



# **NATIONAL CAPITAL DISTRICT COMMISSION 2020 TO 2022 STRATEGY TO END GENDER-BASED VIOLENCE**

**Now is the Time: Leading the Change**

The work and publication of this strategy was made possible in part with the support of UN Women in Papua New Guinea (August 2020).

# Now is the Time:

“...for every person to be dynamically involved in the process of freeing himself or herself from every form of domination or oppression so that each man or women will have the opportunity to develop as a whole person...”

Goal 1: The National Goals and Directive Principles of Papua New Guinea

## Leading the Change.









## Member for National Capital District

### NATIONAL CAPITAL DISTRICT GOVERNOR'S STATEMENT

At the National Capital District Commission, our strategy aims to address gender inequality and gender-based violence aims to create an equal and respectful city where the prevention of violence against women and girls is our first priority. NCDC's strategy recognizes that gender-based violence is a gendered public health issue and takes a primary prevention approach to address it. We start with ourselves. We look to our programs and contractors, and those areas where NCDC has direct and unequivocal influence and authority. We know we will only be effective when the whole City is willing to challenge the cultures that can lead to violence.

Attitudes are shaped early in life, and it is vital that we support our children and young people to develop in a culture of respect for one another. Through the measures set out in this strategy, we will embed healthy relationships and respect into the ethos of our workplace, city, communities, and families: in our businesses, our schools, our market places, our transportation, our hospitals, our police stations, our courts, our parliament and most importantly our homes and lives.

We send out a clear message that public spaces, workplaces and cyberspace should be safe for all. Too often, women face violence, abuse and harassment in their homes, on the street, at work or online. For many, harassment and abuse is seen as a normal part of everyday life.

Our primary prevention approach addresses the underlying causes of gender-based violence. We identify norms, structures and practices that influence attitudes and behaviors that lead to violence. Through our strategy, we aim to support women, children and young people who are vulnerable to offend or be subjected to violence. We know that violence reduces the freedom of women and girls to live their lives as they want to and it is simply incompatible with our vision of the National Capital District as a city that stands for freedoms, opportunities and rights for all.

We are grateful to the many individuals and organizations that took the time to share their experiences and expertise. Throughout our consultations, we heard recurring themes that emerged as priority areas. Addressing the issues faced by all women and girls in each of these areas is seen as key to improving women and girls' full inclusion in the life of the city.

Today I call on all of you who believe that women and girls have a right to live violence-free in Papua New Guinea to join with us at the National Capital District Commission. I invite all of you who are not sure what you believe, but want the violence to stop; and, all of you who have committed violence in the past, but want a new beginning, to join us. I know that while half of our citizens may believe that violence is a means to an end, that the other half knows that there is a better way. It is time for us to create our future where everyone can achieve their dreams.

  
HON. POWES PARKOP, LLB, LL.M, MP  
Governor NCD

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Member for National Capital District

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## NATIONAL CAPITAL DISTRICT COMMISSION

### Office of the City Manager

P.O. Box 7270, Boroko, NCD  
CITY OF PORT MORESBY

7<sup>th</sup> September 2020

Gender Based Violence affects everyone in society. It is a global epidemic that has extended to our communities and developed into a major social issue that has impacted on our livelihood in particular that of our women and girls. Statistics show that in Papua New Guinea, two out of every three women have experienced either physical or sexual violence of any form by intimate partners or non- intimate partners in an alarming rate of violence compared to the global scenario of one in every three women or girls.

The situation has impacted on the responsibility of NCDC as the municipal authority to provide civic services. We cannot just build infrastructures such as roads, buildings, overhead bridges, sporting facilities, recreational spaces, bus stops, provide public transportation and so forth without addressing social issues that affect human kind that dwell and use these services in the city.

Gender Based Violence is a development issue. And unless we realise that and take relevant measures then, should we be able to contain the ever rising issues of GBV in NCD and PNG. We all have a responsibility to play to address the prevailing issues on GBV and NCDC is no exception.

As a responsible organisation for the welfare of the city residents we have made our stand clear on zero tolerance for any form of violence against women or girls. We want to create an environment free of violence and conducive to underline respect and appreciation for the existence of women and girls.

I believe in equality and that the men and women of NCDC can stand together to deliver municipal services befitting a modern capital city. Our stand and approach to address GBV is aimed at setting standards for everyone in the city and for the rest of the country.

We have taken a bold step through this profound strategy and I cannot thank enough Mr Ravu Frank who as the Acting City Manager drove this very crucial development agenda with the leadership support of Governor Powes Parkop to create a safe and a liveable city for all. The NCDC GBV Strategy 2020 – 2022 is an investment in social issues that are capable of stalling the development of the city.

This Strategy is a milestone achievement for our city and has come about through the tireless efforts of the NCD GBV Technical Team, the NCD GBV Taskforce Team and the consulting expertise. I would also like to extend my appreciation to the GBV Secretariat Staff and the NCDC Cross-Divisional Task Force team whose efforts behind the scene enabled this document to be possible.

It is my appeal that all stakeholders and development partners of NCDC should make it their business to create policies to address Gender Based Violence in their respective workplaces and the surrounding communities.

Let us take a united stand to address Gender Based Violence.

Yours Sincerely,



**BERNARD KIPIT**  
City Manager



## NATIONAL CAPITAL DISTRICT COMMISSION

*Office of the City Manager*  
**CITY OF PORT MORESBY**

P.O. Box 7270, BOROKO, NCD, Papua New Guinea

August 21 2020

The city is fast growing, and the influx of people from all walks of life, cultures and parts of the country, have dramatically increased the diversity of our population. Port Moresby has become a city of more than 850 languages with diversified and entrenched cultures. The city is stretched from unprecedented growth in infrastructure: roads, markets, sporting and recreational facilities, public amenities and spaces and the other aspects of modernity.

NCDC, as the municipal authority, is duty-bound to regulate and manage this growth in line with our vision of a modern, liveable city on par with our status as the capital city of Papua New Guinea. The rapid changes in Port Moresby are happening in the midst of growing social problems including gender-based violence (GBV).

GBV is now prevalent in most communities of the city. It is a growing concern for NCDC. Our continuous efforts to address the situation have failed. GBV is now reaching pandemic proportions and impact of the problem has been felt by almost everyone. It extends throughout the fabric of society and undermines NCDC's development initiatives.


GBV is a violation of Human Rights and is not confined to families at home. It happens in work places and compromises the safety of both the survivors and the survivor's co-workers. It reduces productivity, increases health care cost and increases employee turnover. The impacts of GBV has all the ingredients to stall the development process in the city if we are not serious and responsive. We all have a civic responsibility to prevent it from happening by putting in relevant strategies, policies and guidelines.

We want to be a gold standard city and to respond to and prevent GBV in our city and to set the standards for other provinces to follow in a concerted effort to combat GBV in their own cities and towns by using our gold standard model. As the Municipal Authority, we will continue to advocate against GBV/FSV with appropriate measures to prevent violence in the city. We will continue to work with all our partners through the GBV Referral pathway such as the Police, hospitals, safe houses, courts, our Human Rights Defenders, all partners concerning the safety of women and girls in the city.

This achievement would not have been possible without Hon. Powes Parkop, Governor of NCD's vibrant support and political will of. As the acting City Manager, I stand together with the Governor to SAY NO TO VIOLENCE, ZERO TOLERANCE TO GENDER-BASED VIOLENCE within workplaces, public and private spaces, homes, schools, markets and everywhere.

We cannot change our past but we can mould and shape our future to be a better city, safe for everyone. We must ensure that our children, our future leaders, are well-vested with this knowledge and information to make a difference for a better tomorrow. Let us stand together for a healthy, safer and harmonious and liveable city and community for everyone.

Yours Sincerely,

  
.....  
**RAVU FRANK**  
A/City Manager





**NATIONAL CAPITAL DISTRICT COMMISSION  
ASSEMBLY SERVICES**

**BOARD MEETING RESOLUTION  
MEETING NO: FC02/2020  
VENUE: CITY HALL ANNEX BOARD ROOM  
MEETING DATE: MONDAY 24<sup>TH</sup> AUGUST, 2020**


**REFERENCE: SUBMISSION # 10/2020 – GENDER BASED VIOLENCE**

**RESOLUTION NO. FC02-02-20**

On the motion of Commissioner Clemence Kanau and seconded by Commissioner Kesley Mune; the Board agreed and resolved;

1. *“that noted the submission numbered on Gender Based Violence as presented to the board for consideration”*
2. *“that noted three pillars as essential for the successful implementation of Gender Based Violence in National Capital District Commission and its development partners before reaching others”*
3. *“that noted the need to come up with different strategies to address Gender Based Violence in NCD together with its partners and the nation as a whole”*
4. *“that note that the Gender Based Violence is one factor that holds back the development of Papua New Guinea socially and economically”*
5. *“that the introduction of the Gender Based Violence Strategy in the workplace would put an end to GBV limiting the powers for men to have dominion in the family and have respect for women and children”*
6. *“that approved for National Capital District Commission to set the phase and make Gender Based Violence non-existence and evident in all families where either man or women employed by this organisation takes responsibility and uphold the guidelines set; Anyone bridging this can be dealt with accordingly”*
7. *“that approved for NCDC to map a way forward in dealing with Gender Based Violence and come up with behaviour change and awareness so that Government can take lead in dealing with Gender Based Violence as well”*

**CARRIED**

  
.....  
**Hon. Powes Parkop LLB, LLM, MP  
CHAIRMAN**

  
.....  
**RAVU FRANK  
a/CITY MANAGER**

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## PART ONE: UNDERSTANDING THE ISSUE

### PAPUA NEW GUINEA: GENDER-BASED VIOLENCE

Violence against women and girls is a human rights violation. In 1980, the Convention on the Elimination of All Forms of Discrimination Against Women ("CEDAW") was signed by 189 countries, including Papua New Guinea. Since then, there have been numerous efforts to both focus on this issue and escalate its importance as a key political agenda.

The UN Declaration on the Elimination of Violence against Women of 1993 defined violence against women as, "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 in private life."

In 2006, the United Nations declared that responding to violence against women and girls was an imperative; and, in 2013, the WHO health guidelines identified violence against women and girls as a health priority.

CEDAW released a comprehensive report on Papua New Guinea's interventions to eliminate all forms of discrimination against women in 2010, outlining numerous concerns including that the Constitution of PNG does not include sex as a prohibited ground, thereby allowing for lawful discrimination on the grounds of sex or gender.

In 2015, the elimination of violence against women and girls in public and in private was adopted as a target for the United Nation's Fifth Sustainable Development Goal; and, in 2020, United Nations Secretary General Antonio Guterres called for global action to address the "horrifying global surge in domestic violence" linked to lockdowns imposed by governments responding to COVID-19.

Addressing gender inequality and violence against women and girls in Papua New Guinea, is critical to the achievement of Sustainable Development Goals, and the economic and social future of the country.

Unfortunately, against the measures of the Sustainable Development Goal 5; and, according to the Papua New Guinea Demographic and Health Survey (2019), the country is failing.



- 54.3% of ever-partnered women and girls aged 15 plus have been subjected to some form of intimate partner violence in the last 12 months<sup>1</sup>;
- 8% and 27.3% were married before the ages of 15 and 18 respectively<sup>2</sup>; and,
- Less than half (47.7%) made their own informed decisions regarding sexual relations, contraceptive use and reproductive health care<sup>3</sup>.

In 2016, the “National Strategy to Prevent and Respond to Gender-Based Violence”<sup>4</sup> was launched to ensure a strategic and coordinated approach to addressing violence across all sectors within PNG. At its core, the strategy focused on data, governance, prevention and response.

A 2018 progress report entitled: “Institutional Support to Set up the GBV National Secretariat,” gave a lackluster review of government efforts to achieve its goals of zero tolerance and stated that the National Government should take the strategic recommendations more seriously<sup>5</sup>. This was a much-needed reminder in the face of UNDP’s 2018 Human Development Report, which ranks Papua New Guinea 161 out of 162 countries, on the Gender Inequality Index<sup>6</sup>.

At the same time as the National GBV Strategy was launch in 2016, the National Capital District also launched their provincial Gender-Based Violence Strategy 2016 to 2018<sup>7</sup>. A high-level review of the strategy in 2020, revealed that while much work and time had resulted in several achievements, many of the strategy’s objectives had only partially been achieved; and, while awareness in the city has increased, levels of violence have not abated and much work remains to be done.

