services for survivors, access to justice, primary prevention, and multi-sectoral coordination.⁶⁹ If nothing else, coordinated collection and reporting of GBV data and evidence from all stakeholders and partners would help considerably. Further analysis could then be undertaken by local institutions such as the National Research Institute (NRI), Institute of Medical Research (IMR), Melanesian Institute (MRI), and other Papua New Guinea organisations.

⁶⁸ National Sex and Reproduction Research Team (NRRRT) and Carol Jenkins, 1994 cited in UN Women, 2011, p. 18.

⁶⁹ Dereck Rooker-Smith - AUSAID, 2011. Crunching the Numbers on gender violence. Dereck Rooker-Smith, December 2011. AUSAID. http://ausaid.govspace.gov.au/2011/12/09/crunching_the_numbers_on_gender_violence.

PART III:

EXISTING INTERVENTIONS IN GENDER-BASED VIOLENCE

This section presents a review and analysis of four key areas of existing gender-based violence interventions in PNG: access to support services for survivors; access to justice for survivors; primary prevention; and multisectoral coordination. A review of budget support to GBV interventions is also presented to highlight the importance of funding the implementation of programmes and activities.

3.1 Access to Support Services for Survivors

By global standards, the support services available for survivors of GBV in PNG are far from satisfactory. The WHO standard⁷⁰ of wraparound care for survivors is not available. With over 80% of the population in rural and often remote areas, the scale of deprivation of much-needed services for women is disappointing. The persistence of high maternal mortality, infant mortality and other negative social indicators for PNG are both a cause and an effect of underlying gender inequality in the countryside and is often directly linked to gender-based violence.

The WHO Global Status Report on Violence Prevention 2014 describes the state of the problem of interpersonal violence worldwide and the extent to which countries are

collecting data on fatal and non-fatal violence to inform planning and action. It assesses the current status of programmes, policies, and legislative measures to prevent violence. It also evaluates the availability of health care, social and legal services for victims of violence, identifies rifts in tackling the problem of interpersonal violence, and stimulates national action to address these gaps.⁷¹ The country profile of PNG from this report shows that in the sexual violence prevention programmes category, initiatives for social and cultural norm change are being implemented but remain limited or inadequate.⁷²

UNDP's Rapid Assessment of Institutional Readiness to Deliver Gender-based Violence and HIV Services in Five Provinces concluded:

Overall, the picture gained was of the uneven spread of gender-based violence and HIV services in the five provinces studied;⁷³ the under-resourcing of key services in health, justice, and social services; gaps in services; and uneven performance on standards because effective measures of accountability are not in place.⁷⁴

Much more recent information has become available through a nationwide GBV intervention baseline mapping undertaken by a UNDP consultant.⁷⁵ Findings from this baseline mapping confirm the above conclusion but highlight the important role in service provision of non-state actors in spite of weaknesses in the institutionalisation of GBV issues. The voice of practitioners in GBV service provision comes to the fore - thus contributing to the process of knowledge creation, learning, and development.

⁷⁰ WHO (2013). Responding to intimate partner violence and sexual violence against women WHO clinical and policies guidelines. <http://www.who.int/reproductivehealth/publications/violence/9789241548595/en/>

⁷¹ <http://www.undp.org/content/dam/undp/library/corporate/Reports/UNDP-GVA-violence-2014.pdf>.

⁷² Ibid.

⁷³ The Provinces were Western Highlands, Madang, Simbu, Eastern Highlands, and the Autonomous Region of Bougainville.

⁷⁴ Rapid Assessment of Institutional Readiness to Deliver Gender-based Violence and HIV/AIDS in Five Provinces of Papua New Guinea, UNDP 2013, p. 73

⁷⁵ The GBV mapping was undertaken by Elizabeth Cox for the DfCDR and UNDP GBV project. The full report is forthcoming. These findings will inform and serve as key areas for action in the new national strategy to prevent and respond to GBV, 2016-2025.

Recent GBV Mapping Data/Evidence

Some findings from the mapping exercise undertaken in 2014, together with this review, provide important baseline data and knowledge on gender-based violence interventions throughout PNG. Key findings are presented below:

- (i) **CSOs/NGOs/FBOs carried the bulk of GBV/FSV work in service provision and primary prevention.** In most provinces, they were the first responders. Founded and led mostly by women, many men have now joined organisations undertaking such work. Funding and other resource support for most of this work is provided by international NGOs (INGOs), development partners, and donors.
- (ii) **The private sector has only recently become involved and seems to be gaining prominence.** For instance, the Digicel Group's Men of Honour award, and the building of seif houses in some provinces such as Milne Bay exemplifies this trend.
- (iii) **Most GBV/FSV work is undertaken by volunteers with informal training; however, this does not mean that volunteers are inadequately trained.** NGOs have assumed a lead role in human rights, gender equality and GBV training. Over the past 20 years, many workers have completed substantial training at the Fiji Women's Crisis Centre (FWCC) and still others have been trained as trainers and trainers-of-trainers.
- (iv) **Much focus is on carrying out gender and human rights awareness and advocacy whilst support services for survivors is limited to a few provinces.** This is the same for both NGO and government providers, as well as FBOs that have become more active in addressing GBV over the past 5-10 years.
- (v) **Shelters are few and far between.** A total of 17 shelters or Meri Seif Houses exist in eight out of 22 provinces in PNG. Interestingly, half exist in the East Sepik province where they have become decentralised to district level by the East Sepik Council of Women. Five out of six districts of ESP have shelters and first level responders. The provincial town of Wewak has at least three safe accommodation centres.
- (vi) **Access to justice is generally limited to a few urban areas, especially at provincial police stations.** Uneven access and resource constraints further limit their capacity to reach out to survivors in remote rural areas. The Australian DFAT-funded initiative, PNG-Australia Law and Justice Partnership (PALJP), is increasingly rolling out more and more Family and Sexual Violence Units to locations like Hela, Porgera, Mendi, Kerema, and Wau.⁷⁶
- (vii) **Village Courts (VC) are often male-dominated and function according to local customs that often discriminate against women.** In exceptional cases, such as in East Sepik, rights-based NGO work has existed for a long time and has a significant impact on the way VCs are conducted in the districts.
- (viii) The Family and Sexual Violence Action Committee (FSVAC) is the national coordinating body that in theory leads GBV work in PNG; however, it is often constrained by limited capacity and resources. FSVAC's ability to coordinate and help strengthen its satellite organisations – the Provincial Family and Sexual Violence Action Committees (PFVSAC) – is very limited. The national FSVAC had tried to deliver training across the provinces but the strongest, and most sustained approaches have emerged where there is a robust local women's organisation, strong women leaders and women's human rights defenders, and where there are good networks reaching out to the districts. As well, the most promising environment is one where a rights-based approach has been adopted and many community leaders, police, health

⁷⁶ A list of the FSVUs is provided in this review although it may not be up-to-date given the pace of PALJP's roll-out nationwide.

staff, and Village Court Magistrates (VCMs) have been exposed to human rights and gender equality training. The best results occur where there is a solid local organisation able to develop its own capacity internally and with the support of relevant women's and human rights networks.

- (ix) During the eighties, the GoPNG, through the Law Reform Commission, was a leader in terms of its commitment to addressing violence; eventually, however, the nation faltered and fell behind many other countries. **Fortunately, from the mid-nineties, PNG regained its momentum in GBV work. From then on, the government has done well in terms of playing its role appropriately with more gender-sensitised FSVUs, FSCs and VCs, and working in partnership with active, well-informed and adequately-financed NGOs, FBOs, and CBOs.** DFAT Australia's support to PNG through its long term Policing, Law and Justice Programme (PALJP) has also made a huge difference. The biggest challenges now include local level coordination; rationalisation of services, roles and responsibilities; and securing sustained financing.
- (x) **Multisectoral coordination is beginning to emerge although it is still far from satisfactory.** For example, referral pathways are still weak in areas where some effort in service delivery is made. Such services are not available in most parts of the country. In exceptional cases, referral pathways from districts to the centre are working well as in East Sepik, Eastern Highlands, Simbu, Jiwaka and to some extent East New Britain Province. In such cases, FSVUs and FSCs are successful when adequately financed and sustained but there is a risk of donor dependence. Lack of political support is a serious problem and high-level provincial advocacy is not yet effective. Support from the national level may help, as is currently happening.⁷⁷
- (xi) **Key factors to sustained work in the future includes:**
- ◆ Political support (moral and financial)
 - ◆ FSVU, FSC and court staff act with integrity and in full cooperation with non-governmental actors, mutually supporting each other and developing each other's knowledge and capacities.
 - ◆ Effective PFSVAC coordination and objective management leading to effective solutions to local factional, personnel and international agency issues.
 - ◆ Improved, standardised training material, methods and training roll-out.

Critical issues and needs relating to GBV have been identified by expert advisors in socio-psychological and trauma counselling, law and social anthropology. These advisors have played a critical role in shaping and moving the agenda of GBV to the forefront of public and scholarly discourse both nationally and internationally.

Global best practices set the standards and ethics in GBV intervention. PNG has traversed this path by attempting to develop several *key framing sectoral policies, guidelines, protocols and standards for GBV prevention and service provisions*.⁷⁸ These standards are from the National Department of Health (NDoH), National Aids Council (NACS), Law and Justice, and the National Department of Education (NDoE).

⁷⁷ With the help of the Office for Development of Women/DFCDR and the national FSVAC, and technical/ financial support from UNDP and DFAT, high-level consultations with several provincial administrations have resulted in specific budget allocations for GBV programmes in some provinces.

⁷⁸ I am grateful to Elizabeth Cox for sharing insights from her manuscript on this subject for a separate assignment.

Medical Care interventions

In the Health Sector, medical services are to be provided with due care and diligence. Family support centres (FSCs) have been established in major hospitals and health centres in PNG to provide medical care to survivors of gender-based violence.

Family Support Centres (FSCs)

At the time of this review, there were 16 FSCs nationwide. These are listed below:

FAMILY SUPPORT CENTRES IN PNG	
1. Port Moresby General Hospital	9. Goroka Provincial Hospital
2. Daru General Hospital	10. Kundiawa General Hospital
3. Alotau Provincial Hospital	11. Kerewagi Hospital
4. Angau Memorial General Hospital	12. Minj Health Centre
5. Maprik General Hospital	13. Nonga Base General Hospital
6. Vanimo General Hospital	14. Kimbe Hospital
7. Tari Hospital	15. Buka General Hospital
8. Mt Hagen Provincial Hospital	16. Arawa Health Centre

An **Operational Guidelines for the Hospital-based One Stop Centres for Family Sexual Violence** was written in 2008.⁷⁹ These guidelines are founded on a **rights-based, client focused model of service provision**. In the original **Operational Guidelines**, it was **made very clear that this was to be a service for (mainly) women, run by women**. This has been standard international practice for many years. In the provision of health services, and for HIV services, there **must be a same-sex provider** so that women can receive the services from women and men can receive them from men if they so choose. This is the standard way these services must be set up. But if clients wish to have service from a person of the opposite sex, they can, and men often feel less uncomfortable having women inspect their genitals than a male service provider.

Client-focused service provision is another best practice model of service delivery. If standards are followed, the FSCs should no longer be run by social workers (whether male or female), but **by trained female nurse supervisors**, use female (i.e. same sex) counsellors, and only in complex cases seek support from a social worker.

Whether or not these original guidelines or a final set of guidelines are being used in Health facilities needs to be established.

Psychosocial Counselling

According to **Médecins Sans Frontières (MSF - Doctors without Borders)**, counselling is an unregulated profession in PNG, meaning that there is neither standard training and certification required to provide counselling nor a commonly accepted definition of counselling.⁸⁰ In the context of PNG, the need for appropriate and more specialised counsellors has been identified and recognised although as yet there is no formally accredited training for people in-country.

It seems that MSF, with a global outreach in providing such service, is perhaps the only entity with personnel fully equipped to provide psychological first aid (PFA) services using their own protocols and guidelines to survivors at FSCs in several locations. Another specialised form of counselling is mental health counselling (MHC) related to trauma which is usually done by social workers or others who have had some form of training but not necessarily a medical background.

⁷⁹ Christine Bradley and Emmanuelle Privat are gratefully acknowledged for sharing invaluable insights for this section. E-mail communications, November 2014.

⁸⁰ Emmanuelle, Privat, MSF-Humanitarian Affairs Officer/Communication and Advocacy Officer. E-mail communication, November 2014.

As a key partner with the national FSVAC, MSF has provided both survivor-focussed services as well as training to improve capacity in the national Department of Health (NDoH). A brief overview of its service coverage is presented below in Box 2.

Box 2: Footprint in counselling services: Médecins Sans Frontières (MSF - Doctors without Borders)

FSCs previously managed or supported by MSF (Holland or France):

- From December 2007 to July 2013, MSF (Holland) managed Lae FSC. Then it was successfully handed over to the National Department of Health (NDoH).
- For a few months in 2014 until June 2014, MSF (France) supported the establishment of an FSC in Buin Health Centre by training an NDoH nurse.