“RESPECT women: Preventing violence against women” describes the risk factors that evidence demonstrates contribute most strongly to GBV<sup>8</sup>. They include:

1. Discriminatory laws on property ownership, marriage, divorce and child custody.

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<sup>1</sup> National Statistical Office (NSO) [Papua New Guinea] and ICF. 2019. Papua New Guinea Demographic and Health Survey 2016-18. Port Moresby, Papua New Guinea, and Rockville, Maryland, USA: NSO and ICF

<sup>2</sup> Ibid

<sup>3</sup> Ibid

<sup>4</sup> Government of Papua New Guinea. Papua New Guinea National Strategy to Prevent and Respond to Gender Based Violence, 2016-2025

<sup>5</sup> Progress Report, Institutional Support to Set up the GBV National Secretariat, Prepared b Debra L. Gish, December 18, 2018

<sup>6</sup> UNDP (2018). Human Development Indices and Indicators: 2018 Statistical Update. New York

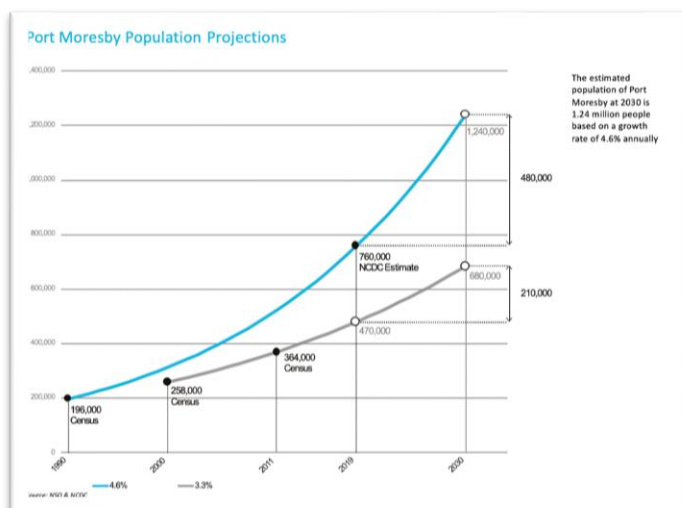
<sup>7</sup> NCDC (2016). National Capital District Gender-Based Violence Strategy 2016-2018. Port Moresby

<sup>8</sup> RESPECT women: Preventing violence against women. Geneva: World Health Organization; 2019 (WHO/RHR/18.19). Licence: CC BY-MC-SA 3.0 IGO

2. Low levels of women's employment and education.
3. Absence or lack of enforcement of laws addressing violence against women.
4. Gender discrimination in institutions (e.g. police, health).
5. Harmful gender norms that uphold male privilege and limit women's autonomy.
6. High levels of poverty and unemployment.
7. High rates of violence and crime.
8. Availability of drugs, alcohol and weapons.
9. High levels of inequality in relationships/ male-controlled relationships/ dependence on partner.
10. Men's multiple sexual relationships.
11. Men's use of drugs and harmful use of alcohol.
12. Childhood experience of violence and/ or exposure to violence in the family.
13. Mental disorders.
14. Attitudes condoning or justifying violence as normal or acceptable.

These indicative precursors to violence against women and girls foreshadow the extraordinarily high rates seen across Papua New Guinea and in the National Capital District (NCD).

Out of the estimated one million people residing in and around NCD, roughly



340,000 (women and children) experience abuse every year. In 2018 alone, 62.5% of women<sup>9</sup> and more than 80% of children reported being abused<sup>10</sup>.

The cost of gender-based violence in Papua New Guinea is high: physically, emotionally and economically in terms of opportunities lost for women and girls, their families, communities and the country as a whole.

Living in constant insecurity

prevents women and girls from leading the normal lives of free citizens and creates an untenable environment for growth and development.

According to the Papua New Guinea Demographic and Health Survey 2016 – 2018, every single year, a little more than half of the “married” women and girls aged 15

<sup>9</sup> National Statistical Office (NSO) [Papua New Guinea] and ICF. 2019. Papua New Guinea Demographic and Health Survey 2016-18. Port Moresby, Papua New Guinea, and Rockville, Maryland, USA: NSO and ICF

<sup>10</sup> UNICEF PNG <http://uni.cf>

to 49 in NCD are abused by their partners; and, 25% (an estimated 70 thousand) of these women, experience deep wounds, broken teeth and bones, and other serious injuries<sup>11</sup>.

Further, these numbers are conflated as they do not include the incessant harassment and threats that keep women and girls living in constant fear, nor do they include the roughly 60% of the women who experience violence, but never tell anyone<sup>12</sup>.

The level of trauma from violence in childhood amongst both boys and girls, is rampant and as a result, as they become men and women, the possibility of leading a violent-free life is unlikely. Those who witness their parents' abuse are 3 times more likely to be abused or become abusers; and 70% of the men in PNG have witnessed their fathers beat their mothers<sup>13</sup>.

Violence is associated with male authority over female behavior inspired by a range of social, cultural, and religious factors<sup>14</sup>. These factors include the notion that decision-making in the home is a man's prerogative; that gender roles are rigid and distinct and that women are owned by their partners through a bride price.

The justifications of gender-based violence and in particular wife beating are endemic. When combined with Papua New Guinean women's economic, educational and political disadvantage and the grossly inadequate prevention and response systems currently in place, it is clear that only a disruptive, dramatic and intensely sustained strategy will shift the tide.

Just being a woman or a girl in PNG is risky. In general, women are seen by men as property, sex objects and that they do not deserve the same rights as men.

This violence is supported by popular culture which idolizes hyper-masculinity and male power<sup>15</sup> and, as theory tells us, loss of power results in humiliation, spurns anger and further aggression to regain power<sup>16</sup>. Thus, as women become more educated and seek economic independence: and as more young men are

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<sup>11</sup> National Statistical Office (NSO) [Papua New Guinea] and ICF. 2019. Papua New Guinea Demographic and Health Survey 2016-18. Port Moresby, Papua New Guinea, and Rockville, Maryland, USA: NSO and ICF

<sup>12</sup> Ibid

<sup>13</sup> Ibid

<sup>14</sup> Zarkov, D. 2001, "The Body of the Other Man: Sexual Violence and the Construction of Masculinity, Sexuality and Ethnicity in Croatian Media", in C. Moser and F. Clark (eds)

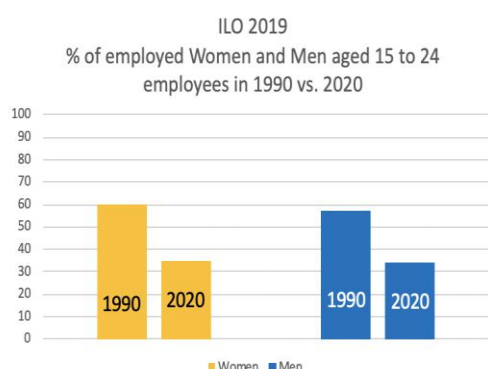
<sup>15</sup> Government of Papua New Guinea. Papua New Guinea National Strategy to Prevent and Respond to Gender Based Violence, 2016-2025.

<sup>16</sup> Zarkov, D. 2001, "The Body of the Other Man: Sexual Violence and the Construction of Masculinity, Sexuality and Ethnicity in Croatian Media", in C. Moser and F. Clark (eds)



unemployed and feel their power is taken away, the levels of violence are accelerated.

Married women 15 to 19 (70% of this age-group), and unmarried women aged 30 to 39 (65% of this age-group) are at the highest risk of experiencing violence. Young, unemployed and men with alcohol issues in relationships are the highest risk of becoming perpetrators (89%). Most men (54%) and women (60%) in NCD believe men have a right to beat their wives<sup>17</sup>.



According to the World Bank, young people account for almost half the population of PNG, and comprise a large part of the urban poor<sup>18</sup>.

Research by the International Labour Organization (ILO) tells us that unemployment amongst 15 to 24-year-olds in the country, plunged between 1990 and 2000 from 60% to 35% for young women,

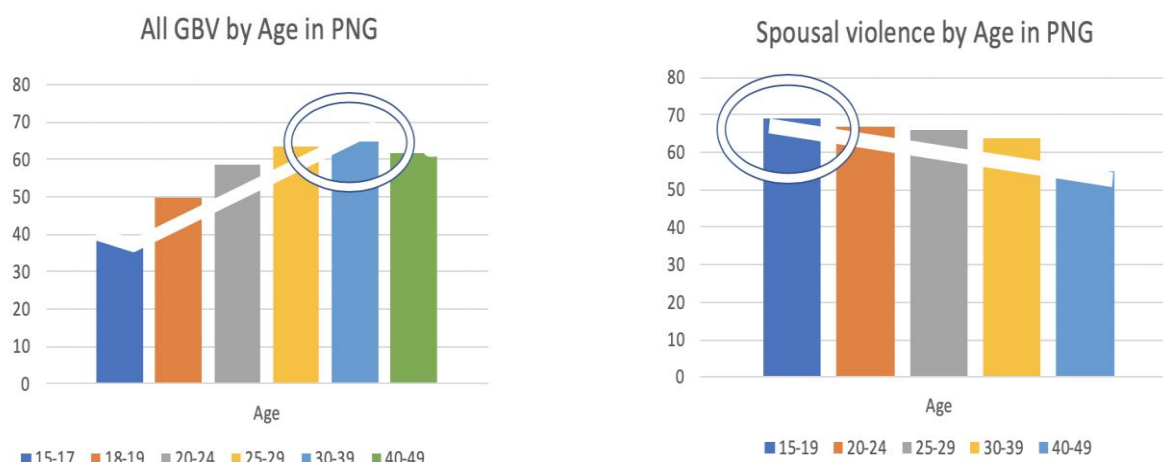
and 55% to 33% for young men<sup>19</sup>.

For NCD, this means that for an estimated 500 thousand young people who live in the city, approximately 350 thousand are unemployed. These unemployed youths, both girls and boys, sit squarely in the exact group we see as highest rates of violence and criminal activity perpetrated and experienced. As such, as this group grows, and also ages, we can anticipate an increase in GBV unless significant measures are taken to intervene and break the cycle.

<sup>17</sup> National Statistical Office (NSO) [Papua New Guinea] and ICF. 2019. Papua New Guinea Demographic and Health Survey 2016-18. Port Moresby, Papua New Guinea, and Rockville, Maryland, USA: NSO and ICF

<sup>18</sup> [https://www.worldbank.org/content/dam/worldbank\\_hci/index.html](https://www.worldbank.org/content/dam/worldbank_hci/index.html)

<sup>19</sup> NSO 2010. 2009-2010 Papua New Guinea HIES: Summary Tables. International Labour Organisation (ILO) (2016), Women at Work – Trends, Geneva: ILO NSO 2013, Jones and McGavin 2015.



Barriers to quality employment are high for youths lacking skills, networks and information on good jobs. For young women with childcare responsibilities or young people who live far from opportunities, these barriers can be insurmountable. Providing young people with employable skills and opportunities becomes an important antecedent to lifting the country more broadly, and offering young women specifically, financial independence.

In other contexts, a multitude of labor market interventions have been implemented to assist vulnerable youths. According to the 2013 World Bank Development Report on Jobs, youth unemployment rates are usually between two and three times the overall unemployment rate in most countries<sup>20</sup>. Policymakers have pursued a range of youth employment tactics, such as job training and wage subsidies. These tactics could benefit youth by helping them to earn money to pay school fees, as well as improve their employability for future job opportunities.

A 2014 randomized controlled trial among 1634 disadvantaged youth in Chicago who participated in a summer jobs program, found reduced rates of violence (by 43%) after 16 months<sup>21</sup>. However, other evidence of such programs' effectiveness has been mixed, they are not often cost-effective, and there is little research on their impact on participants' school enrolment and long-term employment.

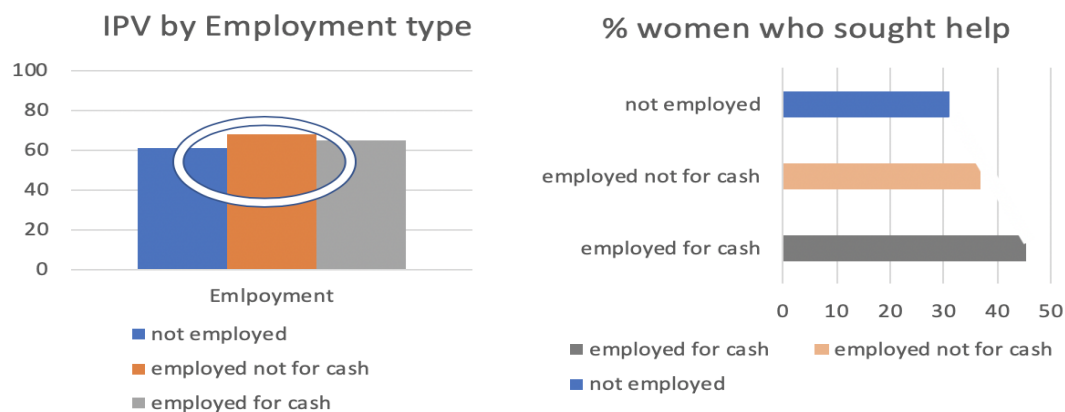
A 2019 study systematically and quantitatively reviewed 113 impact evaluations of youth employment programs worldwide. Of a total of 3105 effect estimates

<sup>20</sup> "World Bank. 2012. World Development Report 2013; Jobs. Washington, DC. © World Bank. <https://openknowledge.worldbank.org/handle/10986/11843> License: CC BY 3.0 IGO."

<sup>21</sup> Summer jobs reduce violence among disadvantaged youth, Sara B. Heller Science 346, 1219 (2014); DOI: 10.1126/science.1257809

extracted from these studies, only one-third showed a positive impact<sup>22</sup>. As such, employment interventions need to be carefully measured.

Financial means garnered from steady employment clearly affects the ability of women to remove themselves from violent situations, but wealth is not enough. The Demographic Health Survey found that women who were employed, but not for cash, <sup>23</sup>experienced the highest rates of domestic violence, and that women who were employed for cash were much more likely to seek help when experiencing



1. Papua New Guinea Demographic and Health Survey 2016 – 2018, The National Statistical Office, Port Moresby, Papua New Guinea, The DHS Program, ICF, Rockville, Maryland, USA

violence. Still, the levels of intimate partner violence between income groups is marginal.

In addition, a 2015 survey, "Gender violence in Papua New Guinea, the Cost to Business", concluded that nearly 70% of the women employees who participated in the survey experienced gender-based violence in the previous 12 months, causing them to miss an estimated 250,000 work days overall<sup>24</sup>.

Furthermore, while more women than men actually work in Papua New Guinea, less than 12% of women are in wage-earning or salaried positions (compared to nearly 30% of the men). And that is up less than 2% in nearly 20 years.

<sup>22</sup> Do youth employment programs improve labor market outcomes? A quantitative review  
JochenKluveaSusanaPuertobDavidRobalinocJose  
M.RomeroFriederikeRothercJonathanStöteraauaFelixWeidenkaffbMarcWitted

<sup>23</sup> National Statistical Office (NSO) [Papua New Guinea] and ICF. 2019. Papua New Guinea Demographic and Health Survey 2016-18. Port Moresby, Papua New Guinea, and Rockville, Maryland, USA: NSO and ICF

<sup>24</sup> Darko, E., W. Smith and D. Walker. (2015). Gender-Smart Business Solutions, Case Study: Addressing Gender-Based Violence with Companies in Papua New Guinea. Washington, D. C.: International Finance Corporation, World Bank Group

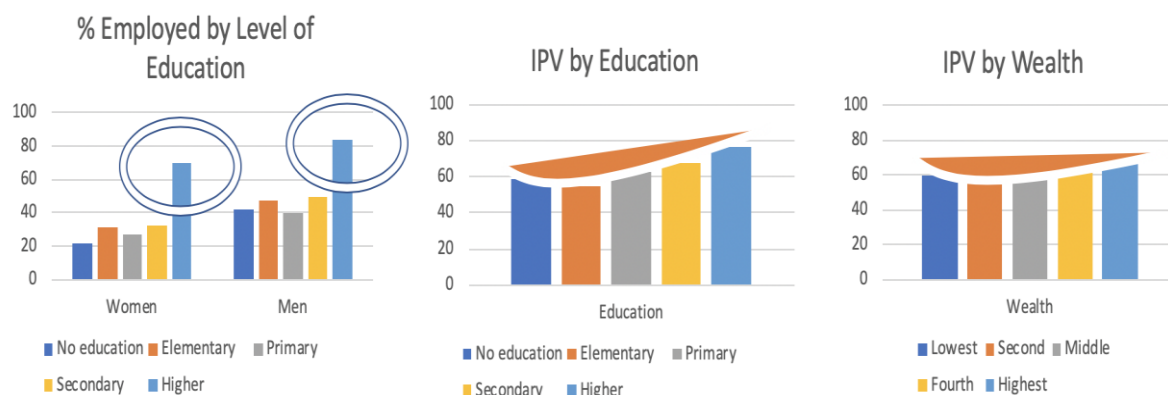




Insecurity at home is exacerbated by job insecurity, and increases in education and employment opportunities is correlated in turn with increased violence at home. The net impact is greater pressure to remain in violent relationships.

Further, most women and girls do not have the right to move freely, and as a result, are unable to pursue educational and economic advancements; or access services and recreational facilities without consequences.

For example, consistent with recent national data, a university degree almost triples a woman's chance of secure employment (22% vs 70%), however, it also increases her chance of experiencing relationship-abuse from 55% to 76%<sup>25</sup>.



NATIONAL DATA: Papua New Guinea National Strategy to Prevent and Respond to Gender Based Violence, 2016-

Both the prevention and the response-side of gender-based violence are in disrepair. With some exceptions, few prevention efforts are coordinated with the National Capital District Commission or implemented in a targeted manner to ensure consistent messaging and best practices. Most are neither evidence-based, nor built intentionally with long-term behaviour and attitudinal change in mind.

The referral pathway is so deeply mired in potholes that encouraging survivors, traumatized already, to move forward with charges, is akin to encouraging them to walk back into even more severe abuse and trauma.

<sup>25</sup> National Statistical Office (NSO) [Papua New Guinea] and ICF. 2019. Papua New Guinea Demographic and Health Survey 2016-18. Port Moresby, Papua New Guinea, and Rockville, Maryland, USA: NSO and ICF

On the response side, there are only 108 safe house beds in a city where, an estimate 70,000 women and children experience extreme violence every year. This gap translates into a need for more than 2000 beds just to address the most serious cases, let alone protect women who have not yet been attacked but feel seriously threatened.

The legal and judiciary system is similarly flawed. While many in the country call for tougher laws to be instated, the real issue is enforcement. The Family Protection Act of 2013, comprehensively defines domestic violence and widens its scope to not only include assault, but also psychological abuse, harassment and intimidation, stalking, any indecent behavior, property damage and threats.

The Act also provides for protection orders which, in theory, should be easily obtained from District Courts who have wide powers to make orders on their own initiatives. But NCD copes with only 500 active on-duty police officers (or 1 for every 2000 citizens) when the global average is 2.5 police officers for every 1000 citizens.

The need to reform the referral pathway is urgent.



There are so many victims seeking the assistance of Public Defenders who are very much overworked, underpaid and under resourced. For some of the victims, they go to the Legal Training Institute seeking the help of students who are doing their legal aid course, but that is only for a limited time and the students are just doing it to pass the course. Lawyers are expensive and State Lawyers are overworked. We cannot always blame the Police because we must understand that on most occasions the police station becomes a village court, hearing everything from marital affairs to family violence with the policeman as the adjudicator, compensation being the relief and the threat of

The high rates of violence, and the social perceptions that justify them, reduce women and girls' participation in social, academic, economic and political life. The highest number of women ever to sit in parliament at one time, in the history of the country, has been three. For the preponderance of its history, including the present, parliament has been entirely male. Yemen is the only country in the world

with a more male-dominated track record. Financial control levels are equally grim, with only 44% of the urban women having and using a bank account<sup>26</sup>.

The data tells a story that an overall lack of a coordinated effort, underpinned by community values that affirm violence against women and children, minimal political will, inadequate police force and judiciary system enforcement and piecemeal funding in a country where generational trauma is endemic, has meant that millions fall through the cracks and those who need help are, more often than not, forced to stay in life-threatening situations due to the lack of any viable options.

It is no surprise that gender-based violence has reached emergency levels.

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<sup>26</sup> National Statistical Office (NSO) [Papua New Guinea] and ICF. 2019. Papua New Guinea Demographic and Health Survey 2016-18. Port Moresby, Papua New Guinea, and Rockville, Maryland, USA: NSO and ICF

## THE NATIONAL CAPITAL DISTRICT COMMISSION

Port Moresby, the National Capital District (NCD) of Papua New Guinea, is a growing city with devastatingly high rates of violence against women and girls.

The city covers an area of 240 km<sup>2</sup> and has an estimated population of nearly one million people, three districts and several local-level governments: Moresby North-East, Moresby North-West and Moresby-South. The National Capital District is both the capital city of the country, Port Moresby; and, one of its 22 province-level divisions. It is represented by three open Members of Parliament and a Governor in Parliament.

The governing authority of Port Moresby under the National Capital District Act, is the National Capital District Commission, which has been led by the Honourable Governor Powes Parkop, MP, LLB, LLM, since 2013.

The National Capital District Commission 2016 – 2022 strategy is guided by 7 priorities:

1. Upgrading settlements to suburbs.
2. The modernization of the Motu Koita villages.
3. The continuous improvements of our suburbs.
4. Improvements of health and education in our city.
5. The elimination of violence in our city, especially in regard to creating a safe environment for women and girls.

### NCD GOVERNOR'S STRATEGIC PLAN 2017–2022

The team at NCD has been hard at work on developing Governor Parkop's strategic plan for the next five years.

The vision is to build a greater future for our city.

Our goals are clearly defined:

The city should be peaceful, smart, clean, healthy and liveable.

It will be a cosmopolitan city comprising of communities from all parts of Papua New Guinea, the region and the world. A city that people choose to live, work and raise their families because of its opportunities, its lifestyle, its liveability and quality of life.

A key part of this goal is to make our city become ONE city.

To help understand and visualise the strategies towards achieving the vision we have created a diagram that will be incorporated in to our Strategic Plan.

The diagram outlines 6 strategies:

1. Upgrading of settlements to suburbs;
2. The modernisation of Moto Koita villages;
3. The continuous improvement of our suburbs;
4. Improvement of health and education in our city;
5. The elimination of violence in our city, especially in regard to creating a safe environment for women and girls; and
6. Getting the basics right in relation to creating a clean and healthy city

It is important that not only we understand our vision and mission, but that all residing in our capital city also understand. We need "buy in" and ownership from everyone.

Already moves are significant moves are underway, and already we have achieved positive outcomes.

We look forward to building a greater future for our city.



6. Getting the basics right in relation to creating a clean and healthy city.

Ending gender-based violence is a core directive of the Commission and the office of the Hon. Governor Powes Parkop. The Governor is a long-time advocate of the



rights of women and girls. As a former human rights lawyer, the Governor's knowledge and commitment are significant.

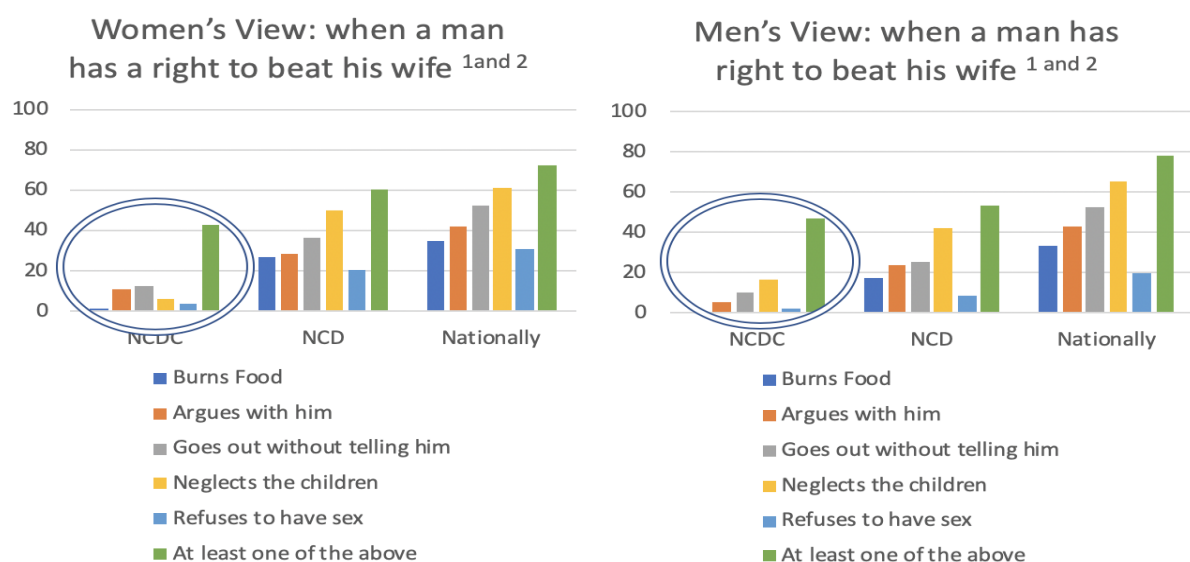
However; although ending gender-based violence is a priority of NCDC's six-point provincial strategy, efforts have been stymied due to lack of capacity and coordination, poor financing; and, few options when addressing some of the core issues outside NCDC's governance, namely: judiciary, transportation, and police services.

In a bold effort to understand and baseline the experiences, attitudes and behaviors of its own staff, the National Capital District Commission took a seminal step to survey and hold focus group discussions with its staff and program constituency on GBV.

A survey on staff attitudes towards gender-based violence was administered to 347 staff (44%), 124 women (36.6%) and 215 men (63.4%), including the Governor, City Manager and executive officers. In addition, twelve focus groups (300 participants) and 247 surveys were conducted by NCDC program and divisional desk clients.

The NCDC staff survey reveals that the majority (55%) of NCDC staff say men DO NOT have a right to beat their wives; and, 92% believe ending gender-based violence is extremely important for NCDC. Further, 70% believe it is the responsibility of everyone to address the violence.

This gives great hope for NCDC's goal to achieve a gold standard in fostering gender equality and addressing workplace violence and harassment, and demonstrates the impact of the Governor's advocacy on ending GBV on the staff and leadership of NCDC.



The survey also brings into focus that gender-based violence profoundly affects NCDC staff: 8% of women and 17% of men admit to being seriously violent with their partner in the last 12 months; 12% have suffered serious injuries as a result of violence at home or on-the-job; and, 13% experienced extreme violence outside of their intimate relationships.

Further, 30% have missed work in the last 12 months due to violence equalling 1,300 days, and 8% have been harassed or bullied by a boss or colleague at work. Of these, 57% never sought help and 44% never told anyone.

In the NCDC staff survey, respondents felt NCDC should focus on community programs, counselling for men and on holding individuals accountable for their actions. Respondents also felt that NCDC should use its leadership to advance women's issues at a national level and set a national standard.

Respondents expressed that NCDC was making significant strides to address violence and should stand up as a leader in ending gender-based violence institutionally. Most staff were proud of NCDC's efforts, particularly those of the Governor.



Unlike the NCDC staff, the survey respondents who were participants in programs funded by NCDC and the clients of divisions and desks were much more supportive of wife-beating, and at rates higher than national levels: 74% of the men and 61% of the women believe men have a right to beat their wives under certain conditions.

In addition, this group also experienced rates of violence at much higher levels than with NCDC staff: more than 50% of client respondents received serious injuries,

and more than 20% of both women and men admitted to committing violence in their relationships in the last 12 months.