FSCs still supported by MSF (Holland):

- MSF started a treatment and training programme to support the NDoH FSC coordinator at Maprik District Hospital in late 2013, bringing in additional staff, trained and paid for by MSF. In July 2014, the hospital and the Provincial Health Advisor signed a Letter of Agreement committing to integrate all the additional MSF-trained staff into the hospital's payroll at the end of 2014 and to continue providing comprehensive medical and psychosocial services autonomously. This has not happened and the extra staff was subsequently laid off. Maprik was not operational at the time of this review.⁸¹
- MSF staff started providing medical care at Port Moresby General Hospital's FSC in early 2014. In July 2014, the Hospital signed a Memorandum of Understanding committing to assign their own medical staff to the FSC and to continue providing comprehensive medical and psychosocial services autonomously starting in 2015. Attempts to find out about progress from NDoH were unsuccessful.
- MSF (Holland) supported the establishment of FSC services in 9-Mile Clinic in Port Moresby by training two NDoH staff from May 2014 and until the end of 2014.
- MSF started supporting Alotau FSC in November 2014. The plan is to provide short-term support (around three months) to train and coach the existing NDoH staff so that they acquire the skills to run the service autonomously.

FSC still managed by MSF (Holland):

- MSF opened a FSC in Tari District Hospital in 2008, and is still running the service with MSF staff.

Other interventions by MSF:

Between 2010 and 2012, MSF conducted seven attachment training sessions at the Family Support Centre (FSC) in Lae during which 55 clinical staff from 28 hospitals and health centres throughout PNG gained hands-on knowledge of how to set up and provide care to survivors of FSV. However, while some of these 55 staff members – such as the Mt. Hagen FSC coordinator – were actually assigned to provide FSV care when they returned to their respective health facility, this was not the case for everyone.⁸²

An international expert in psychosocial counselling lamented that 'there have not been any success stories in the area of trauma counselling'⁸³ Dr. Margit Gangster-Breidler further noted that much of the available – but still very limited services – focus on "crisis counselling" rather than offering proper "trauma counselling." Overall, it is clear that the needs of GBV survivors far exceed national capacity.

⁸¹ Personal communication with Elizabeth Cox, June 2015.

⁸² I am very grateful to Emmanuelle Privat for her receptiveness and detailed response to my query regarding counselling services, from MSF's experience. E-mail communication, November 2014.

⁸³ Dr Margit Gangster-Breidler – Psychotherapist and specialist trainer in Trauma Counselling and Psychotherapy E-mail communication, November 2014.

At the time of this review, the PNG Counsellors Association was forming through a process facilitated by FSVAC and its partners.⁸⁴ As part of this work, a training curriculum will be developed so that counsellors can be certified and, it is hoped, be hired as FSC staff. Barrick Gold Mining has sponsored the curriculum development on trauma counselling for GBV survivors and 10 practising counsellors are involved in the new association along with the University of PNG's Social Work Strand. Their objective is to establish an accredited training programme in PNG.

3.2 Access to Justice for Survivors

Legal Counselling and Police

In the 1980s and 1990s, successful paralegal training was provided by NGOs such as the Individual and Community Rights and Advocacy Forum (ICRAF). Many NGO workers received this training; however, over time, this worthwhile initiative lapsed as the interests and priorities of key people in the organisations shifted. Many other NGOs and CSOs focus more on raising public awareness but much less in terms of building up and maintaining a national network of human rights activists and advocates.⁸⁵

Over 80% of PNG's population is rural-based, and formal justice is almost out of reach for them. The Office of the Public Solicitor (OPP) is, in principle, available for citizens to seek free legal advice; however, in reality this service is inadequate due to resource limitations as well as practical constraints such as the tyranny of terrain, communication, transport and even the lack of basic knowledge as to how to access to this service.

In PNG, the ratio of police to population is 1: 1,255 compared to the UN recommended ratio of 1: 450.⁸⁶ There are approximately 263 police stations nationwide, some of these manned by a sole police officer.⁸⁷ Despite the Village Court System's establishment nationwide, their proceedings are heavily influenced by customary attitudes and beliefs – a fact not missed by numerous GBV researchers, stakeholders, and partners. Difficulty in accessing justice is compounded by traditional attitudes and practices such as compensation, strong allegiance to family and kin, safeguarding social relations and family name or status, and avoiding shame.

Nevertheless, there are some concerted efforts to advocate justice through the rule of law in PNG. The media plays an important role in this regard and in one instance, the editorial of the National newspaper quoted a senior magistrate Cosmos Bidar:

For serious crimes such as murder and rape, the perpetrators must face the law regardless of whether they have shown remorse and have cooperated with the police. Paying compensation should never be seen as a pardon of the offence by the victim or his or her family because justice has been undermined.⁸⁸

The editorial of the National newspaper commented further:

Papua New Guineans must decide whether they want to live in a society where law and justice takes precedence over cultural beliefs and practices or one where compensation demands can lead to justice taking a back seat.⁸⁹

⁸⁴ Personal Communication with Susan Setae, Interim President – PNG Counselling Association.

⁸⁵ UNDP. GBV baseline mapping report forthcoming.

⁸⁶ Clarkson, Joane, 2010, *The Journal of Women and Policing*, Issue No.26.

⁸⁷ Ibid.

⁸⁸ <http://www.thenational.com.pg/compo-practice-undermines-law/>.

⁸⁹ Ibid.

Major findings from the PNG Country Gender Assessment regarding access to justice are presented below.

Box 3: Major findings in Chapter III in relation to the development challenge of providing access to rights through legal and social empowerment.⁹⁰

- The Constitution provides for gender equity and equality, but customary law, recognised by the Constitution, discriminates against women in relation to rights and property.
- The Law Reform Commission examined and made recommendations on gender issues in laws relating to adultery, prostitution, polygamy, succession and inheritance, marriage and divorce, and maintenance. Some laws, based on gender considerations, have been amended or passed. But law reform has had limited beneficial impacts for women so far.
- The police and prosecution authorities continue to have difficulties in applying and enforcing the law. The justice and law enforcement systems are weak and there is insufficient policing and inadequate application of the law.
- Village courts apply customary principles which may discriminate against women. The formal justice system is insufficiently accessible, particularly for rural people and especially rural women.
- Studies of gender-based violence indicate that such violence appears to be widely accepted and “culturally” condoned.
- Violence against women appears to be common throughout the country with negative impacts on the health of women and children. More systematic, comprehensive and internationally comparative prevalence data are needed to improve strategies and actions.
- Institutional responses for prevention of gender-based violence and support for victims are insufficient and inadequate. Violence (and the threat or fear of it) significantly reduces the range of actions a woman can take to support her family and enhance her health and education, as well as that of her children. (source: World Bank, 2014, PNG Country Gender Assessment).

At the time of writing this report, the most current evidence and data available were obtained through the **2013 Annual Performance Report** of the Law and Justice Sector. The report provides data available on GBV or sexual violence and quantitative indicators of steps taken to achieve gender equality in the law and justice sector overall in PNG. Most importantly, it gives us a sense of women’s access to justice. The percentage of under-reporting and non-reporting of crimes in general, and GBV in particular, underscores an overall lack of access to justice for women and the population at large. More effort needs to be undertaken by the government of PNG.

Access to Justice: some positive indicators

The following information is indicative of the level of access to justice by survivors of GBV including percentage of perpetrators who are arrested and face the court of law. Of particular interest are statistics on the composition of staff for each Law and Justice Sector agency.

- 199 police stations nationwide by mid-2013.⁹¹ The ratio of police to population is 1: 1,255.
- 1,652 village courts nationwide by end of 2013.
- 38% of prosecutors are female, a significant increase from 3 % in 2011.
- In the Office of the Public Prosecutor (OPP), 50% of staff is female.
- 14 branches of OPP were established in 2013, including five legal aid desks nationwide.
- At the time of review, a total of FSVUs had been set up. Given the rapid pace of the PNG Australia Law and Justice Partnership’s (PALJP) roll-out nation-wide, the number of FSVUs is bound to increase.

⁹⁰ PNG Country Gender Assessment, 2012: xvii.

⁹¹ The figure cited by Joan Clarkson, RPNCG Director, Corporate Services, differs from the LJS Annual Report 2013.

The **Law and Justice Sector 2013 Annual Performance Report**, using the sector’s Monitoring and Evaluation (M&E) Framework, has highlighted a moderate level of change under four performance indicators – effectiveness, efficiency, accommodation and access. Overall “level of activity or actual service delivered” is presented under the above performance indicators. The report presents only quantitative data to highlight some achievements relating to gender equality and GBV/FSV.

In general, under-reporting and non-reporting of crimes and GBV is pronounced. In addition, many of the Legal and Justice Sector agencies have yet to adopt and use sex-disaggregated data collection, where possible and appropriate.

Family Sexual Violence Units (FSVUs)⁹²

No FSVUs were reported operational in the 2012 LJS report. The 2013 LJS Report listed 6 Family Sexual Violence Units (FSVUs) operating in Popondetta, Madang, Daru, Wewak, Kimbe and Buka. Apparently, this data is inaccurate or out-dated - a result of poor data collection and reporting.

More reliable data⁹³ are available through the GBV mapping undertaken in 2014 which shows 18 FSVUs having been established across the country (see Table below).

FAMILY SEXUAL VIOLENCE UNITS IN PNG			
Province	FSVUs	Province	FSVUs
NCD	1. Boroko	Sandaun	10. Vanimu
NCD	2. Waigani	West New Britain	11. Kimbe
NCD	3. Badili	East New Britain	12. Kokopo
Oro	4. Popondetta	ARB	13. Buka
Milne Bay	5. Alotau	ARB	14. Arawa
Western	6. Daru	Eastern Highlands	15. Goroka
Morobe	7. Lae	Simbu	16. Kundiawa
Madang	8. Madang	Simbu	17. Kerowagi
East Sepik	9. Wewak	Western Highlands	18. Mt Hagen

3.3 Primary Prevention

Internationally, there is now emphasis in shifting GBV programmes towards prevention.⁹⁴ Primary Prevention encompasses a range of different approaches to counter gender-based violence. Best practices from across the world have been adopted in PNG and are discussed under the following topics: community mobilisation and engagement; economic empowerment; awareness and advocacy; gender sensitisation and human rights awareness; engaging men and boys; and socio-economic support programmes in sectors such as education, health and justice.⁹⁵

⁹² The FSVUs are also referred to as Family Support Units (FSUs) in other sources.

⁹³ RPNGC data was provided by Sgt David Kila at a GBV workshop for government and CSOs as part of this GBV strategy review, held in July 2014.

⁹⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/337615/evidence-review-interventions-F.pdf
<http://strive.lshtm.ac.uk/resources/what-works-prevent-partner-violence-evidence-overview>.

⁹⁵ Bradley, 2010, p. 9.

The literature vividly demonstrates the extent to which actors or agents of change (GBV stakeholders/partners - both state agencies and non-state partners) have proliferated. The issue has grown from being viewed as a women's issue to one also concerning livelihoods, security, human rights, as well as faith and the church. Issues around GBV now entail deconstructing cultural meanings of what it means to be men and women and what makes good economic sense. Many GBV initiatives adopt an integrated approach where two or more methodologies are employed in both violence prevention and support services for survivors.

Community mobilisation and engagement

There are many examples of community mobilisation around the world. Some global best practices include SASA! in Uganda, Stepping Stones (in 30 countries), IMAGE microfinance in South Africa, and RHANI wives in India.⁹⁶ A recent example in PNG is the Kepari Leniata Foundation set up to mobilise communities to end violence against women and empower women to speak out. Other examples are presented below.

Socio-economic support programmes

The following examples focus on broader socio-economic programmes to empower women rather than narrowly focussed GBV initiatives which have proven to be of limited benefit thus far.

UNICEF's Accelerating Girls in Education (AGE)⁹⁷

UNICEF piloted the Accelerating Girls in Education (AGE) programme in six provinces. AGE started in November 2004 with the aim of improving girl's education. The programme attained a measure of success in terms of increasing enrolment and improving retention. In the PNG context, keeping girls in schools can prevent early – mostly teen – marriages and help reduce high levels of illiteracy, and promote maternal and infant mortality. The programme enabled participants to receive formal education. AGE involved sensitising communities to the importance of educating girls.

UNICEF has also partnered with the National Department of Education (NDoE) in institutionalising Universal Basic Education (UBE) through a national UBE plan and setting up a Child-Friendly School programme to address gender barriers such as the lack of separate male and female toilets and safe drinking water in schools.

Church Support

Christian churches have a huge influence in the lives of Papua New Guineans. Working through women's and men's fellowship groups attitudinal changes are beginning to emerge (Anderson, 2012; Eves, 2006). Jane Anderson (2012) highlights the need both for understanding the local context of religion as well as interpretations of the Bible that favour women's empowerment. Jolly (2013) also underscores the value of alternative interpretations of biblical texts.