In light of attitudes around wife beating, the fact that 96% of the women and 94% of the men thought that ending gender-based violence in NCD to be extremely important, demonstrates a perception that wife-beating and domestic violence are not a part of gender-based violence overall, and that the term “gender-based violence” or “GBV” may not be understood.

Importantly, all data, point to some characteristics which will be key to a targeted strategy with limited resources:

- Those who witness their parents’ abuse are 3 times more likely to be abused or become abusers.
- Married women 15 to 19 and unmarried women aged 30 to 39 are at the highest risk of being abused, as are those who are educated and securely employed.
- Young, unemployed men in relationships with alcohol problems are at the highest risk of perpetrating.
- The majority of men and women in NCD believe men have a right to beat their wives.
- Domestic violence is not seen to be part of gender-based violence.

“No person shall be submitted to torture (whether physical or mental), or to treatment or punishment that is cruel or otherwise inhuman, or is inconsistent with respect for the inherent dignity of the human person.”

Section 36: Freedom from Inhuman Treatment  
The Constitution of the Independent State of Papua New Guinea



## KEY ISSUES

- Gender-based violence is not abating: the rates and severity of gender-based violence are increasing in frequency and severity and budget allocations specifically to address GBV and institutional prevention are insufficient.
- Old attitudes are dying hard: various studies and opinion-surveys, including one conducted by NCDC in 2020, show disturbing attitudes towards gender-based violence in society. These include the notion that it is justified for men to beat women; that women may provoke such behavior because of their dress and conduct; and that men feel oppressed by a recent push for women's rights.
- The current laws put the onus on the survivor to seek out safety, bring the matter to court and prove truth to the allegations, instead of removing the perpetrator until proof has been given that a crime has not been committed.
- Problems with implementation persist: a high proportion of domestic violence cases get withdrawn; women face abusive responses from the police, and from the public through social media and the overall conviction rates remain unacceptably low. A critical issue is enforcement.
- Safe protective private and public environments in Port Moresby, are missing for most women and is very in private and public spaces. Further, safe houses struggle: there are only 108 safe house beds in Port Moresby, all run by civil society organizations. The majority are insufficiently funded and most funding comes from donors.
- Provision of services is fragmented, unevenly distributed and probably not cost effective: There has been no needs audit against existing facilities and resources to determine targets, timeframes and indicators for ensuring that a fully comprehensive set of services is made available to survivors and their children. Available data suggests current services are able to address less than .02% of the need. Services are unevenly distributed across the city.
- Information is not readily available: there is a lack of access to information by ordinary women let alone vulnerable groups. For example, crucial links on the NCDC website, are non-existent. Very little information is available in simplified form, in predominant languages, and in formats easily accessible to the public.

- Coordination, particularly between government and civil society efforts, remains a challenge: Overall approaches and various other key government initiatives reflect weak co-ordination within the gender and family justice sector and precisely at a time when the problem is mounting, resources are shrinking; and greater synergies need to be achieved.
- The police force is insufficient and ill-trained to deal with the level and extent of violence in the city, let alone intervene in domestic disputes in a timely and appropriate manner. Police often find themselves in the role of adjudicator without expertise or capacity to enforce.

## OTHER CONSIDERATIONS

### Evidence-Based Solutions

The prevalence, shame, blaming, silence and privacy surrounding violence against women and girls in Papua New Guinea is not unique. Around the world local, national and international organizations and governments have attempted to affect change at a multitude of levels, and it is generally agreed that strategies need to be:

1. Multisectoral.
1. Include both prevention and response.
2. Based on evidence.

A key and common finding, across many of the more well-designed research studies is that while changing norms is rarely a significant result, changing behaviour can be. In other words, men may hold onto their beliefs around power and rape myths, however, they may simultaneously be influenced to change their behaviour, and this change in behaviour can precipitate changes in norms. For example, the evaluation of the “One Man Can” campaign run by the Sonke Gender Justice Organization in South Africa showed that although changes in attitudes were minimum, changes in perpetration were quite substantial.

Unfortunately, there are few rigorous impact evaluations. A 2014 study on “What Works to Prevent Violence Against Women and Girls”<sup>27</sup> reviewed 244 studies and found little evidence to support initiatives that were purely communication and advocacy focused. Conversely, community mobilization programming with a multitude of components, as well as targeted interventions whether they were focused on

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<sup>27</sup> “What works to prevent violence against women and girls? Evidence Review of interventions to prevent violence against women and girls” June 2014, Emma Fulu, Alice Kerr-Wilson James Lang

reducing alcohol consumption, improving relationship discourse, empowering women and girls through economic activities, or bystander engagement, in many cases demonstrated change.

Combining community mobilization with advocacy to empower women, engage with men and change gender stereotypes and norms often include activities to highlight and shift attitudes and social norms. At the same time, such efforts often work to raise awareness through video, radio, television and other dramatic mediums.

Most recently, successes have been found in influencing social behaviours through engaging men and boys as allies and partners; and including grafting issues ranging from food security to HIV/AIDS onto economic empowerment programming; and using positive messaging.

The Active City Development Program (ACDP) in NCD is an excellent example of this at work. Using principles of behaviour modification, NCDC has found significant success through the ACDP to offer alternative behaviours that both produce positive results for participants and are incompatible with violence. These include, offering physical activity training to both targeted groups of young people, and the broader public.

The repetitive physical activities and experiences have socially positive messages grafted onto them, both verbally and directly, and visually and subliminally, and often result in concrete behaviour change.

Another current central theme in efforts to address violence against women is to approach prevention through the ecological lens of understanding the societal, community, relationship and individual levels of the perpetrator or those at risk of becoming perpetrators, and focusing work on carefully developing comprehensive strategies to address multiple points of intervention.

Evidence now shows that work with both women and men, in single gender and mixed-gender groups depending on the topic and situation, is more likely to promote non-violent norms around masculinity and less passive norms around femininity than work that only engages men or women separately. The more the message is amplified by those who surround the individual, the more entrenched the new behaviour becomes.

A review of recent randomized controlled trials on gender-based violence interventions around the world that may show promise, can be seen in APPENDIX B.

## Multisectoral Lens

There is growing recognition that a multi-sectoral response to gender-based violence offers a holistic and coordinated approach which convenes and coordinates actors from the key sectors of psychosocial welfare, law emergency accommodation, enforcement (police, prosecutors and justice departments) and health.

Founded on inter-institutional partnership and cooperation, a multi-sectoral response to gender-based violence will require the National Capital District Commission and its partners to adopt an agreed philosophy and follow the principles and standards determined by the partners involved.

Formulating and implementing coherent and multidisciplinary plans that enable collaboration (among sectors such as criminal justice, human rights, education, labour, health and social welfare) contribute to preventing violence.

Mechanisms for the coordination of a multi-sectoral response to gender-based violence include: information management and exchanges between the organizations involved, and ongoing program planning and development; designated bodies for coordination of multi-sectoral responses to gender-based violence; and, financing.

With all this in mind, NCDC has crafted a comprehensive strategy to address gender-based violence in NCD, use its influence to garner national buy-in and support, and aim towards a new normal for the city and country.



“

We have also emphasized the importance of women being able to make their full contribution to the welfare of the country, on an equal footing with men...Obstacles to educational and other opportunities which face women at present should be removed, and insofar as it is within the power of the Government to do so, the difficulties facing women who wish to involve themselves in the affairs of the nation should be reduced.”

## PART TWO: DEFINING OUR STRATEGY

### OUR VISION

We dream of a Port Moresby that is an amazing, thriving city where all people have hope and opportunity; and, feel safe and supported by caring families, strong communities and responsible governments.

We envision Port Moresby to be a gender-equitable city, where everyone:

- Lives free from violence and discrimination.
- Is treated with dignity, respect and fairness.
- Has equal status, rights, opportunities and representation.
- Is empowered and included in their relationships, workplaces and life.

### OUR THEORY OF CHANGE

We know that strong strategies have powerful theories of change. Our theory of change is built upon our experience in engaging the citizens of our city. We know that the only way to begin change is to begin with ourselves – and that we must inspire each of our citizens to start this virtuous cycle by caring for, and taking care of, themselves. Our theory of change is as follows:

1. When people are healthy, they treat themselves well, have healthy relationships and help foster healthy families.
2. When individuals are supported by healthy families, they help build healthy communities.
3. When communities are healthy for women and girls, they are strong, supportive and safe for everyone.
4. When everyone is safe and feels supported, they can give their best.
5. When they give their best, the city becomes the best.

### OUR KEY MESSAGES

1. **Men and women are equal:** this is our constitutional right and our right by virtue of the UN Declaration of Human Rights to which Papua New Guinea is a signatory.
2. **Consent: no means no** and dress is never an invitation for harassment.
3. **Women have a right to have freedom of movement:** and a right to claim this city and country as their own.

4. **Men and boys stand beside women and girls as** partners and allies. Not in front or behind, not above or below, but beside as equals.
5. **This city will be great, when everyone has equal opportunity** to achieve their dreams and fully contribute to its future.
6. **Everyone is Responsible:** Addressing gender-based violence is everyone's responsibility.
7. **Change starts with each of us.**
8. **"Voice Up!":** the time is now to use our voices to inspire change and not stand by and watch violence and harassment happen.

## OUR GUIDING PRINCIPLES

We are guided by the lofty vision of the National Goals and Directive Principles set out at the very birth of our country as an independent nation, stated in the preamble of our Constitution. These are the values and principles that should define the country, the directive principles are intended to guide all activities of the State and its institutions, and as such, we use them to guide our own. In particular, and we quote directly:

"We have also emphasized the importance of women being able to make their full contribution to the welfare of the country, on an equal footing with men. In recent years women have played a significantly greater part in the country's national life - in politics, in business, in social and cultural activities. But more effort should be made by government to hasten this development. Obstacles to educational and other opportunities which face women at present should be removed, and insofar as it is within the power of the Government to do so, the difficulties facing women who wish to involve themselves in the affairs of the nation should be reduced."

**"All activities of the state should be directed towards the personal liberation and fulfillment of every citizen, so that each man and woman will have the opportunity of improving himself or herself as a whole person and achieving integral human development."**

"All citizens should have an equal opportunity to participate in, and benefit from, the development of our country."

"We do not take development to be synonymous with material progress. For us the only authentic development is integral human development. This means that we use the term development to mean nothing less than the unending process of improvement of every man and woman as a whole person. We take our stand on the dignity and worth of each Papua New Guinean man, woman and child. In effect, this means that integral human development must reach out to and enrich Papua New Guineans in every part of the country."

### **And from the justiciable part of the National Constitution**

"Our first goal to be for every person 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."

Section 32: "Right to Freedom: Every person has the right to freedom based on law ..."

## **Section 35: "Right to Life: No person shall be deprived of his life intentionally."**

Section 36: "Freedom from Inhumane Treatment: No person shall be submitted to torture (whether physical or mental), or to treatment or punishment that is cruel or otherwise inhuman, or is inconsistent with respect for the inherent dignity of the human person. "

Section 37: "Right to the Protection of the Law: Every person has the right to the full protection of the law, and the succeeding provisions of this section are intended to ensure that that right is fully available, especially to persons in custody or charged with offences."



# Section 55: "Equality of Citizens: Subject to this Constitution, all citizens have the same rights privileges, obligations and duties, Irrespective of race, tribe, place of origin, political opinion, colour, creed, religion or sex."

## **In addition, we believe that:**

### **Women and children's rights to safety**

Women and children have a right to be safe. Violence is a violation of human rights. We will address the root causes of violence against women and children, such as structural inequalities, gendered stereotypes, issues of power, control and gender discrimination. This includes their right to cities with infrastructure designed for women and girls.

### **Leaving no one behind**

In the 2030 Agenda for Sustainable Development, Member States recognized that the dignity of the individual is fundamental. We believe that this principle is critical to consider in our strategic approach to addressing GBV.

### **Empowering women to make changes**

We need to empower women economically, politically or in other ways, to make changes in their lives and in society.

### **Role of men**

Men's violence against women is an expression of gendered power, that is, the power that men, individually and collectively, have over women and children. We need to support and advocate for prevention programs that target men. We also need to engage men as positive role models, pro-social bystanders, cultural change activists, and as advocates for gender equality in all spheres and allies of women and girls.

### **Focus on primary prevention and early intervention**

Preventative actions focus on promoting equal and respectful relationships between men and women; non-violent norms and reducing the effects of prior exposure to violence and improving access to the resources needed to step away from violence.

### Commitment and leadership

Good practices are those that are based on and supported by clear political will from the government, corporate and community sectors. Leaders at all levels and in different settings can influence how men's violence against women is perceived and can play a pivotal role in changing societal tolerance for this problem.

### Evidence-based approaches

All interventions need to be underpinned by informed empirical data about the scope of violence against women, its causes and its consequences for individual female victims/survivors, their family members and society at large. Our strategy, approach and projects will include in its design a plan to monitor and evaluate the progress and impact achieved.

### Coordination, collaboration and partnerships to bring about change

To be effective, we need to work with a broad range of professionals and services from national to community and grassroots level and forge partnerships across sectors.

### Sharing of knowledge, skills and training

The use of knowledge exchange, educational programs and training should be integrated into routine staff and community development.

## OUR STRENGTHS, OPPORTUNITIES, WEAKNESSES, AND THREATS

### Strengths

- We have strong commitment from our leadership in the Governor.
- We have a well-established and staffed GBV Secretariat.
- We have an approved National 2016 to 2025 GBV Strategy.
- Our prevention programs: Active City Development, (ACDP), Ginigoad, Technical and Vocational Education Training (TVET), Urban Youth Employment Program (UYEP) and Sanap Wantaim are strong programs.
- Half of our city are young people who are dynamic, strong and want a better future for themselves and their children.

### Opportunities

- High-level leadership support.
- Our markets offer employment opportunities, training and safe places for business to thousands of women and girls in our city.

- While half of our city (men and women) believe that men should have the right to beat their wives, the other half does not.
- We have an excellent task-force of leading national voices in gender equality that have convened to help us accelerate our strategy.
- The UN has launched the USD \$24.5 million Spotlight Initiative, focused on strengthening the capacity of key institutions charged with coordinating and implementing the National GBV Strategy in PNG.
- The Governor is responsible for appointing Ward Councillors, and NCDC, under the City Manager, is responsible for appointing District Leaders.
- Our Settlements to Suburbs program has been launched.
- Our multilateral and bilateral partners are extremely supportive of our work to address gender-based violence.
- Many private sector leaders are committed to supporting efforts to end violence against women and girls in the city.
- We now control the Provincial Health and Education Authorities.

### Weaknesses

- Our follow-up on our 2016 to 2018 strategy has been poor.
- Our resources are severely limited and with COVID our resources are even more stretched.
- There is a lack of collaborative effort amongst stakeholders in the city.
- There is a lack of male senior management engagement at NCDC.
- Our settlements house nearly a half of the city's population and are primary hotspots of violence against women and girls.

### Threats

- COVID threatens to diminish our ability to galvanize public commitment and greatly increases gender-based violence issues.
- Many of the key components of the broken case management system lie outside of NCDC's power – the police force and the judiciary system.
- There are only 500 active duty police officers, when we need 2500.
- Insufficient safe houses – we only have 108 safe house beds, with roughly 70 thousand extreme violence cases every year.
- Unemployment is at its zenith, and COVID-19 is exacerbating the crisis – poverty will push young people to crime as a means to survive.

## OUR STRATEGY

Our strategy reflects our vision to make NCD a place where all women and children can fully participate in the political, economic, cultural and social life of the city. We know that to address gender-based violence, we must address gender equality, and men and boys must learn to stand beside women and girls as allies and partners.

Women's inequality is an issue that affects us all. This is not only a human rights issue, it is an economic imperative. We cannot reach our full potential as a city, as a community and as a country, when half of our people are marginalized and denied full inclusion and participation. We know that the full inclusion of women boosts our economy, increases our productivity and reduces child poverty.

Addressing women's equity requires all social agents – individuals, organizations and all levels of government – to take intentional steps towards this goal. As a city, we can take positive action within our jurisdiction and encourage others to do the same.

We know that access to basic socioeconomic supports is a crucial step for increasing women's safety, security and well-being. Issues such as unstable housing, lack of employment, lack of infrastructure like street lights, safe markets and easily accessed water and sanitation and insufficient financial resources can greatly contribute to whether or not a woman is able to successfully leave situations of violence and vulnerability.

We believe our strategy must start with each of us. At NCD, we aim to become the gold-standard institutionally in gender-equality and ending gender-based violence, starting with our staff. We also will hold our Agents accountable and will use our power, voice and influence to disrupt and demand change.

We look to a new adage: "we do not want the power to accept what we cannot change: instead we embrace our power to change what we cannot accept." We look to our successes, and to build upon the successes of our citizens.

One of the major successes in the National Capital District has been our Active City Development Program (ACDP). Engaging thousands of citizens every year in targeted and generalized physical and mental fitness programming. The impacts we have seen from these programs have been substantive.

Our citizens have shown that they want to embrace a healthy lifestyle inside and out. Our strategy will incorporate the ACDP as a keystone to our prevention work. The ACDP Strategy is guided by a vision: "A Healthy City for All", ensuring collectively we pursue a strong and inclusive focus on addressing gender inequity.



These principles also emphasize the importance of meaningful involvement from the broader public, private and civil society sectors.

Another success has been our “Sanap Wantaim” campaign, where young people have held high the banner of change. Launched in 2016, the principles of this campaign still hold true: engaging youth from all walks of life to work together on clear messaging that men and boys must stand beside women and girls as partners and allies to make our city safe for everyone.

The campaign promulgates a view that gender equality is our right by the constitution of our country and by the UN Human Rights Declaration to which Papua New Guinea is a signatory. The key messages of this campaign still ring true and are reflected in our new strategy’s Key Messages.

In our communities, our Human Rights Defenders have played a leading role in supporting survivors of gender-based violence. These seldom-sung community heroes risk their own lives on a daily basis to protect others. It is time for our Human Rights Defenders to be firmly lifted up by the city and supported most powerfully in their efforts to transform and drive our city forward.

Another hallmark of our prevention work in the city has been our focus on education. Through the Technical and Vocational Education and Training program (TVET), we have helped tens of thousands of poor and low-income students advance academically.

Through our Safe Cities program, we have partnered with the UN, donors and NGOs to build safe markets and decrease violence experienced while using public transportation, by providing women-only buses on key routes and key times of the day.

Taking on our new Provincial Education Authority will also be an important step to change the standard of education. The World Bank data tells us that the rate of out-of-school youth in upper tertiary grades are 60% of the girls and 40% of the boys, and that children can expect an average of 8 years in school which is equivalent to slightly less than 5 actual years of learning.

We know that those with education are offered the greatest chance to not just succeed personally, but also to succeed for our city and country, and that this is critical for our women and girls to advance and gain independence. We will use our new role leading provincial education and our TVET program to foster a more equitable education system, and ensure that our students are educated harassment-free.

With an estimated more than 350,000 unemployed youth in the city, complacency is not an option. Our prevention work must help our young people through engagement, education, employment and economic empowerment – E<sup>5</sup>. We aim to ensure that there is a pathway to permit our young people the option to return to school, and even repeatedly participate in on-the-job training to grow their experience and possibility of success. We invite the private sector to join us.

Convening our ACDP, Sanap Wantaim, Ginigoad, UYEP, the Human Rights Defenders and our TVET all together, we will create a continuum of success that will permit our young people to embark upon a pathway of success no matter what their starting point. Weaving these success stories together will create a ladder out of poverty.

In addition, a serious issue in NCDC's ability to address the issues of women and girls lies in our informal settlements. We know that insecurity, and the threat and reality of violence in our settlements, prevents women and girls from participating as full and equal citizens.

Our city has hundreds of informal settlements that house almost half our population (45% or roughly 450,000 people). These settlements are vulnerable to environmental, climate change and disasters and lack basic services (transport, water). They are subject to flooding, impacts sea level rise, erosion and polluted, and are breeding grounds for disease as we are seeing with COVID-19.

Addressing our settlement problems will make leaps and bounds for the women and children who live in them. As such, a core focus of our strategy is to ramp up our efforts on our Settlement to Suburbs program, and to ensure that a gender lens is used to hone in on the needs of women and children. Infrastructure needs to be developed in a way that improves everyone's safety.

We invite all other programming focused on directly ending gender-based violence, as well as those programs focused on the root causes, to join with us, collaborate with us, align with us, integrate programs with us, join voices with ours, so that our collective result is more than what any one institution – any one person – can hope to achieve alone.

We know we will need to prioritize. We have limited resources and an epic mountain of change to climb, and so we will focus our attention on prevention and behavior change: first and foremost, directed at young people in relationships who are struggling.

We know we need to partner and bring together all of the institutions, companies, agencies, civil society groups and people who believe in ending violence against

women and girls. We need to combine our voices in a common, consistent, loud and disruptive message that demands and secures change.

Our private sector leaders, in particular have shown to be a tremendous voice and support in addressing gender-based violence. Given the rates of violence amongst salaried women, we need to work to up the game of the private sector broadly, and find ways to collaborate both financially and expertise-wise.

We know our media and communication coverage of gender-based violence is important. Increases in the levels and depth of the media coverage, as well as the number of stories that mainstream gender issues in an easily understood, clear and educative way, will be important, as will be the respectfulness with which survivors and their experiences, and women in general, are depicted.

In our response efforts, we will strongly advocate for improvements in enforcement and services, and we will double our efforts to triage the high-risk cases along a solid referral pathway. We look to our Provincial Health Authority and Provincial Education Authority to become leaders in addressing gender inequality and violence against women and girls.

We will also focus on advocating most loudly and disruptively to change the political will in our country to release the funding needed to the rampant violence our women and girls face, and demand the judiciary system enforce the laws we have in place to protect women and children and to hold accountable perpetrators of violence.

Because of the tremendous urgency at hand, we will formally mobilize a Task Force to address the current massive gaps in our capacity. The Task Force will convene experts from across the city on a short-term, clearly-defined mandate to galvanize the city, and dramatically ramp up efforts on the prevention and response sides.

The Task Force will comprise impassioned men and women from a broad spectrum of institutions, who will coalesce around a common vision and who will seek to engage political leadership from across the country to drive lasting change.

For sustainability, we look to establishing a Commission on the Status of Women that will uphold the work of this strategy and ensure that the status of women in the city is measured, addressed, and kept at the forefront of the municipal and national conversation, and most importantly, dramatically accelerated upward.

We also recognize that nomenclature is important and that while the terminology of “gender-based violence” may not be understood, it is our job to educate our citizens.

As such, we look to rename the National Capital District Family Sexual Violence Action Committee, the National Capital District Gender-Based Violence Action Committee. We believe it is important to recognize that gender-based violence encompasses all violence that is committed against an individual because of their gender.

Enhancing existing service providers and safe houses is critical. Offering substantive and therapeutic support to both survivors and perpetrators is essential. We must remember that so many of the perpetrators are survivors themselves. Knowing the deep and generational trauma and gender-based violence experienced by our citizens, we look to build upon what we know works. To this end we also seek to establish a holistic and multidisciplinary health center offering integrated forms of healthcare and counselling support for survivors and perpetrators alike.

As such, we look to review once again the “one-stop-shop” concept initially raised to address case management needs<sup>28</sup>. The vision was to secure ongoing interaction with other key stakeholders within the referral pathways, maintain a reliable database informed by the rule of confidentiality of the clients and ensure quality and accountable service delivery at every step of the referral pathway. We will also consider the possibility of creating community legal centers for survivors. Reviewing the 2014 concept note may offer a good pathway forward to address the case management gaps in the referral pathway.

Half of our city may believe in violence against women, but the other half do not. Understanding this more deeply will be critical to developing a strong communication and behavior change strategy. Our job ahead is to galvanize the half of the city that believes that violence against women and girls is unacceptable. We must unite and transform the former half, or at the very least persuade them to change their ways.

A key success factor for this Strategy is being accountable to our goals and objectives. To that end, we will measure our progress and report our findings regularly. In 2020, we will provide our first progress report to the Commission and outline actions for ongoing improvement and an implementation plan in the next phase of the Strategy.

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<sup>28</sup> NCD Family and Sexual Violence Action Committee Secretariat and One-Stop-Shop CONCEPT NOTE, 2014, NCDC Gender Equity Desk

## OUR STRATEGIC PRIORITIES

- NCDC divisions, programs and departments to have budgeted plans on how they will use their power to shift the tide on gender-based violence, and ensure that senior leadership and NCDC board are committed to the issue.
- NCDC uses a gender-lens in its Settlements to Suburbs program and in upgrading the Indigenous Moitu Koitabu villages and that this is demonstrated in the design as well as in the manner of housing distribution and ownership.
- NCDC maximizes the opportunities presented in the design of infrastructure such as its markets, and by extending infrastructure where markets and other parts of the city are unsafe, and taking advantage of infrastructure at markets and other public spaces that are well established to extend better services to women and girls.
- Ensuring women and girls have free mobility in the city, including safe transportation and means of accessing the city, places of work, schools, shopping and recreational activities.
- NCDC invests in programs that help people transform their bodies and their minds, and that work synergistically to fill gaps for young people in particular.
- NCDC advocates to churches, private sector and civil society organizations to make and keep commitments on how they will use their power to end gender-based violence, and uses its institutional powers to ensure action is taken.
- NCDC uses its political capital to ensure multilateral and bilateral organizations operating in NCD strengthen and coordinate their efforts by working in collaboration with NCDC and each other.
- NCDC uses its voice to lobby the National Government and in particular the National Executive Council, to fully fund gender equality; to repair the systemic issues that stand in the way of women and girls' equality in the country: to commit to a gender-quota in parliament; and expedite action in the judiciary system and enforcement.





## OUR THREE PILLARS

Our new two-year strategy builds on three pillars and focuses on NCDC as an institution and our role, internally, provincially and nationally in promoting gender equality and addressing gender-based violence.

The three Pillars are designed based on NCDC's locus of authority and how we influence change at a provincial and national level, starting with our institutional policies and practices and extending to our Agents and beyond.

Our Pillars are:



### PILLAR 1 - WALK THE TALK

NCDC will become a gold standard in gender equality, non-violence and anti-harassment. Pillar 1 will focus predominantly on changing NCDC staffing policies and procedures, including how we hire and evaluate our staff performances; and, our staff edification and gender sensitization work. Pillar 1 will also focus on the provision of counselling and therapeutic activities for our staff survivors and perpetrators to support their change process.



### PILLAR 2 - DELIVER ACCOUNTABLY

NCDC's Agents (programs and contractors) will all become leaders in ending gender-based violence in the City. NCDC will hold them accountable. Pillar 2 will take a similar approach to Pillar 1, but focus on NCDC funded programming, agencies and contractors, including ACDP, TVET, markets, as well as all our contractors; NCDC authorities such as the Provincial Health Authority and the Provincial Education Authority; and, institutional structures such as the ward and district positions.