Community conversations, small group advocacy and collective responses

Elizabeth Reid highlights the importance of having community conversations about sensitive issues such as HIV/AIDS and gender-based violence.⁹⁸ Gender inequalities and gendered power relations that keeps women marginalised can also be unravelled using this approach. Similarly, **small group advocacy and collective responses can also help prevent violence** (Anderson, 2012; Eves, 2006, 2013; Gibbs, 2013; Jolly, 2013). The utility of these approaches can be understood in terms of providing an avenue for the voices of survivors to be heard, sharing common experiences and challenges; and to help prevent GBV in the wider community.

⁹⁶ Bradley, 2010.

⁹⁷ http://www.unicef.org/infobycountry/papuang_25037.html

⁹⁸ Anderson, 2012.

Economic Empowerment

A growing body of empirical literature from around the world demonstrates that promoting gender equality is good economic development policies. Indeed, the literature shows that greater gender equality in endowments, access to economic opportunities and agency can (a) contribute to higher productivity, income growth and poverty reduction; (b) improve the opportunities and outcomes of the next generation; and (c) enhance development decision making.⁹⁹

Lessons from international success stories and best practices are only slowly taking hold in PNG; there is growing acceptance that economic empowerment can help address GBV. For instance, with their own income, women can escape from violent homes, if they have to (Eves, 2014; Pacific Women Shaping Pacific Development, 2015; William/INA study 2014; World Bank, 2013).

UN Women's Safe City initiatives are developed on the premise that there is a positive connection between economic empowerment and GBV prevention. Hence, both the promotion of safe markets and safe buses should help prevent violence in public spaces so that women and girls can move freely between school, market and work.¹⁰⁰

The **Mother Child Support Project (MSC)**, based in Port Moresby, is led by a remarkable woman whose own personal crisis led her to set up the project. This home-grown project has a membership of about 900 women, and more are expected to join. The project has developed the leadership skills of women, encourages networking and knowledge sharing regarding VAW and promotes women in business. Using a microfinance model, all members are supported and encouraged to strive for financial health. Confidential counselling and referrals to law and justice are provided. The MCS ID card becomes a shield against DV as members can tell would-be perpetrators: 'I have a back-up team who will help me report your violence against me.'

Women's credit schemes, and other economic empowerment initiatives are increasing. Typically, the schemes are supported by the government and international development partners such as ADB, World Bank and the International Financial Corporation.

The **Small to Medium Enterprises (SME) programme of the National Development Bank** encourages Women in Business schemes, and provides opportunities for women to take out loans and save with the women's micro-bank. Led by prominent women's leader, Janet Sape, **Women's Micro Bank and Women in Business** is another example of a microfinance model.

Care International's economic empowerment work in Bougainville, as well as **Komuniti Lukautim Oi Meri (KLOM)** across a number of provinces, exemplify an integrated approach to addressing GBV.

Awareness and Advocacy

The Women and Law Committee in the 1980s paved the way for public awareness and advocacy work around ending domestic violence. The FSVAC has continued to produce GBV brochures and posters since its establishment. Many other organisations have now joined the fold.

Awareness campaigns and advocacy

The use of mainstream and social media to educate the public to change behaviours and attitudes towards GBV is now common. The National Broadcasting Commission's Media Development Initiative (MDI) – supported by DFAT (previously AusAID) – promotes awareness messages such as "Real men don't hit women." Other media campaigns related to violence against children are supported by UNICEF and UNFPA. Development partners are also involved and it is important that thorough research be undertaken to document these programmes and track their impacts.

⁹⁹ World Bank, 2012a, World Development Report 2012 on Gender Equality and Development. World Bank, Washington, DC. pp. 5-7.

¹⁰⁰ <http://www.unwomen.org/en/what-we-do/ending-violence-against-women/creating-safe-public-spaces>.

Engaging Men and Boys

Research and analysis of qualitative issues relating to GBV suggest several action points for the prevention of GBV.

- **Addressing Masculinity**¹⁰¹ programmes focus on unequal gender relations that result in rigid 'traditional' gender roles whereby men assume power and control over women.
- **Engage men and boys by promoting alternative forms of masculinity** based on respect and partnership between and amongst men and women. and that can be implemented in the context of FBOs/church and the wider community.
- **Men learn to take responsibility for their own attitudes** about being a man/husband/father through men's workshops/forums/in small groups that are led by male facilitators to help promote gender equality and improve gender relations.¹⁰²
- **Fiji Women's Crisis Centre** has made an enormous contribution by facilitating and leading regional male advocacy training and network. This approach now informs programmes jointly facilitated and coordinated with the national FSVAC and other partners and are led by trained male advocates such as Isi Oru.
- **Partnerships in male advocacy programmes.**¹⁰³ Strong partnerships have been forged to implement male advocacy training.¹⁰⁴ **Caritas and the FSVAC** are partnering to strengthen their respective male advocacy programmes, drawing on the knowledge and skills learnt during training received from the FWCC and other global experiences. There are efforts currently underway to adapt the male advocacy training curriculum from FWCC to the PNG context.
- With support from the PNG Australia Law and Justice Partnership (PALJP), FSVAC is piloting a programme in **prison rehabilitation** where attitudinal and behavioural change is being incorporated into the rehabilitation of male prisoners.
- The FSVAC is also working with Adventist Development and Relief Agency and World Vision on a Channels of Hope for gender project which casts a **gendered lens on biblical interpretations**.

Such initiatives suggest a gradual but progressive change in gender roles and relations; these small steps towards achieving gender equality indicate an emerging culture of non-violence and a growing attitude of zero tolerance for violence in some sections of the population. Being embedded in a society's gender constructions does not preclude agency because slowly but gradually there are signs of shifting perception and life **expectations**. **Gender relations have changed and are changing.**¹⁰⁵ For instance, the video *Pawa Meri* and the Leniata Legacy Foundation demonstrate women's leadership abilities. Digicel's Men of Honour Award, the work of the Rugby League Against Violence, and male department heads and CEOs signing up to be gender-sensitive role models all suggest changing attitudes.

Education and formal employment have helped to question the legitimacy and general social acceptance of GBV (Anderson, 2012). **This review calls for a perception shift to recognise and acknowledge local initiatives and community responses to GBV, to support these activities.** Several examples follow.

¹⁰¹ Eves, 2006; Jolly, et al, 2012.

¹⁰² Eves, 2006 and 2013; Zimmer-Tamakoshi, 2012.

¹⁰³ Information in this section were obtained through the Church Partnership Programme Gender Strategy consultations held in April - May 2015.

¹⁰⁵ Much academic analysis tends to see little value in the gradual but progressive changes initiated and led by local actors. Consequently, development partners and governments tend to regard such change with pessimism. This view resonates with Fiona Hukula's argument that "power and domination" by men over women does not always explain the propensity for violence towards women and that there are circumstantial instances that lead to violence against women by men (Hukula, 2013).

Initiatives organised by Men to Prevent GBV

Rugby League Against Violence (RLAV)¹⁰⁶

RLAV is a non-profit organisation registered in Australia and PNG. For instance, in an effort to promote awareness of gender-based violence and its deleterious consequences, the RLAV website displays a t-shirt worn by rugby players with printed messages such as:

- *"Mi Tok Nogat/Noken Patin Meri"* (I am saying NO/Don't fight women)
- *"Mi Bai No Inap Passim Maus, Tokaut Lon Domestic Violence"* (I will not shut my mouth, Speak out on Domestic Violence)
- *"Patim Meri – Ino Gem Bilon Mipela"* (Fighting women, It's not our game)

Corporate partners of Rugby League Against Violence (RLAV) Ambassadors include:

- a) Port Moresby Vipers
- b) AusAID/ABO/NBC Media for Development Initiative
- c) Morata Rugby League

Kuma Cowboys Rugby Team

The Yumi Kirapim Senis Initiative grew from a partnership between the Centre for Social and Creative Media (CSCM) from the University of Goroka, the Department for Community Development and Religion, the Consultative Implementation and Monitoring Council (CIMC), and with technical support from UNDP and funded by the Australian Department of Foreign Affairs and Trade (DFAT). The series of six movies and a photo booklet capture positive interventions initiated across different communities in Papua New Guinea. In Jiwaka, the Kuma Cowboys Rugby Team organisation contributed to the initiative's production of a booklet, 'Our Stories, Our Actions.'¹⁰⁷ The booklet highlights personal and inspiring stories of efforts made against GBV in Papua New Guinea. Active in the White Ribbon campaign to end violence against women and girls, team members committed to by-laws to end violence such as immediate termination for players engaging in abuse of women, alcohol and drugs. As player James testifies in one story:

My team members are afraid of breaking the by-laws and that helps them stay out of trouble. Because of this there are a lot of changes happening in homes, and boys cause less trouble, and drink fewer beers. They also try not to drink beer at the market and destroy market stalls or hit women at the market. We remain strong and committed to being good.

Departmental Heads Role Models

The Australian Department of Foreign Affairs (DFAT) Initiative¹⁰⁸ – through the Economic and Public Sector Programme (EPSP) – and in partnership with the Department of Personnel Management has introduced a role model programme to promote gender-sensitive leadership in the public service. This programme has so far resulted in 19 male Departmental Heads/Chief Executive Officers who voluntarily signed up to be role models.

¹⁰⁶ <http://www.rugbyleagueagainstviolence.org/>

¹⁰⁷ Yumi Kirapim Senis 'Our Stories, Our Actions' booklet created by the Centre for Social and Creative Media, University of Goroka, and UNDP Papua New Guinea, p. 22. www.cscm.uog.org

¹⁰⁸ <http://www.coffey.com/en/about-us/latest-news/male-role-models-stepping-forward-to-fight-violence-against-women-in-png/>

Men of Honour Award¹⁰⁹ – an initiative of Digicel PNG Foundation – launched on 25 August 2014 which seeks to encourage positive forms of masculinity. The award honours a PNG man who demonstrates respect and non-violence towards women and girls. The range and diversity of partners¹¹⁰ supporting the Men of Honour Award indicates a growing awareness and, importantly, an emerging critical mass of people from the private sector and CSOs mobilising to prevent and stop GBV. The attitude of intolerance towards GBV is being nurtured particularly through the role-modelling of the non-violent awardees recognised as Men of Honour – thereby promoting an alternative form of masculinity and an image of men in PNG as recommended by Eves (2006 and 2012). It will be interesting to see how far this initiative will help change men’s attitudes and whether it will be sustained in the long term.

3.4 Multisectoral Coordination

Multisectoral coordination is a key strategy for ensuring a comprehensive coordinated response and strengthened support services for survivors as well as effective prevention efforts (Bradley, 2010; World Bank, 2014). GBV partners from civil society, faith-based organisations, the private sector and all relevant government agencies need to work in partnership – with clear responsibilities and using a seamless approach. Working in isolation and in an ad hoc fashion will have no lasting impact.

3.5 Budgets

Papua New Guinea has now reached the status of a lower Middle Income Country. This means that due to the robust economic growth it has experienced over the decade 2002-12, the government generated substantial wealth such as revenue windfalls from the mineral extractive industries. Wealth created from its rich natural resources and agricultural produce, if utilised prudently, can improve the lives of its citizens – almost 75% of whom are women and children. Women and girl survivors of GBV are in dire need of services across the entire spectrum from primary prevention to medical and socio-psychological treatment, to shelters and legal justice.

To date, the government has lagged behind civil society, faith-based organisations and the private sector in addressing GBV. The non-state actors, however, lack the political recognition and financial support required to be strategic and sustainable. While the Ministry of Youth, Community Development and Religion has struggled to develop policies and strategies to advance gender equality, and in particular to address gender-based violence, recent government initiatives including the public sector and Provincial and Local Level Government focussed Gender Equity and Social Inclusion Policy 2013 and the 2013 National Security Policy reflect increasing government acknowledgment of – and response to – GBV.¹¹¹ However, funding support from the government to implement these policies and legislations has been minimal. For decades, non-state actors at national, provincial and district levels have struggled to address the problem and to coordinate their efforts across provinces. The situation is gradually changing with some provincial administrations complying with the National Executive Council Decision directing them to budget for GBV programmes in provincial annual budgets and plans as mentioned earlier.

As part of this review, information about government funding was sought from the Department for Community Development and Religion’s (DFCDR) Finance and Administration Division.¹¹² It is evident that gender equality and women’s empowerment programmes, including efforts to address GBV, are led by non-state actors and are mostly donor-funded.

¹⁰⁹ <http://www.iwda.org.au/2014/09/12/men-of-honor-campaign-fights-violence-against-women-in-png/>

¹¹⁰ Some of the partners working with the Digicel PNG Foundation include: National Capital District Commission, WeCare, UNICEF, Moni I Coffee Exports Ltd, Hope Worldwide, Médecins Sans Frontières, Institute of National Affairs, Gateway Children’s Fund, G4S, Ela Motors, Rotary, CIMC, City Mission, National Catholic Health Services, British High Commission, Cheshire Disability Service, Ginigoada Binis Development Foundations Inc., and the Department for Community Development and Religion.

¹¹¹ GESI – DFAT and CFC – private sector.

¹¹² Personal communication with a member of the DFCDR, December 2014.

Successive annual budget requests made by DFCDR to the Public Improvement Programme (PIP) have been, and continue to be, overlooked.¹¹³ This clearly indicates a lack of national government ownership despite the fact that gender-based violence now affects nearly half of the nation's citizens.

The year 2010 was exceptional with K500,000 allocated for GBV activities by the Government of PNG (GoPNG). Presumably, this funding was used for activities relating to the first-ever CEDAW reporting by the national government. Since then, however, no similar government funding has been allocated for addressing GBV.

Earlier in 2008, the Department for Community Development was awarded a grant of US\$ 120,000 from the Global Trust Fund for EAW. The grant was intended for disbursement through CSOs in PNG working on EAW/GBV.

Attempts to obtain further details about budget allocations from the national government, through the Department of National Planning and Monitoring were unsuccessful. This is perhaps unsurprising as the Second National Progress Report of the MDGs states:

... it proved difficult to establish a precise amount of resources that the PNG Development Budgets of the past earmarked for addressing cross-cutting challenges" – one of which is gender inequality or disparity.¹¹⁴

... in the PNG Development Budgets of the past, inadequate funding has been earmarked for the social sector. Many of the activities in this sector are donor funded" - for example, MDG #6 is 90% donor funded.¹¹⁵

The National Executive Council Decision No.151/2013 directing provincial administrations to integrate family and sexual violence in their respective annual plans and budgets has been taken on board by several provinces.¹¹⁶ This milestone achievement has come about through high-level consultations involving the Office for Development of Women and the national Family and Sexual Violence Action Committee, supported by UNDP and DFAT Australia.

The positive response from provincial administrations to budget for GBV so far needs to be sustained on an annual basis and used as a model for provinces yet to come on board. At the very least, this support shows that the government is taking ownership of the issue. Funding will go a long way to implementing relevant policies as well as executing criminal and civil laws to address GBV. The challenge is that these funds need to be spent as per the budget and not misused or transferred elsewhere. To improve accountability, mechanisms need to be put in place to get the most out of this vital political commitment to meet the needs of survivors and to support prevention programmes and to implement relevant government policies and laws.

¹¹³ Ibid.

¹¹⁴ UNDP & Department for National Planning and Monitoring, 2010, p. 5.

¹¹⁵ Ibid.

¹¹⁶ Allocated funding pledged across nine provinces amounted to PGK 3.2 million.

PART IV:

POLICY AND LEGAL FRAMEWORKS

The Government of PNG has responded relatively well to meeting its obligations in developing appropriate policies and laws within the framework of international human rights conventions and its own national Constitution. This section of the review presents the policies and legal framework. Although gaps may exist, existing policies and laws, if implemented, can make an enormous difference to the betterment of survivors of GBV, and society in general.

4.1 Policy Framework¹¹⁷

The Constitution

The Constitution of the Independent State of Papua New Guinea provides the foundation all citizens to meet their full potential and to contribute actively in every sphere of life. Importantly, the Constitution embodies the national government commitment to gender equality. In particular, the **National Goals and Directive Principles (NGDP) in the Preamble**, and **Section 52 on Basic Rights and Social Responsibilities** reinforce this commitment. Indeed, the Preamble of the Constitution calls for *every citizen to have equal access to legal processes and all services, governmental and otherwise that are required for the fulfilment of his or her real needs and aspirations*.

Further, the NGDPs provide PNG's vision for social and economic rights.¹¹⁸

- **Goal 1 (NGDP1), on Integral Human Development**, declares that *every person [is] to be dynamically involved in the process of freeing himself or herself from every form of domination or oppression so that each man or woman will have the opportunity to develop as a whole person in relationship with others*.
- **Goal 2 (NGDP2), on Equality and Participation**, provides for the equality of all citizens and directs that *opportunities must be created for all citizens to participate actively in the political, social, educational advancement, and economic activities in the country*.

In 1985, a decade after Independence, a critical review of progress was undertaken at the Waigani Seminar with the theme **Rhetoric and Reality: PNG's performance on the National Goals and the Eight Point Plan**.¹¹⁹ The overall conclusion of this review was that the new nation's development aspirations had become mere rhetoric, and development performance, in reality was not reflecting expectations set out in the NGDPs.

After almost 25 years of nationhood, the Government of PNG undertook a self-critique of its development trajectory. Based on a nationwide consultation emulating the pre-Independence Constitutional Planning Committee's (CPC) work, the government set about reformulating its long term development vision and aspirations within the framework of its Constitution.

The goal of Gender Equality is reflected in the national development strategies of the Government of Papua New Guinea. In 2009 and 2010, the government completed a mass, multi-sectoral consultation to update its National Development Vision and Strategy. The outputs were a vision for 40 years, a strategy for 20 years and 5-year medium term development plan (MTDP) that reaffirms PNG's Constitutional commitment to advancing gender equality.

¹¹⁷ Drawn from unpublished material on gender equality policies in PNG, 1975-2015, Elizabeth Cox, 2014.

¹¹⁸ Department for Community Development. 2011. National Policy for Women and Gender Equality 2011-2015. Port Moresby. p. 10.

¹¹⁹ The Eight Point Plan was adopted at Self Government in 1972 by the emerging nation (Papua and New Guinea): a prelude to the more comprehensive NGDPs. It was a populist policies directive that preceded Independence and the finalisation of the Constitution.

Vision 2050

Vision 2050 was adopted in 2010 as PNG's long-term national development aspirations and priorities. It makes bold commitments that PNG "**will be a smart, wise, fair, healthy, and happy society by 2050**" by creating *opportunities for personal and national advancement through economic growth, smart innovative ideas, quality service, and ensuring a fair and equitable distribution of benefits in a safe and secure environment for all citizens*. The fresh set of government commitments appeals to the Constitution of PNG and draws specific attention to the need to overcome gender disparities, amongst other forms of inequalities.

The Development Strategic Plan

The Development Strategic Plan (DSP) covers a period of 20 years: 2010-2030. It sets out broad objectives for equality to be achieved over a twenty-year period and asserts that "*[a]ll citizens should have equal opportunity to participate in and benefit from the nation's development*".¹²⁰ The DSP includes a discussion of key strategic areas and indicators with two specific sections focussing on issues related to women and gender equality.

The Medium Term Development Plan

The Medium Term Development Plan (MTDP), covering the 5-year period 2011-2015, takes each Development Strategic Plan Sector Goal and breaks it down, with targets for 2015 and milestones for each year.¹²¹

The higher-order strategy and planning documents include broad statements of aspirations about gender equality and opportunity that create the "policies space" for more specific programming and more ambitious and concrete targets; however, few such programmes and strategies are offered in the DSP or MTDP and neither document has fully grasped the opportunity to mainstream gender issues and to address them across all sectors and programmes (CGA, 2012).

The National Policy for Women and Gender Equality 2011-2015

The government women's machinery comprises the Office for Development of Women (ODW) and the Gender Division, both housed in the Department for Community Development and Religion (DCDR). Overall, the Department has suffered considerable discontinuity and neglect since Independence. Development outreach and impacts on the lives of the majority of women (over 80%) who live in rural villages have been negligible. Strategic policies development, design and implementation, have likewise been ineffective. Persistently low levels of capacity remain the norm. As Dickson-Waiko notes:¹²²

The implementation of the women's policies has thus suffered from a number of inconsistencies. First, it is part of a sector that continues to be marginalized. Frequent personnel changes at the political and bureaucratic levels have meant changes in policies, implementation, priorities, and emphasis. In particular, the constant reorganization of the bureaucratic structure has brought confusion, frustration and low staff morale, and, compounded by diminishing state resources, (have) worsened the situation. This has forced the Women's Division to rely on donor-funded projects but donor assistance, especially that from multilateral institutions comes with conditions which restrict the Division's ability to implement its own programmes.

What is needed is a new policies that takes into consideration all the structural and functional changes that have occurred in the last ten years (2010 – 2014). The new policies needs to address gender mainstreaming in a more realistic manner within the state apparatus, extending down to provincial and local-level government. Coordination of government and non-government machinery, separate from social welfare, is well overdue. Policymakers and women's civil society groups need to strategize the relationship of Papua New Guinea women with the State, such that female citizens, regardless of class, ethnicity, religion and locality, begin to experience real changes in their lives.

¹²⁰ Department of National Planning and Monitoring. 2010a. Papua New Guinea Development Strategic Plan 2010-2030. Port Moresby. p. 4.

¹²¹ Department of National Planning and Monitoring. 2010b.

¹²² Dickson-Waiko, 2007, "Women, Policy Making and Development" in Policy Making and Implementation: Studies from Papua New Guinea, p. 294. Editor Ron May, ANU Press. Also available at <http://press-files.anu.edu.au/downloads/press/p78541/pdf/ch1516.pdf>.

The current National Policy for Women and Gender Equality was prepared as a stand-alone document and in isolation from mainstream development planning. It has not been integrated with the mainstream National Development Strategy. It is the third post-Independence National Women's Policy Strategy developed over a period of 35 years. The track record of implementation of the first two policies was extremely poor whilst the current policies lacks strategic alignment with the national development strategy. It has missed an opportunity to align with the definitions (which are based on an identification and description of diverse forms of persistent and entrenched sex-based discrimination) and standards of the Convention on the Elimination of All Forms of Discrimination against Women and the general recommendations of the United Nations Committee on the Elimination of Discrimination against Women.

The current policies defines gender equality as 'a situation in which the roles of women and men are valued equally and focuses on three key forms: equality of opportunities, treatment and entitlements.' The policies includes a mission statement: "to promote improved equality, participation, and empowerment of women in Papua New Guinea" with two specific objectives:¹²³

1. an **enabling policies environment** for translating government commitment to gender equality into reality, and to establish the policies, programmes, structures and mechanisms required to do so; and
2. to **empower women and to transform gender relations** in all aspects of work and in all levels of government, including the wider society.

The policies sets out 10 Priority Action Areas:

- (i) Gender-based Violence (GBV),
- (ii) Health,
- (iii) HIV/AIDS,
- (iv) Education and training,
- (v) Cultural norms and traditions,
- (vi) Women's economic empowerment,
- (vii) Employment opportunities and conditions,
- (viii) Decision-making and political participation,
- (ix) Agriculture and market opportunities and
- (x) Environment.

These priority areas were drawn from the 1995 Global Beijing Platform for Action and the associated PNG National Platform for Action as well as extensive stakeholder consultations held during 2010 and 2011.

The policies document includes an Implementation Plan with details under each of the 10 Action Areas with regard to issues, objectives, implementation strategies, performance indicators and sources of verification, and key actors, along with an indicative budget for the five-year time frame.¹²⁴ The Department for Community Development and Religion is the lead department for administration of the policies; however, all government departments are responsible and accountable for progressing effective gender mainstreaming at structural, operational and service delivery levels and for the operationalisation of the actions contained in the Implementation Plan. It is not clear if an Action Plan, and tools and processes, have been developed to support different government departments. Unfortunately, however, it is clear that the strategic opportunity to align the policies with CEDAW definitions, standards and government obligations in the overall national development strategy has been missed.

¹²³ Department for Community Development, 2011. p. 20.

¹²⁴ Department for Community Development, 2011. pp. 48-57.

It is now the fifth year of the Five-year National Plan on Women and Gender Equality. It has long been recognised that the lead government department – Department for Community Development and Religion – lacks influence. The department is marginalised and under-resourced in the overall structure of government, has little in the way of line staff at provincial level, and relies heavily on the NGO sector for implementation and on overseas development assistance for project funding. In recent years, the Department has also been affected by changes in political and administrative leadership – repeating a historical trend, with the exception of the 15 consecutive year tenure of Dame Carol Kidu who held the Ministerial post for 3 consecutive terms of Parliament (1997- 2002 and 2012). From 2013-2014, the Department lacked a unified office space, and had to spread its staff over four different locations in the capital. The years for implementing the national policies have slipped by. It is unlikely that the national ministry and department will achieve much in the way of effective leadership and support for implementation during the life of this Plan. Therefore, it is more strategic to look to CEDAW and the policies and strategies emerging amongst major development partners in the framing of new initiatives.

The PNG Gender Equity and Social Inclusion (GESI) Policy

A more inspiring and informed policies guidance is now available in the form of the new National Public Service Gender Equity and Social Inclusion (GESI) Policy, carrying the sub-title ‘Rise up, step up, speak up’ (Department of Personnel Management, 2013). This policies clearly states the government’s accountability in advancing gender equality:

Our Government is firmly committed to the principles of human rights and equal opportunity as enshrined in the National Constitution of Papua New Guinea. By introducing the National Public Service Gender Equity and Social Inclusion (GESI) Policy, the Government acknowledges its leadership role and responsibility for policies development and, as a major employer, is able to positively influence change in our workplaces and our communities.