### PILLAR 3 - DISRUPT AND DEMAND

NCDC will become a significant, unified voice that disrupts, demands and delivers change at a provincial and national level. Pillar 3 will engage stakeholders and partners from all sectors in an inclusive effort that will simultaneously ramp up awareness and behavior change efforts, and map out

and identify critical barriers that need to be removed, gaps that need to be filled, and strategies to improve efficiencies at the structural, legal and political levels.

Each Pillar includes a comprehensive set of objectives, strategies, actions and expected outcomes, and all Pillars work both severally and cohesively, mutually reinforcing and extending all outcomes.

In addition, in line with the National GBV Strategy 2016 to 2025, and the National Capital District Strategy of 2016 to 2018, each Pillar of the NCDC Strategy will seek to address barriers, gaps and needs, with solutions and bridges in the following areas:

1. *Data*: evidenced-based decisions – annual survey, audit and response data.
2. *Governance*: internal policies and actions and programming.
3. *Prevention*: awareness and behavior change and education.
4. *Response and Referral Pathways*: address the massive gaps in services.

Our Task Force will be engaged for six months focusing on Pillar 3, and ramping up provincial and national action around eight highly urgent issues:

1. *A Provincial GBV Response Strategy* aims to establish a provincial and sub-provincial workflow for GBV prevention; intervention and support that integrates all Government and non-Government stakeholders in the City and Districts towards the singular objective of disrupting the prevalence of GBV at all levels in the city, its three urban districts and its Indigenous villages of Motu Koita.
2. *A Communication Strategy* and calendar of public and community events over six months, designed to place tremendous, continuous pressure on the National Government to act on GBV National Strategy Implementation and targeted law and policy reform.
3. *A Submission to National Government* in the form of either a White Paper Submission from NCDC, signed by the NCD Governor, or a Cabinet Submission through Hon Justin Tkatchenko, who is a member of Cabinet and a Commissioner of the NCDC, setting out research-based recommendations for law reform in critical areas of GBV case management such as, on-boarding of complaints, investigation and prosecution, arrest and bail of perpetrators, care and welfare of victims, and conviction and sentencing of perpetrators.

4. *A Restructured GBV case Management Workflow* for the City and its districts, accompanied by a Memorandum of Understanding to be signed by all stakeholders, to implement the strategy document.
5. *A Funding Strategy* for incorporating general and specific elements of the GBV Case Management workflow into the budget planning matrixes of NCDC, NCD Governor's Office (PSIP), Moresby North-West DDA, Moresby South DDA, Moresby North-East DDA and Moitta Koita Assembly.
6. *A Strategic Plan for the NCD FSV Secretariat* to implement and coordinate the NCDC GBV Strategy at large.
7. *Recommendations to NCDC for Pillar 3 Monitoring and Evaluation* for continuous improvement under NCDC's GBV Strategy: Pillar 3.
8. *A Governors' Conference on GBV Action*, to be hosted by NCDC and the UN preferably engaging Provincial Governors from all other 21 provinces.







## PILLAR ONE: WALK THE TALK

We will become a gold standard in gender equality, non-violence and anti-harassment.

Outcomes	Strategies	Actions	Objectives
Increase staff knowledge of the underlying causes and impact of gender and family-based violence and inequality.	Create mandatory training on GBV, gender equity and workforce violence, bullying and harassment to increase workforce understanding, commitment and capacity to take primary prevention action with test.	<p>Mandatory certificate staff training program on GBV, gender equality and workplace violence, bullying and harassment created and implemented with a test.</p> <p>Staff awareness campaign on gender equality, GBV and workplace violence, bullying and harassment, and GBV in workplace with displays in lobbies, reception areas, bathrooms and lunch rooms, developed and launched.</p>	<p>80% of staff take test and average mark is more than 60% and noted in their personnel file.</p> <p>Staff understand GBV and their responsibilities in reducing GBV in NCDC, their families and the city as evidenced by annual survey and 80% of staff pass test with 80% or more.</p> <p>% staff that believe that men have a right to beat their wives is reduced to 20%.</p>
Position the National Capital District Commission as the gold-standard in preventing gender and family-based violence and advancing gender equity in Papua New Guinea.	Use strategic communication – traditional, social media, events and activities and behaviour change to create awareness around NCDC's GBV goals and aims to be held accountable.	Create an internal communication, awareness and behaviour change campaign focused on impressing upon staff and those that visit City Hall, NCDC's new standard – include posters, videos, awards to staff, events, physical activities, multi-media.	% of staff that understand what a GBV gold standard is and their role in advancing that standard as evidenced in staff survey and review.
Ensure a safe, equitable and inclusive working environment for all NCDC staff.	<p>Develop organisation-wide policies, strategies and initiatives for gender equity and/or the prevention of GBV to drive whole-of-organisation change.</p> <p>Develop policies, frameworks,</p>	<p>Internal staff policy on GBV, gender equality, workplace violence, bullying and harassment passed by board.</p> <p>Develop NCDC Code of Conduct on gender equality, GBV and workplace violence and visibly displayed in all departments with</p>	<p>Rates of violence and harassment experienced by staff reduced from 8% to 2%.</p> <p>100% of staff either have GBV clause included and have signed separate notification indicating they acknowledge</p>



	education and awareness to support staff to speak out when they are confronted with behaviours and attitudes that support violence, sexism or discrimination in NCDC.	contacts and due process for complaints.  Staff contracts include clause on gender equality, GBV and the role of the staff member in contributing to a safe and healthy work environment, and staff training on same.	the additional clause.  100% of staff are inducted and understand GBV rules and codes of conduct.
Increase the engagement of male staff in GBV promotion and activities.	Specifically target male staff to being active participants in NCDC's efforts to address GBV and gender inequality.	Develop initiatives to increase male staff commitment to be allies in preventing GBV and advancing gender equity, such as a campaign specifically targeted at male NCDC staff to educate them on why ending GBV effects them and is important.	50% of the male staff participate in gender-based violence activities and events and actively contribute to addressing the issue in NCDC and NCD.
Increase the commitment of the NCDC leadership to a whole-of-organisation approach to preventing GBV and advancing gender equity.	<p>Have NCDC leadership staff create personal targets focused on ending GBV and creating a healthy, safe work environment.</p> <p>Use awareness to build NCDC leaders' commitment to advance gender equity and prevent GBV to drive workplace change.</p> <p>Provide merit-based workplace advancement for NCDC women staff through management, training and mentorship programs.</p>	<p>Internal department plans and budgets on how departments' positions and authorities are used to address gender equality and GBV in NCD and in workplace violence, bullying and harassment.</p> <p>Launch a mentorship and role modeling program for NCDC leadership which includes management skills, gender equality and conflict resolution skills.</p> <p>Annual gender equality, GBV and workplace harassment board and departmental review process developed and implemented.</p>	<p>All departments have strategies and activities that work synergistically and are focused on ending GBV in NCDC and in NCD by mid 2021.</p> <p>10% of NCDC budget spent on gender equality.</p> <p>Staff survey conducted annually and more than 50% of the staff participate.</p>
Ensure NCDC staff who are experiencing or perpetrating GBV are supported and counselled.	Provide counselling support, conflict resolution, alternative stress release, and healthy body and healthy mind programs for staff survivors and perpetrators.	Staff counselling and therapeutic activities are developed, implemented and evaluated to address trauma and support survivors and perpetrators in change.	<p>Counselling and sensitization programs established and used by staff.</p> <p># days missed due to violence are reduced from 1300 to 250.</p>

Increase commitment and capacity of the NCDC Board to undertake a “whole-of-organization” approach.	Board training and awareness program developed and implemented.	<p>Policy and plan established to encourage gender parity on NCDC’s board and in senior management.</p> <p>Board GBV fundraising strategy for NCD developed engaging all board powers.</p>	<p>Board increased to 5 women.</p> <p>Board agrees to departmental targets, increase annual GBV budget expenditure and GBV policies.</p> <p>New GBV NCD Fund developed.</p>
Use evidence-based learnings to constantly improve.	Research new initiatives prior to implementation.	Monitoring and evaluation process developed including tests, survey, analysis.	Programs have a higher standard and greater impact.



## PILLAR TWO: DELIVER ACCOUNTABLY

NCDC's programs and contractors (agents) will all become leaders in ending gender-based violence in the City and NCDC will hold them accountable.

Outcomes	Strategies	Actions	Objectives
Women and girls' safety needs are prioritized when developing city infrastructure and commit to development that is safe, welcoming and inclusive, and supports the freedom of women and children (S2S).	<p>Use a gender impact lens to consider infrastructure projects in NCD, and focus on initiatives that reduce GBV including street lamps, water access points, electrification, community centers and community gardens.</p> <p>NCDC uses a gender-lens in its Settlements to Suburbs program and in upgrading the Indigenous Moitu Koitabu villages and that this is demonstrated in the design as well as in the manner of housing distribution and ownership.</p>	<p>Appoint women ward counsellors and ensure all ward councillors are trained and have gold-standard track records in ending GBV.</p> <p>Require all new developments to contribute to improving the city for women and girls in a sustainable way.</p> <p>Instate bus stop wardens who have undergone ACDP training on gender equality and GBV, and workplace violence, harassment and bullying.</p> <p>Require housing in S2S to include clause on GBV and domestic violence requirements.</p> <p>Support women to run as LLG representatives.</p>	<p>The Settlements to Suburbs program includes and benefits the needs of women and girls.</p> <p>GBV is reduced at bus stops and in other public spaces.</p> <p>GBV in communities and settlements most particularly, is reduced.</p> <p>Ward counsellors become trained in addressing GBV in their wards.</p> <p>At least half of the LLGs have women running as LLG representatives.</p>
Build and strengthen synergistic partnerships that grow NCDC's capacity to address GBV and advancing gender equity through collaborative efforts.	<p>Combine programs for youth, ACDP, TVET, UYEP, SW and GBV prevention programs into transformation pathways.</p> <p>Explore the "one-stop-shop" concept to address case management needs.</p>	<p>Develop training programs on gender equality, GBV, and workplace violence, harassment and bullying that all NCDC Agent staff must take and pass with 80% or better.</p> <p>Review "one-stop-shop" proposal with key stakeholders to ensure quality and</p>	<p>Collaborations are woven together amongst programs and young people are successfully graduating.</p> <p>One-stop-shop proposal reviewed and revised and</p>

		accountable service delivery at every step of the referral pathway.	considered for funding.
Improve gender equitable attitudes of NCDC Agent staff and participants (i.e. participants disagreeing that men have a right to beat their wives.	<p>Implement mandatory sensitization training programs on gender equity and the prevention of violence against women and girls for all NCDC Agents.</p> <p>Have all NCDC Agents prepare targets for them to achieve on reduction of GBV and gender equality in their places of work.</p>	<p>Undertake an annual review of all NCDC Agents to ensure gender equality, GBV and workplace harassment and bullying targets met.</p> <p>Instate bus stop wardens who have undergone ACDP training on gender equality and GBV, and workplace violence, harassment and bullying.</p> <p>Develop Agent staff awareness and promotional campaign on gender equality, GBV and workplace harassment, bullying.</p>	<p>Counselling and sensitization programs are developed and used by the NCDC Agent staff and participants.</p> <p>NCDC Agent staff and participants understand GBV and their responsibilities in reducing GBV in NCDC, their families and the city as evidenced by annual survey and actions.</p> <p>Rates of violence and harassment experienced by NCDC Agent staff and participants is reduced 50% to 25%.</p> <p># NCDC Agent staff work days missed due to violence are reduced by half.</p>
Ensure all NCDC Agents adopt objectives, policies and activities that support ending GBV and advancing gender equity.	Ensure all NCDC Agents have policies and Codes of Conduct that explicitly address gender equality, GBV and workplace harassment and bullying.	<p>Create policies and codes of conducts for NCDC Agents and ensure all NCDC Agents have staff policies on gender equality, GBV and workplace standards.</p> <p>Revise policies and contracts to include gender equality, GBV, and workplace violence, harassment and bullying.</p> <p>Offer counselling and therapeutic</p>	<p>All staff trained on new staff and Agent policies.</p> <p>Agents have codes of conduct and complaint response mechanism in place and usable for all.</p>

activities to address NCDC Agent staff.			
Use NCDC Agents and programming to help develop safety for women and girls in informal settlements.	Use NCDC programs such as ACDP, Ginigoad, TVET, Sanap Wantaim and HRDs to build community awareness about GBV and what to do about it.	Provide counselling and support, and healthy activities in communities, schools and hospital, as well as all NCDC Agent places of work and operation.	GBV rates in the informal settlements are reduced.
Ensure all NCDC Agent staff understand GBV and their role in perpetuating or stopping it.	<p>Create Awareness Campaign targeted at Agents, their staff and clients. Including, ACDP, TVET, UYEP, Markets, PHA and PEA, and all other contractors and Agents.</p> <p>NCDC maximizes the opportunities presented in its markets, by extending infrastructure where markets are unsafe, and taking advantage of infrastructure at markets that are well established to extend services to women and girls.</p>	<p>Develop NCDC Agent awareness and campaigns in their lobbies and reception areas to educate their staff and clients on gender equality, GBV and workplace harassment and bullying.</p> <p>Develop training programs on gender equality, GBV, and workplace violence, harassment and bullying that all NCDC Agent staff must take and pass with 80% or better.</p>	<p>The percentage of NCDC Agent staff and participants that believe that men have a right to beat their wives is reduced from 70% to 25%</p> <p>NCDC Agent staff and participants understand GBV and their responsibilities in reducing GBV in NCDC, their families and the city as evidenced by annual survey and by 80% of Agent's staff passing test with 80% or better.</p>
<p>Use NCDC Agents and programs to promote gender equality and reduce GBV.</p> <p>Use NCDC Agents and programs to support key target groups:</p>	<p>Target NCDC Agents' programming towards high risk demographic groups including: young; unemployed young men with alcohol issues.</p> <p>Engage male leaders, cultural icons and youth to speak with NCDC Agent male participants and staff to sensitize them to</p>	<p>Offer counselling and therapeutic activities to address NCDC Agent staff trauma and support survivors and perpetrators in change.</p> <p>Engage workplaces, sports clubs, arts and community organisations to develop structures, policies, programs</p>	<p>All NCDC Agents have strategies and activities that work synergistically and are focused on ending GBV in NCDC and in NCD.</p> <p>% NCDC Agent budgets spent on gender equality and gender</p>

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<ul style="list-style-type: none"> <li>• Perpetrators/Survivors</li> <li>• Youth</li> <li>• Children</li> <li>• Political/Influential people</li> <li>• Men</li> </ul>	<p>their role in ending GBV.</p> <p>Ensure comprehensive incarceration and treatment for all perpetrators, and services for survivors including a multidisciplinary holistic health center.</p>	<p>and practices that promote gender equality and gender respectful relationships.</p> <p>NCDC invests in programs help people transform bodies and minds, and fill gaps for young people.</p>	<p>equality programming in NCD increases to 10%.</p> <p>Agents focused on target groups and behaviour change work synergistically.</p>
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### PILLAR THREE: DELIVER ACCOUNTABLY

NCDC's programs and contractors (agents) will all become leaders in ending gender-based violence in the City and NCDC will hold



them accountable.

Outcomes	Strategies	Actions	Objectives
<p>Promote supportive, equitable and respectful relationships between men, women and children in families, in communities, and in the city.</p> <p>Engage men to advocate for social and behavioural change.</p>	<p>Mount a sustained year-long evidence-based prevention and awareness campaign that involves women and men across the city; and has a measurable impact on attitudes and behaviour.</p> <p>Establish a Commission on the Status of Women to set targets and indicators that are regularly monitored, evaluated and reported on, and establish an annual event to share results and strategies.</p>	<p>Communication and behaviour change strategy is drafted, approved and actioned.</p> <p>Convene key stakeholders and establish necessary legal, structural and political components to launch the Commission on the Status of Women.</p>	<p>Awareness on understanding the connection between gender-based violence increases as measured by annual survey.</p> <p>Percentage of people who believe men have a right to beat their wives is reduced to 40%</p> <p>The Commission on Status of Women is established and fully funded.</p>
<p>Massive awareness and education on gender-based violence, what to do when you experience and witness it; what the rights of women and girls are, and who can help if these are violated.</p>	<p>Engage with workplaces, sports clubs, arts and community organisations to develop policies, programs and practices that promote gender equality and gender equitable respectful relationships.</p> <p>Target behaviour change advocacy towards high-risk groups: young, married and unmarried women); unemployed young men with alcohol issues.</p>	<p>GBV conference that shares data on the status of women and impact results is organized.</p> <p>Launch massive, multiprong, coordinated behaviour change campaign focused on all target groups, convening all partners and communication channels.</p>	<p>Annual conference that shares data on the status of women and impact results is held with attendance of at least 5 Governors and 10 MPs.</p> <p>Awareness in PNG is dramatically increased.</p> <p>Rates of extreme violence in Port Moresby are reduced from 20% to 15%</p>

Inspire churches and CSOs to make commitments to end GBV.	NCDC advocates to churches and CSOs to keep commitments to end GBV.	Meet with churches and CSOs and explore their commitments.	Churches and civil society organizations make concrete commitments to ending GBV.
Engage private sector to change both the status of their internal staffing and institutional policies, but also their external relation policies.	Create private sector group to convene around and lend their weight and make commitments to GBV.	Launch NCDC Private Sector Partnership for all NCD corporates committed to ending GBV. Create platform for private sector commitments to be publicly celebrated and showcased.	Private sector companies increasingly support efforts to reduce GBV in NCD.
Provide support and empower survivors through places of safety, secondary housing and employment opportunities.	Increase women's opportunities, skills and resources, including employment, and decision-making and leadership position participation in organisations and community leadership roles. Dramatically increase the number of safe house beds available, and ensure they are secure, serviced and maintained with Safe House policies implemented.	Map of all services to address GBV, Gender equality and women's economic empowerment is created. Build community holistic health center with therapeutic support programs for survivors and perpetrators.	The number of safe house beds in the city are tripled, fully funded and property monitored.
Political will within the national government and other provincial governments is significantly increased.	NCDC uses its voice to lobby the National Government and in particular the National Executive Council, to fully fund gender equality; to repair the systemic issues that stand in the way of women and girls' equality in the country: to commit to a gender-quota in parliament; and expedite	A meeting of Governors and Members of Parliament is hosted by the Governor.  High-level GBV conference event is held convening leaders from across the country around the world virtually and in person to	Political will is shifted, and funding is released.  New legislation enacted.  Police force is increased to 1000 active duty officers, 50% of which have received general GBV sensitization, 25% who have received advanced training specifically in addressing GBV.

	action in the judiciary system and enforcement.	address the challenges that stand in the way of making progress.	
Dramatically accelerate the work of Pillar 3 to drive forward political will and public opinion.	Convene stakeholder taskforce of committed partners to drive forward the work of Pillar 3.	Launch Task Force and TTWG to support NCDC and drive Pillar 3 change.	Task Force is instated with TOR, strategy and funding; and successfully accomplished objectives.

## OUR FINANCING MODEL

The NCDC “Now is the Time” strategy budget over two years is estimated at just over K4.2 million kina a year.

NCDC is committed to dramatically reduce the levels of violence against women and girls. To do this, we recognize that we need to commit to funding the work that needs to be done and ensuring that the work is sustainable over the long period.

NCDC is committed to investing the amount of K8.4 million over two years. This includes K2 million for bus stop wardens and K1.4438 million for the NCD GBV Task Force work. NCDC will strongly advocate to the National Government, Multi- and Bi-lateral partners, the Private Sector, Foundations and other donors to co-finance this investment.

To this end, the United Nations have already committed to work side by side with NCDC and the NCD GBV Task Force through co-funding arrangements, technical support and partnership. It is expected that other agency, private sector and bi-lateral funds will be committed as well.

Australia and New Zealand governments have committed funding and worked in the past to renovate markets and improve safety in public spaces. Their support will be called upon again in support of this strategy.

Gender equality and ensuring the rights of women and girls must be a top priority for the National Capital District Commission and Papua New Guinea.

The sustainability of our structure will be re-evaluated at the end of our first year and major adjustments or minor tweaks will be made to ensure our continued progress.

Ultimately, the long-term viability of this strategy lies with NCDC. According to the Family Protection Act and the National Executive Council Directive 151/2013: the long-term funding of the GBV Secretariat is NCDC’s responsibility and is intended to be funded through the District budget. We invite all partners to join us. We know we cannot do this alone. This effort needs everyone – the change must start with each of us today.

## OUR TWO-YEAR BUDGET

	<i>Cost in Kina</i>	<i>Responsible NCDC Department</i>
<b>PILLAR ONE</b>		
<i>Staff Awareness and Promotional Campaign</i>	50,000	CONTRACTOR
<i>Staff Code of Conduct</i>	10,000	Human Resources
<i>Staff Policy on Gender- and Family Based Violence, Bullying and Harassment</i>	10,000	Human Resources
<i>Staff Training Program and Test</i>	30,000	Human Resources and Gender Desk
<i>Staff counselling and therapeutic activities</i>	175,000	CONTRACTOR
<i>Staff Male advocacy Program</i>	50,000	CONTRACTOR
<i>Staff Survey</i>	10,000	GBV Secretariat
<i>Client awareness and promotional campaign</i>	5,000	Communication/GBV Secretariat
<i>Monitoring and Evaluation</i>	20,000	CONTRACTOR
<b>SUBTOTAL</b>	<b>360,000</b>	

## PILLAR TWO

<i>Agents' Codes of Conduct</i>	10,000	Legal/ CITY MANAGER'S OFFICE
<i>Annual review of all NCDC Agents</i>	10,000	CITY MANAGER'S OFFICE
<i>NCDC Agent awareness and promotional campaign</i>	50,000	CONTRACTOR
<i>Training program on Gender- and Family Based Violence, Bullying and Harassment</i>	50,000	GENDER DESK
<i>Bus stop wardens</i>	2,000,000	CONTRACTOR
<i>Counselling and therapeutic activities for Agents</i>	50,000	CONTRACTOR
<i>Empowerment self-defence</i>	50,000	CONTRACTOR
<i>Build Holistic One-Stop Shop Health Center</i>	2,000,000	CONTRACTOR
<i>Settlements to Suburbs</i>	500,000	URBAN PLANNING
<b>SUBTOTAL</b>	4,720,000	

## PILLAR THREE

<i>Task Force</i>	150,000	OFFICE OF GOVERNOR
<i>Communication and behaviour change strategy and campaign</i>	2,000,000	CONTRACTOR
<i>First annual GBV conference</i>	350,000	CONTRACTOR



<i>GBV Secretariat capacity evaluation and training</i>	250,000	CONTRACTOR
<i>Thorough review of the GBV Secretariat and FSVCA</i>	220,000	CONTRACTOR
<i>Commission on the Status of Women</i>	300,000	CONTRACTOR
<i>GPS Map of all the services</i>	20,000	GBV SECRETARIAT
<i>NCDC private sector partnership</i>	50,000	CONTRACTOR
<b><i>SUBTOTAL</i></b>	<b>3,320,000</b>	
<b><i>TOTAL</i></b>	<b>8,400,000</b>	OVER TWO YEARS
	<b>4,200,000</b>	PER YEAR

## OUR MONITORING

Quantitative and qualitative indicators were formulated to measure, monitor and manage the integrated efforts and progress towards ending gender-based violence across the three pillars. These seek to measure progress against

- The prevalence of gender-based violence.
- The adequacy of support services offered.
- Conviction rates and enforcement.
- Change in attitudes to gender-based violence.
- Women's attitudes towards the acceptability of violence.
- Men's Attitudes towards violence against women and children.
- The impact of public education, awareness creation and campaigns.
- The level of government support to data collection, and prevention and response work.

Socio-economic Indicators, like the link between poverty and gender-based violence, or those between education and employment and violence.

Process Indicators, such as how the programme is implemented. For example, Participation and Efforts to ensure dignity, confidentiality, security and privacy.

We are committed to evaluate our progress through an annual survey: each year expecting the staff and agent participant rates to increase. We intend to use our annual review to evaluate our progress and impact, and recalibrate our pathway forward. We look to raise the results of our work to a national and international level to share our successes and our failures and lessons learned.

It is our sincere hope that the National Government will support the collection of valid and reliable data on gender-based violence in our cities, provinces and country, so that we can collectively measure what is working and what is not; however, we cannot wait for the national government to act – and so we will act ourselves.

In addition, we will look to data collected through the work of the Gender Based Violence Action Committee and the GBV Secretariat, which is mandated to coordinate and compile data, to share in aggregate form, to all the stakeholders. Again: we cannot wait for the current system to be fixed, and must act by collecting our own data in the interim.

NCDC will report progress in preventing violence against women as part of SDG targets and will be guided by two indicators: 1. The prevalence of intimate partner violence in the last 12 months among women aged 15 years and older (SDG target 5.2); and, 2. the proportion of young women and men aged 18–29 years who experienced sexual violence by age 18 (SDG target).

## **APPENDIX A: Research Methodology**

To provide comprehensive analysis of the issues that surround, compound and perpetuate gender-based violence in Port Moresby, four key areas were examined: data, governance, prevention and response. Urban management, design of public space, public transportation, policing, justice, education and public awareness were also considered.

Analysis focused on dominant characteristics of gender-based violence, the sources of pressure and driving forces. In addition, the strategies of various key stakeholders, the key success factors in efforts to end gender-based violence and overall ecosystem surrounding women and girls in Port Moresby were reviewed.

The environmental scan sought to uncover relevant information with a future orientation, to craft appropriate strategic action program to address gender-based violence in the city. The analysis, was used to establish objectives and then to formulate a strategy to achieve those objectives.

Secondary and primary research were used, the latter of which included surveys, interviews and focus groups. Informed consent will be obtained for each primary data collection activity.

### **Secondary Research**

A comprehensive desk review included, NCDC programming; reports on normative and operational aspects of NCDC's work on GBV; resolutions by governmental and intergovernmental bodies; evaluations carried out by other organizations; NCDC documentation and other relevant documents and other available research.

Particular attention was paid to data. All available data on gender equality, gender-based violence, and the antecedents to gender-based violence such as employment, education and culture was actively research, analyzed and compared. In addition, budget allocations, evaluations and decision-making processes were mapped.

### **Primary Research**

The primary research sought to reveal a richly detailed understanding of gender-based violence, prevention and responses in NCD based on first-hand experience. This was achieved by having a relatively small but focused sample base; where the research was concerned with depth, as opposed to quantity of the findings. The design focused on establishing answers to the why's and how's of ending GBV in NCD and the current and potential role of NCDC in disrupting the status quo.