The **National Public Service GESI Policy** assists National Public Service agencies, officers and employees to embrace the GESI principles of **respect, equity and diversity**. It allows agencies to introduce inclusion and equity initiatives in the workplace and into the delivery of goods and services, for the combined benefit and prosperity of all citizens of Papua New Guinea.

This policies sets a framework for promotion of gender equity and socially inclusive practices across the National Public Service. It is consistent with the guiding principles articulated in the National Policy for Women and Gender Equality 2011-2015 and the various international conventions that have been ratified by PNG. It has also been informed by Vision 2050, the Development Strategic Plan 2010-2030 and Medium Term Development Plan.

GESI Policy sets the guidelines for Public Service agencies and Public Service officers and employees in introducing GESI principles into policies and practice and as part of service delivery outcomes for the National Public Service (NPS). This policies applies to all National Government Departments, Provincial, District and Local Level Government Administrations and other agencies. (Department of Personnel Management, 2013, GESI Factsheet: 1)

GESI is intended to provide a positive and respectful work culture, ensure equity and diversity for all, and an environment free from discrimination. GESI is linked to the Public Service Act, and applies the principles of gender equality and social inclusion to service delivery to the people of PNG. It aims to develop a culture that confidently addresses existing policies or behavioural barriers to gender equity, promotes enabling leadership and,

identifies and defines “mainstreaming,” that being the introduction of GESI into business processes and systems (e.g. recruitment, induction, training, promotion and performance management) which allow GESI to become a part of everyday business in our workplace. (Ibid.)

The policies provides for practical implementation and states:

Over the life of this policies, the Government is committed to:

- Increasing the representation of women in the public sector by 15% and an increase of women in leadership and decision making roles.
- Developing computer systems to readily identify staff sex aggregation data. The analysis of this data will provide accountability across the public sector and reveal information for resource allocation.
- Reviewing the implementation of the policies across the public service, including provinces and districts.
- Developing and distributing a gender equity and social inclusion (GESI) toolkit which will include checklists, practical guidelines and support material for mainstreaming GESI into the workplace.

Papua New Guinea National Security Policy 2013

The PNG National Security Policy (NSP) of 2013, provides an overarching policies framework for 'national security' and encompasses a range of concerns and issues at all levels of society – from the smallest social units of family and villages to local, national and international levels.

The link between security and national well-being and prosperity is explicitly stated in the NSP. The security policies sets out the government's commitment to ensuring delivery of effective security for all its citizens at every level of society.

Importantly, this is also the first time that the government has accorded high-level attention to the protection of the nation's people and its natural resources:

Our natural resources are being illegally plundered at an alarming rate and the illegal smuggling of small arms, light weapons and contraband, continues unattended. Law and order transgressions, violence against women, children and the most vulnerable people, corruption, transnational crimes and the emerging challenge of human security and cyber-crime, are serious threats to our national security."(NSP 2013, p. iv).

The NSP is aligned to PNG's long term development framework – in particular, Pillar 4 of Vision 2050 on Security and International Relations as well as DSP 2010-2030 and MTDP 2011-2015. This linkage suggests a bias towards national and international security concerns over human security, of which gender-based violence is a key aspect. **Nevertheless, it is encouraging to see that in the NSP, Section 3.6.15: Gender-Based Violence is recognised as a national security concern:**

Gender-based violence represents occurrences of harmful incidents causing injuries or harm to all sexes and children of all ages either within a family, community or other social unit. PNG is party to many international conventions dedicated to protecting the rights of all women and children.

However, there are still high incidences of gender-based violence against the most vulnerable and marginal members of society, including those living with disabilities, elderly citizens and people living with HIV/AIDs.

Polygamous marriages, extra-marital affairs, sorcery, marriage break-ups, gender insensitivity, deserted wives and children, gambling, alcohol, low income, inability to afford basic necessities and the lower status of women are some of the many factors that underpin the increase of gender-based violence. (NSP, 2013: p. 31).

It should be of concern here that a key department at the pillar of GoPNG structure, the Department of the Prime Minister and the National Executive, does not make direct reference to CEDAW and other similar human rights treaties instead only vaguely mentioning 'many international conventions.'

Gender-based violence is broadly defined and includes "all sexes" (possibly sexual minorities) and children. Although the NSP definition does not incorporate the definitions and principles of CEDAW, it is adequate to at least cover the most vulnerable sections of the population – especially, people living with HIV/AIDs, people living with disabilities and the elderly.

It is noteworthy that the causes of GBV – both 'triggers' (for example, poverty, polygamy) and underlying causes (especially low status of women) – are identified in the NSP. However, it is unclear as to how the mechanism, namely the National Security Agency created to implement the NSP can actually address GBV (NSP, 2014: p. 42). It remains to be seen how the policies can be operationalised to undertake practical GBV work and whether the resourcing of the NSA (proposed for inclusion in the annual budget submission) will also respond to all other areas of security as identified in the NSP (NSP, 2014: p. 54).

Policy implementation remains a critical challenge for PNG. The World Bank Group's Country Gender Assessment 2011-2012 clearly points out that at the institutional level of commitment to gender equality, PNG offers an enabling policies and legal framework; these policies, however, need to be resourced to enable effective implementation (World Bank, 2014).

In the area of legal reform, some progress has been made but, as mentioned above, implementation and reinforcement of laws remain key challenges for PNG. The following section provides the current legal framework addressing GBV, specifically as it relates to sexual offences and violence.

Strategic recommendations by the Country Gender Assessment (2011-2012) to ensure realistic policies implementation includes convening a joint task force of the Department of Treasury, Department of National Planning and Monitoring and DCD to map gender budget items annually. In the first year, the task force would review the 2013 Budget approved by parliament and identify all of the budget allocations that support specific activities identified in the Policy. In subsequent years, the mapping could be done in August-September during the budget formulation process, which would allow line agencies to adjust their own budget submissions to better address gender concerns through actions specified in the Policy (World Bank p. xix).¹²⁵

4.2 Legal Framework

Sexual Offences: Interpretation and Use in PNG Law

The term "sexual offences" is somewhat broad and includes behaviours sexual in nature and deemed repugnant to Papua New Guinea society for social, moral, religious or other reasons. It includes unwanted sexual contact between two or more adults, or minors (beneath the age of consent), or sexual contact between an adult and a minor.

Papua New Guinea has recently both amended the Criminal Code relating to sexual offences, and created other legislation in this area. A number of offences have been re-defined to broaden the scope and add to the severity of the offence.

"Sexual offences" include but are not limited to the following acts:

1. Rape and other forms of sexual assault and sexual abuse
2. Child sexual abuse
3. Statutory rape
4. Spousal rape

¹²⁵ <http://www.adb.org/sites/default/files/institutional-document/33859/files/cga-png-2011-2012.pdf>

5. Obscenity
6. Human trafficking
7. Frotteurism; i.e. sexual arousal through rubbing one's self against a non-consenting stranger in public
8. Exhibitionism and voyeurism; if deliberate and non-consensual, called "indecent exposure" and "peeping tom" respectively in this context.
9. Incest between close relatives
10. Telephone scatologia; i.e. making obscene telephone calls for the purpose of sexual arousal
11. Sex with animals
12. Necrophilia
13. Sexual harassment
14. Sexual acts between people in a position of trust (such as teachers, doctors and police officers), and people under 18 which they are involved with professionally.
15. Public order crimes which interrupt the flow of daily life and business according to local community standards. Public order crimes include paraphilia (deviancies).
16. Various paraphilia and sexual fetishes (e.g. transvestism is included here).
17. Prostitution and/or pimping
18. Ownership of vibrators and other sex toys
19. Public urination
20. Streaking
21. Sodomy
22. Stealing underwear, sometimes regarded as more serious when done in a sexual context.

A number of these offences were adopted directly from the Queensland Criminal Code into the Criminal Code of Papua New Guinea in 1975, which was adapted for Papua New Guinea conditions. A number of offences were excluded, however, and since 1975 some of these laws have been repealed or renamed.

NO.	NAME OF OFFENCE	COMMON NAME	SECTION OF CRIMINAL CODE
1	Rape	Rape	ss. 347, 347A, 348
2	Aggravated Rape	Aggravated Rape	s.349: New amendment to the Criminal code - yet to be placed into sections at the time of writing.
3	Sexual Assault / Sexual Touching	Sexual Assault / Sexual Touching without Permission / Contact on another's private parts without the permission of another.	ss. 349 , 229B
4	Acts Of Gross Indecency / Indecent Practices		ss.212,
5	<ul style="list-style-type: none"> • Indecent Practices Between Males. • Assault With Intent To Commit Unnatural Offence. • Indecent Assault On Males 	Sodomy/ Homosexuality / Sex between Males / Buggery	s. 212, 336 - 337.

6	Defilement Of Young Girls	To Make Impure/ Dirty/ violate the chastity of / Deflower / Have sex with a Virgin	ss.214, 216 , 221-222
7	Procuring A Woman Or Girl	Pimping	ss. 218 – 219, 221.
8	Abduction	Kidnapping/ Stealing	ss. 220, 350 – 351
9	Incest	Incest	s. 223
10	Obscene Publications And Exhibitions	Pornography	s. 228
11	Child Pornography	Paedophilia	s.229R – 229V
12	Sexual Penetration of a Child	Having Sexual Intercourse / Sexual Relations with a Child	ss. 229A- 229I
13	Commercial sexual exploitation of children.	<ul style="list-style-type: none"> • Child Prostitution • Child Pornography 	ss. 229K -229O

Proposed Amendments to the Criminal Code

At the time of writing, there was a proposed amendment to the Criminal Code which includes the offences of Trafficking and People Smuggling.

These amendments will repeal ss. 218-219 of the Criminal Code. "Exploitation" includes, "but is not limited to, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude, or the removal of organs ..."

The act of human trafficking is criminalised with a penalty of up to 15 years imprisonment. This proposed amendment is unique in that it calls for the involvement of the *Minister responsible for the natural justice administration* to allow for immunity and the repatriation of the victims.¹²⁶

Civil Law

There have been several Acts of Parliament which have been written to reinforce particular sections of the Criminal Code.

HIV/AIDS Management and Prevention Act, 2003

Intentional Transmission:

1. The intentional transmission or attempted transmission of HIV to another person is
 - a) an assault or attempted assault, as the case may be, occasioning bodily harm within the meaning of Section 340; and
 - b) where death has occurred – an act of unlawful killing within the meaning of Section 298 of the Criminal Code Act 1974.

This means that where the offender is fully aware that he or she is infected with the HIV virus and intentionally tries to transmit or will transmit the virus to the victim, either by sexual intercourse or a transmission of blood or bodily fluids e.g. oral sex, is to be charged under the assault; if death has occurred, homicide is to be charged as per ss.340 and s.298 of the Criminal Code.

¹²⁶ Statement by Lana Kami, 2014.

Adultery And Enticement Act, 1988

2. ACT OF ADULTERY. "An act of adultery is committed where a spouse engages in voluntary sexual intercourse with a person other than his spouse."

Where the prime element is that of sexual intercourse, it has been interpreted to be a sexual offence.

Family Protection Act, 2014 (FPA)

Primarily designed to provide families with an opportunity to mediate, seek counselling, and not break up the family or incarcerate the offender

S.5 (b) of the Family Protection Act specifically states "Sexual Assault" to be an offence.

The inclusion of the offence is primarily to allow for the victim to receive immediate protection from a perpetrator who is a family member, via an Interim Protection Order (IPO).

This means that if someone were to come in and report incest or marital rape, the FPA allows them to have a Protection Order so that they may be able to be removed or protected from the perpetrator whilst the matter is being investigated. The breach of the Order is a criminal offence. It is hoped that the protection orders will both operate effectively, and work in parallel with the Criminal Code. The objective is to protect the victim whilst either investigations or court hearings are being conducted. The Royal Constabulary of PNG (RCPNG/ Police Force) currently includes a direct process whereby complainants that refer to any sexual offences are immediately referred to the Sexual Offences Unit.

The Lukautim Pikinini Act, 2009

The Lukautim Pikinini Act was specially reformulated to protect children. Replacing the Child Welfare Act. The Act further defined a "child in need of protection" as one who

- (a) has been, or is likely to be, sexually abused or exploited; or
- (b) has been, or is likely to be physically harmed, sexually abused or sexually exploited by some person other than the child's parent, and the parent is unwilling or unable to protect the child; and
- (c) has been, or is likely to be physically harmed because of neglect by the child's parents, or who is sexually or emotionally abused by the child's parents or guardian; or "Where sexual offences have been committed against a child or believed to have been committed against a child, the action goes hand in hand with the criminal offences." The victim is taken care of in terms of the required *Pikinini* court and taken into either foster care or by another family member as per the orders of the court whilst the offender is dealt with under the Criminal Code.

The Matrimonial Causes Act, 1963

This is the most clear cut case whereby civil law deals with matters of sexual assault or abuse.

s.17 of the Matrimonial Causes - Grounds for Dissolution of Marriage

Subject to this Division, a petition under this Act by a party to a marriage for a decree of dissolution of the marriage may be based on one or more of the following grounds: –

- "(a) that, since the marriage, the other party to the marriage has, during a period of not less than one year, habitually been guilty of cruelty to the petitioner;
- (b) that, since the marriage, the other party to the marriage has committed rape, sodomy or bestiality....."

Cruelty has been further defined as “intermittent acts of violence or brutality” that can amount to cruelty and give just cause for divorce.

The legal reforms outlined above which have been made to the Criminal Code and the inclusion of new laws show that there are many challenges in the modern world that have resulted in increased codifying of morality, or reduced legal tolerance, and resulted in calls for tougher penalties.

The introduction of marital rape, a harsher penalty for aggravated rape and proposed amendments for human trafficking are seen only as a start in the nation’s journey to reflect changes in the world and to better comply with international standards.

Many other issues are still in contention relating to homosexuality, sorcery, witchcraft, tribal warfare, and other matters with implications for gender-based violence. The Law is ever-changing and will continue to be redefined as society’s perceptions about what constitutes acceptable behavior changes.

What actions need to be taken to improve PNG’s response to and prevention of GBV? The conclusions and recommendations that follow draw on the materials presented so far – beginning with the historical overview, evidence and data on GBV, GBV interventions and support services for survivors, and the legal and policies framework.

PART V:

CONCLUSIONS AND RECOMMENDATIONS

Having brought together all relevant documentation of policies, practice and learning over four decades on the issue of gender-based violence globally and in Papua New Guinea, the literature review now turns to key conclusions and recommendations for GBV initiatives and interventions going forward.

5.1 Key General Conclusions and Recommendations

1. PNG-Specific Documentation

The need for more local documentation, particularly by PNG practitioners and researchers, is clear. The contributions of local researchers need to be based on quantitative data collection and qualitative analysis, as well as the lessons already learnt by practitioners working in PNG. It is therefore important to ensure and support better Monitoring, Evaluation and Learning in EAW projects, large and small, and good documentation of longstanding, new and pilot initiatives. Such efforts will result in more PNG-specific literature in the future.

In the process of preparing this report, the author was also directly involved in the development of the long term anti-gender-based violence strategy for PNG. The literature covered in this report informed and added value to the consultations and discussions with the GBV technical team and the author of the long term GBV strategy. The literature review process also contributed to associated activities such as the baseline mapping of GBV interventions nationwide, and vice-versa.

This exchange of insights and knowledge amongst associated activities of the GBV project is evident in the recommendations that follow. That is, the recommendations from this review align with the long-term anti-GBV strategy as well as the findings of the baseline mapping of GBV interventions.

This review, and many others undertaken earlier, overwhelmingly point to the need for the state, civil society partners (CSOs/FBOs/NGOs/INGOs), the private sector and development partners to work together. It is of utmost importance that strategic partnerships be formed to address the problem of GBV in the long term. A multisectoral and integrated approach to strengthening GBV response and prevention is critical to improving the effectiveness of GBV interventions.

2. Multisectoral Coordination

Multisectoral coordination effectively means that all GBV partners from civil society, faith-based organisations, the private sector and all relevant government agencies need to work collectively. Working together is akin to throwing a safety net around survivors to protect them. This safety net is the shared aim and responsibility of all members of FSVACs and other relevant organisations and encourages collaboration based on comparative advantage and specialisation.

Ultimately, ownership and responsibility rests with all levels of the Government of PNG. Partners and stakeholders in government and civil society need to work within existing government policies and legal frameworks to reinforce the nation's obligations to regional and international human rights instruments and women rights treaties such as CEDAW, the Beijing Declaration and Platform for Action, and to the MDGs. **GoPNG's policies objective is to achieve zero tolerance of violence. The challenge is how to achieve this overarching policies goal.**

3. Sustain and Strengthen Existing Initiatives

A brief historical overview of interventions reveals worthwhile efforts are already underway. What is now needed is to support and strengthen the following initiatives:

- The Justice Department's effort to reinforce and streamline systems to access protection orders and educate justice personnel on women's rights and appropriate responses to GBV cases in court.
- The Health Department and HIV/AIDS programmes' adoption of national gender policies and the mainstreaming of gender at all levels, including undertaking mass training of staff on gender and human rights.
- The establishment of Family Support Centres (FSCs) attached to all major hospitals, providing medical, psychosocial, first aid and treatment centres for survivors and efforts to mainstream policies to be rolled out across PNG.
- The establishment of Family and Sexual Violence Units (FSVUs) attached to police stations and the effort to mainstream policies and roll out FSVUs across all provincial police stations in PNG.
- Parliament's passing of PNG's first GBV specific legislation: The Family Protection Act, 2013, following 20 plus years of lobbying by the nation's women, NCW and key advocates, with the support of the private sector and development partners. The challenge is to ensure its implementation.
- The reactivation of Provincial Family and Sexual Violence Action Committees (PFSVACs) where they have been inactive, and to improve coordination and case management.
- The male advocacy and role model programme in the public sector needs to be expanded and strengthened. Having men involved in GBV prevention helps with changing mindsets on issues relating to oppressive forms of masculinity.
- The development of a new long-term GBV Strategy, and undertaking baseline mapping of GBV interventions to benchmark future progress.

Conditions for Success

To sustain and strengthen all these initiatives, the following conditions must prevail;

- Sustained political, moral and financial support.
- FSVU, FSC and court staff act with integrity and in full cooperation with non-state actors, mutually supporting each other and developing each other's knowledge and capacities.
- Effective coordination and objective management by PFSVACs around local, factional, international and personnel issues. Provincial FSVACs should manage local, international and personnel issues much more objectively, without bias.
- Improved, standardised training material, methods and training rollout.

Engage and Mobilise Young People in GBV Prevention

An important area that has not quite received the attention it deserves is working with young people and children, beyond the formal education sector programmes. Youth constitute a significant segment of PNG society. Young people under 15 years comprise 35% of PNG whilst youth 15-24 years of age comprise 20% – in total 55% (NSO, 2011). It is crucial that anti-GBV messaging reaches young people during their formative years if progress is to be made in the erosion of the social legitimacy that persists around gender-based violence. Through various sport, cultural and church activities, young people can be reached. The sustainability of prevention initiatives depends considerably on successfully targeting young Papua New Guineans.

Working with Survivors

Survivors need to be listened to and their voices and priorities included in the planning and implementation of GBV interventions. Existing literature has no account of survivors' perspectives. It is crucial that this vacuum needs to be filled in future GBV programmes.

5.2 Specific Recommendations: Government and Community Accountability

The following specific suggestions reflect the global recognition of the importance of government and communities in sharing the responsibility to address gender-based violence.

Government Accountability

Institutionalise Gender-Based Violence Intervention. There is an immediate need to mainstream GBV intervention using a human rights-based approach and gender analysis, rather than continuing with the current programme-oriented approach. Key recommendations for government follow.

1. The current policies and legal framework is sufficient and provides an enabling legislative environment; however, there is a need to complement this with an adequate structure and regular funding commitments from all levels of government.
2. To implement and strengthen coordination and monitoring, direct funding through a higher level mechanism is strongly recommended. The current national Family and Sexual Violence Action Committee needs to be elevated to a greater status to provide secretariat support to a higher level gender-based violence mechanism.
3. The new long term gender-based violence strategy needs to form synergies with relevant strategies/programmes addressing specific target populations and groups such as the Gender Equality and Social Inclusion (GESI) Policy and the Sorcery Action Plan.
4. The need to continue and strengthen nationwide roll-out of FSCs, FSVUs and shelters (or meri seif haus) with clear operational guidelines and standards to improve the quality of service provision.
5. Disseminate framework of guidelines and create awareness of ethical and quality standards for GBV service provision and prevention.
6. Embrace the principle of comparative advantage, in service provision and prevention strategies amongst all GBV partners and stakeholders.
7. Increase focus and emphasis on service provision for rural communities and rural women, urban poor and special minorities.
8. Engage young people in efforts to encourage long-term attitudinal and behavioural change.
9. Coordinate collection and reporting of GBV data and evidence from all stakeholders and partners, with more local input and contribution from the National Research Institute (NRI), Institute of Medical Research (IMR), Melanesia Research Institute (MRI) and other PNG research institutions.

Community Accountability (ownership, leadership and responsibility)

1. The need to **engage and mobilise entire communities**. Gender-based violence is widespread and cuts across all social groups. The causes of violence are rooted in social norms and values. As the literature on good practice suggests, programmes to address violence must engage with and mobilise entire communities to help instil positive values and norms.
2. The need to **engage and work with men and boys**. Gender-based violence is mostly perpetrated by men. Existing male advocacy programmes need to be expanded and strengthened. As illustrated in the literature, working with men and boys helps change the attitudes and behaviours that lead to violence against women and girls.
3. Strengthen **engagement with churches and faith-based organisations (FBOs)** given that their presence and influence is widespread in PNG. Churches and FBOs need to be supported to integrate family health and security into their pastoral work and faith ministries.
4. Strengthen **engagement with the private sector**. Increasingly, the private sector is becoming more involved in GBV interventions. In addition to accepting their social responsibility to improve people's lives, companies now recognise that there are real economic costs to GBV.

5.3 Previous and existing recommendations for addressing Gender-based Violence

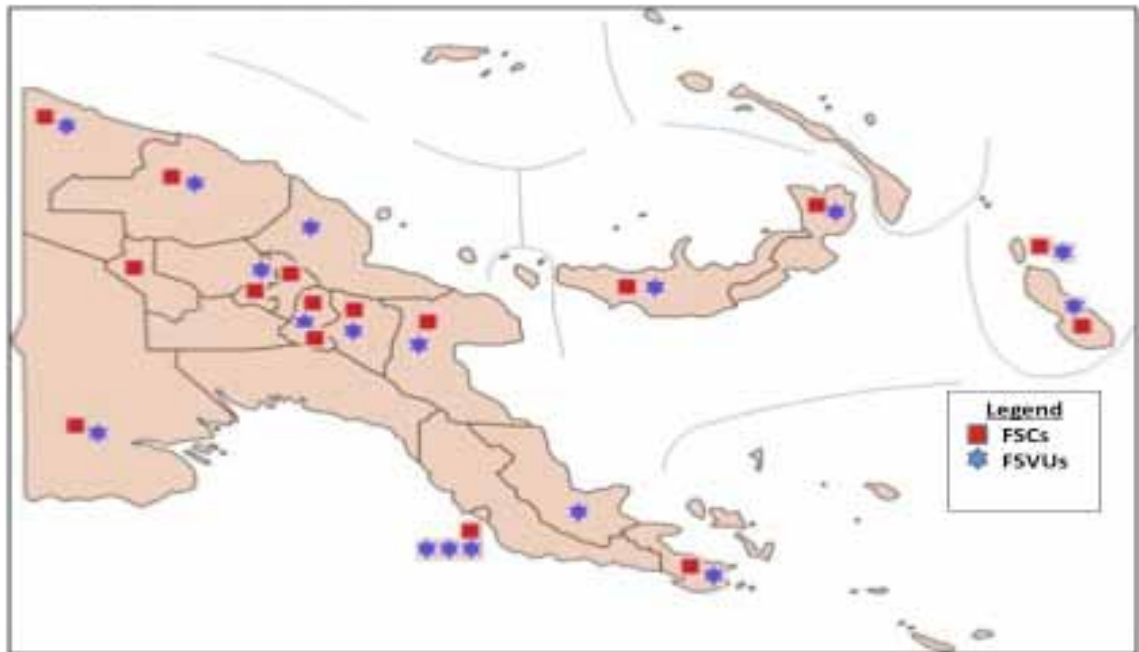
It is vital to review all past and present recommendations for changes and trends relating to specific GBV interventions and adaptations adopted by different stakeholders and partners. Below is a list of suggestions and sources of recommendations that merit serious consideration.

1. It is recommended that a national workshop be conducted to review recommendations from existing research publications, programme-based reports and both the 2001 FSV Strategy (White book) and the 2009 FSV Strategy (Blue book).
2. On a similar note, Richard Eves (2006, p. 62) highlighted the need for recommendations from other relevant sources to be consulted and acted upon. The first five sources below are mentioned by Eves whilst the additional two are sources identified by the current literature review.
 - (i) **Law Reform Commission**: Final Report on Domestic Violence (1992).
 - (ii) **Institute of National Affairs**: Proceedings of the family violence workshop and Family and Sexual Violence in PNG: An integrated long-term strategy (2001).
 - (iii) **Human Rights Watch**: Making their own rules: Police beating, rape, and torture of children in Papua New Guinea (2005) and Still making their own rules: Ongoing impunity for police beatings, rape and torture in Papua New Guinea (2006).
 - (iv) **Amnesty International Papua New Guinea**: Violence against women: not inevitable, never acceptable (2006).
 - (v) **Caritas Australia**: Exploring the Role of Men and Masculinities in Papua New Guinea in the 21st Century: How to address violence in ways that generate empowerment for both men and women (2006).
 - (vi) **CEDAW**: PNG Concluding Comments, CEDAW Committee (2010).