Purposive sampling, was used to select interview and focus group participants, according to preselected criteria relevant to addressing core questions around GBV. Nearly 400 NCDC staff were surveyed, and more than 300 clients and constituents were surveyed and interviewed.

Participants include various constituents from various target groups including youth and younger married women and men, men and women in the settlements and markets, as well as key stakeholder and duty bearer groups.

**Scoping interviews:** In-depth interviews were optimal for collecting data on individual perspectives and experiences, particularly with the sensitive topic of gender-based violence. Scoping interviews were undertaken with key leaders and senior managers, and a selected number of key partners in different subject areas. Interviews were also be held with human rights defenders and women and girls; men and boys, from different walks of life. Due to the nature of the work, interviewees names are confidential.

**Focus Groups and Workshops:** Focus groups were effective in eliciting data on the cultural norms and in generated broad overviews of issues of concern by the groups or subgroups represented. Twelve focus groups of around 30 people were held. These groups were broken down into three small groups of 8 to 10 people: all women, all men and a mixed group, to capture perceptions, opinions, beliefs and attitudes towards gender-based violence, governance, prevention and response tactics.

**Survey:** A survey permitted participants to make anonymous comments. The survey was based on the survey used by the National Statistical Office (NSO) [Papua New Guinea] and ICF. 2019. Papua New Guinea Demographic and Health Survey 2016-18 in order to permit cross comparisons. The survey was administered online, but used enumerators for those without literacy and to ensure any language barriers would not sully the results.

Focus groups and survey participants had counselling staff on hand to address any resultant emotional reactions that they may have had.

All data and information were shared in a set of workshops in order to gain collective confirmation and simultaneously, gauge reactions to the conclusions.

## APPENDIX B: Secondary Research

Study Details	Summary of Intervention	Population	Outcome	Results	
Group training for women and girls					
Bandiera et al, 2012	2-year RCT ITT analysis of more than 4800 adolescent girls; interviews were done in 2008, follow-up surveys in 2010	Assessment of Empowerment and Livelihood for Adolescents Programme; designed to improve the cognitive and non-cognitive skills of adolescent girls through adolescent development clubs	Adolescent girls (aged about 14–20 years)	Reports of having had sex unwillingly	A reduction of about 17% (from a baseline of 21%) shows that almost no girls living in communities where ELA programme operates report having sex unwillingly.
Erulkar et al, 2009	Quasi-experimental analysis done between 2004–06; used $\chi^2$ tests, proportional hazard models, and logistical	Berhane Hewane was a 2-year pilot project that sought to reduce child marriage in rural Ethiopia (Amhara) by supporting girls to	Girls aged 10–14 years	Ever married; married in the past year	At baseline, the likelihood of having ever been married among girls aged 10-14 years decreased with years of education. At the endpoint, girls in the intervention group

	regression.	stay in school and group training			were much less likely than girls att the control site to have gotten married. However, among girls aged 15-19 years, those in the intervention area had a higher likelihood of having gotten married.
Pande et al, 2006	Quasi-experimental study in rural Maharashtra, India, 1997–2001. Bivariate and multivariate logistic regression used	A life skills course that sought to delay the age of marriage by 1 year. The course was taught 1 h in the evening each weekday for 1 year by an educated village woman	Girls aged 12–18 years who had not yet been married, with a particular focus on girls who were not in school or working	Proportion of girls (aged 11–17 years) married between 1997 and 2001	Between 1997 and 2001, the proportion of marriage in young girls (aged 11–17 years) steadily decreased in the intervention villages (including girls who did not participate in life skills training). Median marriage age increased from 16 years to 17 years. No significant changes were noted in the control group.
Sarnquist et al, 2014	Quasi-experimental study in four neighborhoods in informal settlements in Nairobi in 2012	Empowerment and self-defence intervention: 6 2-h intervention sessions for 6 weeks	Adolescent girls aged 13–20 years, attending secondary schools	Incidence of sexual assault (forced or coerced penetration and sexual harassment)	10·5 months after the intervention, the rate of sexual assault among the intervention group decreased by 60%, whereas no difference was shown for the comparison group.



					Disclosures of sexual assault also increased significantly in the intervention group but not in the comparison group
Group training for women and men					
Jewkes et al, 2008	Cluster RCT of 70 villages (clusters) in eastern Cape province of South Africa. Villages randomized to receive either Stepping Stones or 3 h intervention on HIV and safer sex. Analysis using generalized linear mixed models to compare differences at follow-up	Stepping Stones, a programmed that uses participatory learning to build HIV risk awareness, knowledge, and communication. Group-based delivery of intervention, with separate groups for men and women. The intervention consisted of 50 h of training	Young men and women (aged 15–26 years), who were mostly attending schools	Men's reports of perpetration of physical and or sexual IPV at 24 months post-intervention	Reported IPV perpetration was significantly reduced among men in the intervention group compared with the control group at 24 months, but not at 12 months. No significant reduction in reported victimization by women at 12 months or 24 months

Group training for men					
Verma et al, 2008	Quasi-experimental 3 group design in urban slums of Mumbai and in rural villages in Gorakhpur, 2006–07. Used multivariate logistic regression analysis	Individuals in the first group received a lifestyle social marketing campaign and group education sessions (LSMC plus GES). Individuals in the second group received only the group education sessions. The third group was the control	Young men aged 16–29 years, both unmarried and married (Mumbai) and young men aged 15–24 years (Gorakhpur)	Reported perpetration of physical or sexual IPV in the past 3 months	Young men in the intervention groups in Mumbai and Gorakhpur were about five times and two times, respectively, less likely to report perpetration of partner violence than those in the comparison sites. The levels of partner abuse rose in both comparison sites
Community mobilization for all					
Ricardo et al, 2010 Program H (for men) and M (for women)	Qualitative testing with 271 young men ages 15-24 in six Latin American and Caribbean countries; Impact evaluation conducted with	Media campaign (radio-based soap operas, comic books, music) to gender-segregated groups to engage youth in critical reflection on	Youth of all genders; focus groups segregated by gender	Beliefs and attitudes towards gender and sex	Changed beliefs for men regarding gender, division of labor, sex; increased knowledge for young women about sexual health, communication, drug and condom usage; lower rates of IPV

	759 men ages 15-60 in Rio de Janeiro	gender and relationships.			
Abramsky et al, 2014	A cluster RCT in 8 communities (4 intervention and 4 control) in Kampala; ITT analysis; 2007–12	SASA! Activist Kit for Preventing Violence against Women and HIV to change social norms, attitudes, and behaviors at a community level with the aim of reducing violence, gender inequity, and HIV vulnerability among women	Women who had an intimate partner in the past year	Physical IPV in the past 12 months (measured using the WHO MultiCountry Study instrument)	Experience of physical IPV in the year was substantially lower in the intervention group than in the control group, although results were not significant. There was a higher level of intersite variation in the control group at follow-up than was recorded at baseline which weakens the researchers ability to obtain a significant result when analyzed at the cluster level (although the effect size was large)
Diop et al, 2004	Quasi-experimental study of 40 villages in Senegal —20 participated in the intervention, 20 did not; began in	Tostan, a community based educational programmed in Senegal; consists of four themes: hygiene, problem solving, women's	Women directly and indirectly exposed to intervention	Prevalence of women's experience of any type of violence in last 12 months; FGM prevalence among daughters	At endline, women who lived in the Tostan villages reported less violence in the past 12 months than did those in the comparison communities. The differences were

	2001	health and human rights (including FGM); additional educational and community mobilization activities were held in the communities		aged 0–10 years	significant for women who participated in the Tostan programmed and those who did not, although participants had a greater decrease. The prevalence of FGM among girls aged 0–10 years reported by mothers in the Tostan communities was significantly lower than in the comparison villages
Wagman et al, 2014	Cluster RCT in Rakai, Uganda, between 2005–09; a PRR were calculated and Poisson multivariable regression used	SHARE intervention based on the transtheoretical model of behavior change; five strategies of prevention were used, including: capacity building, advocacy, special events, community activism, and learning materials; those clusters who	Men and women aged 15–49 years	Physical IPV victimization in 12 months among women; sexual IPV victimization in 12 months among women	The intervention resulted in significant reductions in physical and sexual IPV; reductions in emotional violence were borderline significant; there was no difference in men's reported perpetration between the groups; in addition, SHARE resulted in a significant increase in HIV disclosure and a reduction in HIV incidence among men and women

		received the intervention were exposed to at least 9 days per month of violence prevention programming			
Breakthrough “Bell Bajao”	Program evaluation; pre- and post-design, no control group	Multimedia (edutainment) and community mobilization to shift norms & behaviors around domestic violence and women with HIV.	Women and men ages 15-49 in 4 districts of Karnataka and Uttar Pradesh	Norms and behaviors around violence against women and women w/ HIV	Moderate changes in knowledge and attitudes; greater knowledge of women’s rights under law, mixed impact on attitude; greater changes for participants receiving multi-component initiative than those who were only exposed to the media component
Shai et al, One Community One Family	Qualitative methods; interviews and focus groups	Working from grassroots to central levels, and targeting both potential victims and perpetrators, the intervention tested whether psychosocial support only or psychosocial	Potential victims and perpetrators; young married women (<40), married men, older women, teenage girls, community leaders	Attitudes towards gender roles; experiences and dynamics of VAWG; experience of out-male migration and impact on women	The research indicated several possible entry points for work on VAWG prevention, including needing to identify key gatekeepers already involved in mediating between parties and resolving cases of VAWG. There is also a need to include

		support and livelihood support can prevent VAWG from occurring and can challenge wider acceptance of violence as a relationship norm			perpetrators such as mothers-in-law and husbands within this work in order to change attitudes and behavior around gender norms. Livelihoods training was seen as an important opportunity for women to earn an income and the positive response of some men to their wives earning an income when they are away is a potential opportunity to develop interventions. Some women also reported that income-earning opportunities would help them maintain favorable relationships with their in-laws and provide a way out of excessive dependence on their husband's money and also reduce VAW.
Livelihood programs	3 group RCT in western Kenya; OLS regression	Evaluation comparing 3 school-based	70 000 students from 328 primary schools	Teen marriage	Girls in schools where free uniforms were provided were 1.4

	analysis	HIV/AIDS interventions in Kenya			percentage points (or 12%) less likely to be married (not significant). No reduction in teen pregnancy was seen after training teachers in the HIV/AIDS curriculum in Kenya, however this increased the probability that a teen pregnancy occurred within a marriage
Gupta et al, 2013	Non-blinded RCT in north and northwestern rural Côte d'Ivoire multilevel analysis. Both ITT and per protocol analysis. Items from the WHO Multi-Country Study were used to measure IPV	Both an 8 session 16-week gender dialogue group (GDG) and an economic empowerment group savings programme (VSLA) vs VSLA only	Partnered women aged 18 years and older (married or in a relationship with a man for at least 1 year) who had no previous participation in group savings programmes	Economic abuse; physical violence among women with high adherence to the intervention	Slightly lower odds of reporting physical or sexual violence (not significant) in groups given GDG. There were reductions (although not significant) in reporting of sexual and physical IPV. Women who attended more than 75% of the intervention sessions with their male partner showed a reduction in likelihood to report physical IPV, as compared with the



					women in the control group. No statistically significant reductions for sexual IPV and physical IPV or for sexual IPV alone
Haushofer et al, 2013	Two-level cluster RCT; OLS regression analysis	he Give Directly programme provided unconditional cash transfers to poor households in rural Kenya. Transfers were randomly assigned to be given to either men or women	1010 primary women in the household	Only physical IPV in the past 6 months; only sexual IPV in the past 6 months	No significant reductions for emotional abuse. Reduction in IPV was stronger when transfers made to women than to men
Hidrobo et al, 2013	RCT in women and Colombian refugees in northern Ecuador (seven urban centers in the provinces of Carchi and Sucumbíos). ANCOVA models and linear	Cash, Food, and Voucher Program; households received 6 monthly transfers of vouchers, cash, or food	Women aged 15–69 years in relationships	Moderate physical violence in past 6 months; physical or sexual violence in past 6 months	Decreases in controlling behaviors and physical and sexual violence. Effects did not vary by mode of transfer. No significant effect on severe physical or emotional violence

	probability				
Kim et al, 2007	Cluster RCT with 4 intervention and 4 control populations in rural South Africa	Combined group-based microfinance with additional participatory training in gender, violence, and HIV risk	Women in IMAGE groups vs comparable women in control communities	Rates of past year experience of physical or sexual violence by an intimate partner	Women in the IMAGE groups were 55% less likely to experience physical or sexual violence by a partner in the past 12 months than were women in the comparison groups
Edutainment					
Soul City, 2001 (South Africa)	Multiple evaluation methods; pre- and post-intervention survey	Edutainment programs targeting gender norms using weekly television dramas.			Increased support-seeking and -giving behavior; increased knowledge of domestic violence; mixed impact on norms and attitudes around domestic violence
Solórzano et al, 2008 Somos Diferentes, Somos Iguales (SDSI)—Nicaragua	Quantitative, longitudinal panel survey in 3 urban sites repeated over 3 years (2003-2005)	Multi-pronged campaign to change attitudes, norms, and behaviors of youth around gender, violence, and HIV. Program included TV	Youth of all genders	Attitudinal and behavioral changes regarding HIV prevention and communication	Familiarity with components of intervention; reduction of stigmatization and gender-inequitable attitudes; increase of knowledge and communication regarding HIV; positive

		series, nightly call-in radio show, materials for local groups, community-based activities.			effects on interpersonal communication
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