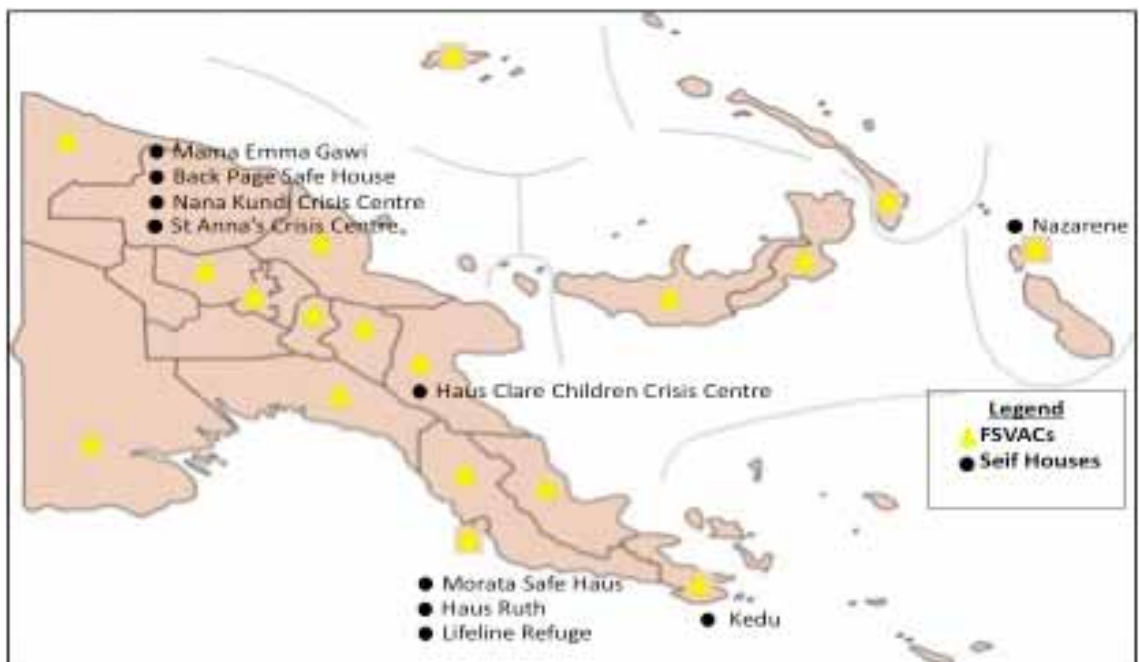
- (vii) **UN Women:** "Recommendations for Addressing Violence Against Women" pp. 43-47, in **Ending Violence Against Women and Girls: Evidence, Data and Knowledge in Pacific Island Countries; Literature Review and Annotated Bibliography**, 2nd Edition – July 2011.
 - (viii) **World Bank:** **Papua New Guinea Country Gender Assessment 2011-2012** (2014); (refer to Priority Recommendations - pp. xvii-xix and relevant major findings and recommendations on GBV).
3. United Nations Development Programme, Papua New Guinea: **Rapid Assessment of Institutional Readiness to Deliver Gender-Based Violence and HIV Services in Five Provinces of Papua New Guinea** (2013).

Maps

Map 1: FSCs & FSVUs in PNG



Map 2: FSVACs & Safe Houses in PNG



Tables

Table 1: Support Centres and Shelters

PROVINCES	SUPPORT CENTRES AND SHELTERS				
	Family Support Centres	Family Sexual Violence Units	Family Sexual Violence Against Children	Seif Houses	Gender Based Violence Statistics
Papua New Guinea	16	18		17	
1. Western	1	1			
2. Gulf		1			
3. Central		1			
4. National Capital District	1	1		3	
5. Milne Bay	1	1		1	
6. Oro		1			
7. Morobe	1	1		2	
8. Madang		1			
9. East Sepik	1			7	
10. Sandaun	1	1			
11. Eastern Highlands	1	1		3	
12. Simbu	2	1			
13. Jiwaka	1				
14. Enga		1			
15. Western Highlands	1	1			
16. Southern Highlands					
17. Hela	1				
18. Manus		1			
19. West New Britain	1	1		1	
20. East New Britain	1	1			
21. New Ireland		1			
22. Autonomous Region of Bougainville	2	1		1	

References & Works Consulted

- [Aitsi, R.](#) March 11, 2013 Statement by H.E. Mr Robert G. Aitsi, Permanent Representative of Papua New Guinea to the United Nations at the 57th Session of the Commission on the Status of Women, New York. <http://www.un.org/womenwatch/daw/csw/csw57/generaldiscussion/memberstates/png.pdf>
- Amnesty International 2006, Papua New Guinea: Violence Against Women – Not Inevitable, Never Acceptable!, Amnesty International, London.
- Amnesty International 2009, Papua New Guinea: Briefing to the UN Committee on the Elimination of Discrimination Against Women. ASA 34/002/2009, London, Amnesty International.
- Amnesty International Papua New Guinea, May 2011, Violence Against Women, Sorcery-Related Killings and Forced Evictions. Submission to the United Nations Universal Periodic Review.
- Amnesty International 2010, Papua New Guinea: Update to the Briefing to the UN Committee on the Elimination of Discrimination Against Women: Violence Against Women, London.
- Amnesty International 2006. Papua New Guinea: Women Human Rights Defenders In Action. 4 September. <http://www.unhcr.org/refworld/docid/4517a2ff4.html>.
- Anderson, Jane 2012, 'Life in All its Fullness': Translating Gender in the Papua New Guinea Church Partnership Programme. SSGM Discussion Paper 2012/7, Australian National University, Canberra.
- Armytage L., Laki, J and Scheye, E. 2012, Independent Progress Report, PNG-Australia Law and Justice Partnership (PALJP), AidWorks Initiative Number: IN194, 9 March.
- Asian Development Bank 2014, Violence against Women and Girls: local initiatives to reduce or eliminate the evil in Papua New Guinea, Gender Blog.
- [AusAID 2009](#), Stop Violence Against Women in Melanesia and Timor Leste – Australia's Response to the ODE Report.
- AusAID 2008, Violence against women in Melanesia and East Timor: Building on Global and Regional Promising Approaches, Australia Agency for International Development. Office for Development Effectiveness, Canberra.
- AusAID 2009, Stop Violence: Responding to violence against women in Melanesia and East Timor, Australia Agency for International Development. Office for Development Effectiveness, Canberra. <https://dfat.gov.au/about-us/publications/Documents/ResVAW.pdf>
- AusAID February 2013, Guidance on Monitoring and Evaluation to Improve AusAID's Response to Prevent Violence Against Women.
- AusAID 2011, Violence Against Women in Melanesia and Timor Leste: Progress made since the 2008 ODE Report.
- AusAID, November 2011, Pacific Women's Empowerment Policy Dialogue – Stopping Violence Against Women.
- [Australian Government Department of Foreign Affairs and Trade \(DFAT\)](#) November 2014, Mapping Paper: Private Sector responses to ending violence against women in the Pacific, Pacific Women Shaping Pacific Development Initiative.
- [Australian Government Department of Foreign Affairs and Trade \(DFA\)](#) April 2014, Pacific Women Shaping Pacific Development: Regional Activities Summary. <https://dfat.gov.au/about-us/.../pwsdp-regional-activities-summary.pdf>
- Betteridge Ashlee 2014, New details from Oxfam on gender violence response in PNG, DevPolicy Blog, Development Policy Centre, July 15. <http://devpolicies.org/in-brief/new-details-from-oxfam-on-gender-violence-response-in-png-20140715/>
- Bradley, C. and Kenso Jane 2001, Family and Sexual Violence in PNG: An Integrated Long-Term Strategy. Report to the Family and Sexual Violence Action Committee of the Consultative Implementation and Monitoring Council. Discussion Paper No. 84. Consultative Implementation and Monitoring Council and Institute of National Affairs, Port Moresby.
- Bradley, Christine 2010, Addressing Violence Against Women and HIV/AIDS. Discussion Notes. Expert Group Meeting on good practices in national action plans on violence against women. United Nations Economic Commission for Latin Americas/Sub-regional Headquarters for the Caribbean.
- Bradley, Christine 2011 Ending violence against women and achieving MDG3: A think piece. Australian Government, AusAID Office for Development Effectiveness. <https://dfat.gov.au/aid/how-we-measure-performance/ode/Documents/ending-violence-against-women-christine-bradley.pdf>
- Chandler J. 2012, Where women fear to tread: PNG's national disgrace in The Age, 22 September. Republished online in PNG Facts. <http://www.pngfacts.com/stop-violence-against-woman/where-women-fear-to-tread-pngs-national-disgrace>
- Chandler J. 2014, Analysis: Violence against women in PNG: How men are getting away with murder, Lowy Institute for International Policy, Sydney, Australia.
- ChildFund Australia 2012, Stop Violence Against Women and Children in Papua New Guinea. <http://reliefweb.int/sites/reliefweb.int/files/resources/Stop%20Violence%20Against%20Women%20and%20Children%20in%20PNG%202013.pdf>

- Chitashvili M., Javakhishvili, N. Luiza Arutiunov L., Tsuladze L., Chachanidze, S. 2010, National Research on Domestic Violence Against Women In Georgia. Final Report. LTD Fountain Georgia.
<http://www2.ohchr.org/english/bodies/cedaw/docs/AdvanceVersions/GeorgiaAnnexX.pdf>. Accessed: 01 April 2014.
- Commission on the Status of Women 2014, CSW58: Making sure that Violence Against Women and Girls (VAWG) isn't left out of the MDGs, 18 March.
- Commission on the Status of Women 2014, CSW58: National Women's Machineries (NWM) need to be at highest level, 18 March.
- Convention on the Elimination of All Forms of Discrimination against Women 2010, Concluding observations of the Committee on the Elimination of Discrimination against Women: Papua New Guinea, New York, United Nations.
<http://www2.ohchr.org/english/bodies/cedaw/docs/co/CEDAW-C-PNG-CO-3.pdf>. Accessed 01 April 2014.
- Department of Personnel Management 2013, National Public Service Gender Equity & Social Inclusion (GESI) Policy, Rise up, Step up, Speak up.
- Dinnen S. 2002, Building Bridges: Law and Justice Reform in Papua New Guinea. State and Governance in Melanesia, the ANU Research School of Pacific and Asian Studies. Discussion Paper 02/2.
- Ellsberg M, and Heise L. 2005, Researching Violence Against Women: A Practical Guide for Researchers and Activists, World Health Organization, PATH, Washington DC.
http://www.path.org/publications/files/GBV_rvaw_complete.pdf. Accessed: 01 April 2014
- Eves, R. 2010 Masculinity Matters: Men, Gender-based violence and the AIDS Epidemic in Papua New Guinea in Luker, Vicki and Dinnen, Sinclair eds., Civic Insecurity: Law, Order and HIV in Papua New Guinea, ANU ePress, Australia.
- Eves, Richard and Crawford, Joanne 2014, Do No Harm: The Relationship between Violence Against Women and Women's Empowerment in the Pacific. Australian National University. In Brief, 2014/3. <http://ssgm.bellschool.anu.edu.au/experts-publications/publications/1289/do-no-harm-relationship-between-violence-against-women-and>
- Fulu, E et al. 2013, 'Prevalence of and factors associated with male perpetration of intimate partner violence: findings from the UN Multi-country Cross-sectional Study on Men and Violence in Asia and the Pacific, The Lancet Global Health, Vo. 1, Issue 4, e187 - e20. [http://www.thelancet.com/journals/langlo/article/PIIS2214-109X\(13\)70074-3/fulltext](http://www.thelancet.com/journals/langlo/article/PIIS2214-109X(13)70074-3/fulltext). Accessed August 2014.
- Ganster-Breider, M. 2009, Violence Against Women and the impact on women's well-being in Papua New Guinea: A cross sectional survey using sections of World Health Organisations Violence Against Women Instrument for use in the WHP Multi-Country Study on Women's Health and Life Experiences, Papua New Guinea: HORIZONT 3000.
- Gibbs, Philip 2012 Engendered Violence and Witch-Killing in Simbu', in Jolly, Margaret, Stewart Christine and Brewer Carolyn eds. In Engendering Violence in Papua New Guinea.
<http://press.anu.edu.au/titles/engendering-violence-in-papua-new-guinea/>
- Government of Papua New Guinea and Development Partners Gender Forum, Papua New Guinea: 2011-2012 Country Gender Assessment, World Bank, AusAID, Asian Development Bank and the United Nations.
<http://www.adb.org/sites/default/files/institutional-document/33859/files/cga-png-2011-2012.pdf>
- Guimond, Marie-France & Robinette, Katie (2014) A Survivor behind every number: using programme data on violence against women and girls in the Democratic Republic of Congo to influence policies and practice, Gender and Development, 22:2, 311-326, DOI:10.1080/13552074.2014.920979.
<http://www.tandfonline.com/doi/abs/10.1080/13552074.2014.920979>
- Howes Stephen, Lokuge Kamalini, Plana Daisy and Wainetti Urme, 2013, Responding to family and sexual violence in PNG: the case for a Case Management Centre. <http://devpolicies.org/responding-to-family-and-sexual-violence-in-png-the-case-for-a-case-management-centre-20130711/>
- Hukula, Fiona 2012, "Conversations with Convicted Rapists", in Jolly, Margaret, Stewart Christine and Brewer Carolyn eds. in Engendering Violence in Papua New Guinea.
<http://press.anu.edu.au/titles/engendering-violence-in-papua-new-guinea/>
- Human Rights Watch 2006, Still Making Their Own Rules. Ongoing Impunity for Police Beating, Rape, and Torture in Papua New Guinea, New York. <https://www.hrw.org/report/2006/10/29/still-making-their-own-rules/ongoing-impunity-police-beatings-rape-and-torture>
- Inez Mikkelsen-Lopez 2014, Gender based violence in Papua New Guinea: the case of the missing medical report, August 11. <http://devpolicies.org/gender-based-violence-in-papua-new-guinea-png-the-case-of-the-missing-medical-report-20140811/>
- Jalal, PI 2008, Good Practices in Legislation on Violence against Women: A Pacific Islands Regional Perspective. United Nations Expert Group Meeting on Good Practices in Legislation on Violence against Women, Vienna, Austria.
- Jenkins, Carol et al. 1994, National Study of Sexual and Reproductive Knowledge and Behavior in Papua New Guinea, PNG Institute of Medical Research, Monograph No. 10, Goroka, Papua New Guinea.

- Jewkes, R. et al. 2013, 'Prevalence of and factors associated with non-partner rape perpetration: findings from the UN Multi-country Cross-sectional Study on Men and Violence in Asia and the Pacific' *The Lancet Global Health*, Volume 1, Issue 4, e208 - e218, [http://www.thelancet.com/journals/langlo/article/PIIS2214-109X\(13\)70069-X](http://www.thelancet.com/journals/langlo/article/PIIS2214-109X(13)70069-X). Accessed August 2014
- Jolly, Margaret 2012, "The Place of Papua New Guinea in Contours of Gender Voice" in Jolly, Margaret, Stewart Christine and Brewer Carolyn eds. *Engendering Violence in Papua New Guinea*. <http://press.anu.edu.au/titles/engendering-violence-in-papua-new-guinea/>
- Keleba, Kritoe and Sullivan, N. 2010, *Working Street Children of Papua New Guinea: A Public Policy Challenge*. Prepared for the Department for Community Development, Child Welfare Branch and UNICEF by Nancy Sullivan and Associates, Ltd., Port Moresby, PNG. http://www.academia.edu/4492638/Working_Street_Children_of_Papua_New_Guinea
- Kewa, Christine 2007, *Being a Woman in Papua New Guinea: From Grass Skirts and Ashes To Education and Global Changes*, The Copy Press, Nelson, New Zealand.
- Komuniti Lukautim OI Meri Project, February 2014, "A personal story about violence against women in Papua New Guinea." Project funded by DFAT Australia. <http://degrees.fhi360.org/2014/02/a-personal-story-about-violence-against-women-in-papua-new-guinea/>
- Kopi, M, Hinton R and Robinson S. 2010, *Violence and insecurity in the Southern Highlands of Papua New Guinea*. Oxfam Research Report, Oxfam New Zealand. <https://www.oxfam.org.nz/report/violence-and-insecurity-in-the-southern-highlands-of-papua-new-guinea>
- Kuias, G. August 28, 2014, Domestic violence – the damage it causes to our PNG women, Blog entry. http://asopa.typepad.com/asopa_people/2014/08/domestic-violence-the-damage-it-causes-to-our-png-women.html#more.
- Lewis, I., Maruia, B., Mills, D & Walker, S. 2008, *Final Report on Links Between Violence Against Women and the Transmission of HIV in 4 Provinces of PNG*. Australia and Papua New Guinea, University of Canberra (Australia) and National HIV Support Programme (PNG).
- Luker, V. and Dinnen, S. eds. 2010, *Law, Order and HIV in Papua New Guinea*, ANU Press, Canberra, Australia.
- Macintyre, Martha 2012, "Gender Violence in Melanesia and the Problem of Millennium Development Goal No.3," in Jolly, Margaret, Stewart Christine and Brewer Carolyn eds. *Engendering Violence in Papua New Guinea*. <http://press.anu.edu.au/titles/engendering-violence-in-papua-new-guinea/>
- McLeod Abby 2007, "Policy Reform in Papua New Guinea" in *Security and Development in the Pacific Islands: Social Resilience in Emerging States*, edited by Brown M. Anne, Lynne Publishers, London.
- Médecins Sans Frontières (Doctors Without Borders) 2011. *Hidden and Neglected: The Medical and Emotional Needs of Survivors of Family and Sexual Violence in Papua New Guinea*, Port Moresby.
- Meri Toksave 2013, *Directory Of Emergency Services For Those Affected By Family And Sexual Violence*. Meri Toksave is a youth-led NGO working to end GBV in PNG.
- Momis, John 2014, UN gender violence survey without foundation. http://asopa.typepad.com/asopa_people/2013/10/un-gender-violence-survey-without-foundation.html.
- Norbetus, Margie 2014-2015. *Link Between Gender-Based Violence (GBV) and Most-At-Risk Populations (MARPS) FHI360*, Powerpoint presentation.
- Oceanic Development Network Working Paper, July 2008, *A Slice of Paradise? The Millennium Development Goals in the Pacific: progress, pitfalls and potential solutions*.
- OSCE Office for Democratic Institutions and Human Rights, 2014, *Guidelines on the Protection of Human Rights Defenders*, Warsaw, Poland.
- Oxfam 2014. Annual Update: Elimination Violence against Women in PNG. <http://devpolicies.org/pdf/blog/Oxfam%20PNG%20Final%20Annual%20Update%202014%20EVAW%20Program.pdf>
- Pacific Islands Forum Secretariat 2012, 43rd Pacific Leaders Forum Gender Outcomes. Forum Communiqué, Rarotonga, Cook Islands, 28-30 August. <http://www.forumsec.org/pages.cfm/newsroom/press-statements/2013/2012/43rd-pacific-islands-forum-communique.html?printerfriendly=true>
- Pacific Resource Rights Team (PRRT) 2008, *Commercial Sexual Exploitation of Children and Child Sexual Abuse in Pacific Islands Countries: A Regional Report*, Suva Fiji. UNICEF, UNESCAP and ECPAT International.
- Papua New Guinea Department of Education 2009 *Behaviour Management Policy for the National Education System of Papua New Guinea*, 2009. PNG Department of Education. <http://www.education.gov.pg/quicklinks/documents/edu-policies/behaviour-management-policies.pdf>
- Partners for Prevention, 2013, *Family, Health and Safety Study*, Bougainville, Papua New Guinea. MRC South Africa and Partners for Prevention UNDP, UNFPA, UN Women, UNV. <http://www.partners4prevention.org/about-prevention/research/men-and-violence-study>. Accessed August 2014.

- PNG Department of Justice and Attorney General, et al. Sorcery and Witchcraft Accusation Related Violence – Draft National Action Plan, Workshop 12–13 June 2014 (unpublished).
- Rooker-Smith, D. December 2011, Crunching the Numbers on gender violence, AusAID.
- Rugby League Against Violence, <http://www.rugbyleagueagainstviolence.org/>
- Sai, A. 2007, Tamot: Masculinities in Transition in Papua New Guinea. University of Victoria, Thesis submitted to the Faculty of Arts, Education and Human Development in fulfilment of the requirements for the degree of Doctor of Philosophy.
- Secretariat of the Pacific Community, 2006, Samoa Family Health and Safety Study, <http://countryoffice.unfpa.org/pacific/drive/SamoaFamilyHealthandSafetyStudy.pdf>
- Secretariat of the Pacific Community for Ministry of Women, Youth and Children's Affairs, 2009, Solomon Islands Family Health Safety Study. Family Health and Safety study: A study on violence against women and children.
- Siebert, S. and Garap S. 2009, Ending Family and Sexual Violence in Papua New Guinea: A Review of the National Strategy and Recommendations. For the Government of Papua New Guinea, civil society organisations and communities. Unpublished.
- UNDP Papua New Guinea, 2013, Rapid Assessment of Institutional Readiness to Deliver Gender-Based Violence and HIV Services in Five Provinces of Papua New Guinea.
- UNDP, October 2010, Capacity Assessment Of The Office For The Development Of Women (ODW), The National Council Of Women (NCW), And The Gender And Development Branch (GAD Branch) Of The Department For Community Development.
- UNDP and Department of National Planning and Monitoring 2010. Millennium Development Goals Second National Progress Comprehensive Report for Papua New Guinea 2010. http://www.pg.undp.org/content/dam/papua_new_guinea/docs/MDG/UNDP_PG_MDG%20Comprehensive%20Report%202010.pdf
- UNFPA Pacific Region and Secretariat of the Pacific Community for Ministry of Internal and Social Affairs, Statistics Division – Ministry of Finance and Economic Development, Tarawa. Kiribati Family Health and Support Study: a study on violence against women and children. <http://countryoffice.unfpa.org/pacific/drive/KiribatiFamilyHealthandSafetyStudy.pdf>
- UNFPA 2012, Family Health Safety Studies. Studies in violence against women in the Pacific Region. <http://countryoffice.unfpa.org/pacific/drive/LeafletFHSS03102013nt.pdf>
- UNICEF 2006, New Trends in Development Evaluation. http://c.ymcdn.com/sites/www.afrea.org/resource/resmgr/books/New_trends_Dev_Evaluation.pdf
- UNIFEM 2003, Not a Minute More: Ending Violence Against Women, New York. https://www.coe.int/t/dg2/equality/domesticviolencecampaign/Source/PDF_UNIFEM_No_a_minute_more_2003.pdf
- United Nations 2014, Challenges and achievements in the implementation of the Millennium Development Goals for women and girls, Economic and Social Council, Fifty-eighth session 10-21 March.
- United Nations Economic and Social Council 2012, Multisectoral services and responses for women and girls subjected to violence. Report of the Secretary-General.
- United Nations General Assembly 1993, Declaration on the Elimination of Violence Against Women. General Assembly resolution 48/104, 20 December 1993. <http://www.un.org/documents/ga/res/48/a48r104.htm>.
- United Nations General Assembly 1989, Convention on the Rights of the Child, <http://www.ohchr.org/en/professionalinterest/pages/crc.aspx>
- UN General Assembly, Convention on the Elimination of All Forms of Discrimination Against Women, 18 December 1979, United Nations, Treaty Series, vol. 1249, p. 13. <http://www.refworld.org/docid/3ae6b3970.html>.
- UN Women July 2011, Ending Violence Against Women and Girls: Evidence, Data and Knowledge in Pacific Island Countries. Literature Review and Annotated Bibliography, 2nd Edition.
- UN Women July 2012, Handbook For National Action Plans On Violence Against Women.
- UN Women 2012, Making Port Moresby Safer for Women and Girls: A Scoping Study.
- UN Women 2012, Report on Scoping Study. Making Port Moresby Safer for Women and Girls. UN Women Papua New Guinea and Safe Cities Free of Violence Against Women and Girls Global Programme.
- Williams, C. April 2014, How to calculate the cost to business of gender-based violence in Papua New Guinea: Review of existing approaches and methodologies. Overseas Development Institute. <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9062.pdf>
- World Bank 2012, Papua New Guinea - Country gender assessment for the period 2011-2012, World Bank, Washington DC. <http://documents.worldbank.org/curated/en/491231468058779689/Papua-New-Guinea-Country-gender-assessment-for-the-period-2011-2012>

- World Health Organization, 2005, Multi-country Study on Women's Health and Domestic Violence against Women. Initial results on prevalence, health outcomes and women's responses.
- World Health Organization, 2013, Responding to intimate partner violence and sexual violence against women WHO clinical and policies guidelines.
- World Health Organization, 1997, The Sisterhood Method for Estimating Maternal Mortality: Guidance potential notes for USCTS.
- World Health Organization 2001, Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence Against Women, Department of Gender and Women's Health, Geneva, Switzerland.
<http://www.who.int/gender/violence/womenfirtseng.pdf>.
- World Health Organization, 2014, Global Status Report on Violence Prevention 2014.
http://www.who.int/violence_injury_prevention/violence/status_report/2014/en/
- World Health Organization and Joint United Nations Programme on HIV/AIDS (UNAIDS), 2010, Addressing violence against women and HIV/AIDS: What works? Report of a consultation.
<http://www.who.int/reproductivehealth/publications/violence/9789241599863/en/index.html>
- Zimmer-Tamakoshi, L. 2012, "Troubled Masculinities and Gender Violence in Melanesia", in Jolly, Margaret, Stewart Christine and Brewer Carolyn eds. Engendering Violence in Papua New Guinea.
<http://press.anu.edu.au/titles/engendering-violence-in-papua-new-guinea/>



50
YEARS



Empowered lives. Resilient nations.