



Papua New Guinea National Gender-Based Violence Strategic Action Plan (2026–2035)

A Transformational Roadmap to End Gender-Based Violence and Unlock National Prosperity

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Papua New Guinea Government

National Gender-Based Violence Strategy 2025–2030

Submission to Special Law and Order Committee

Prepared by: Papua New Guinea National Gender-Based Violence
Secretariat

Date: August 19, 2025

GBV is a critical national emergency and threat.

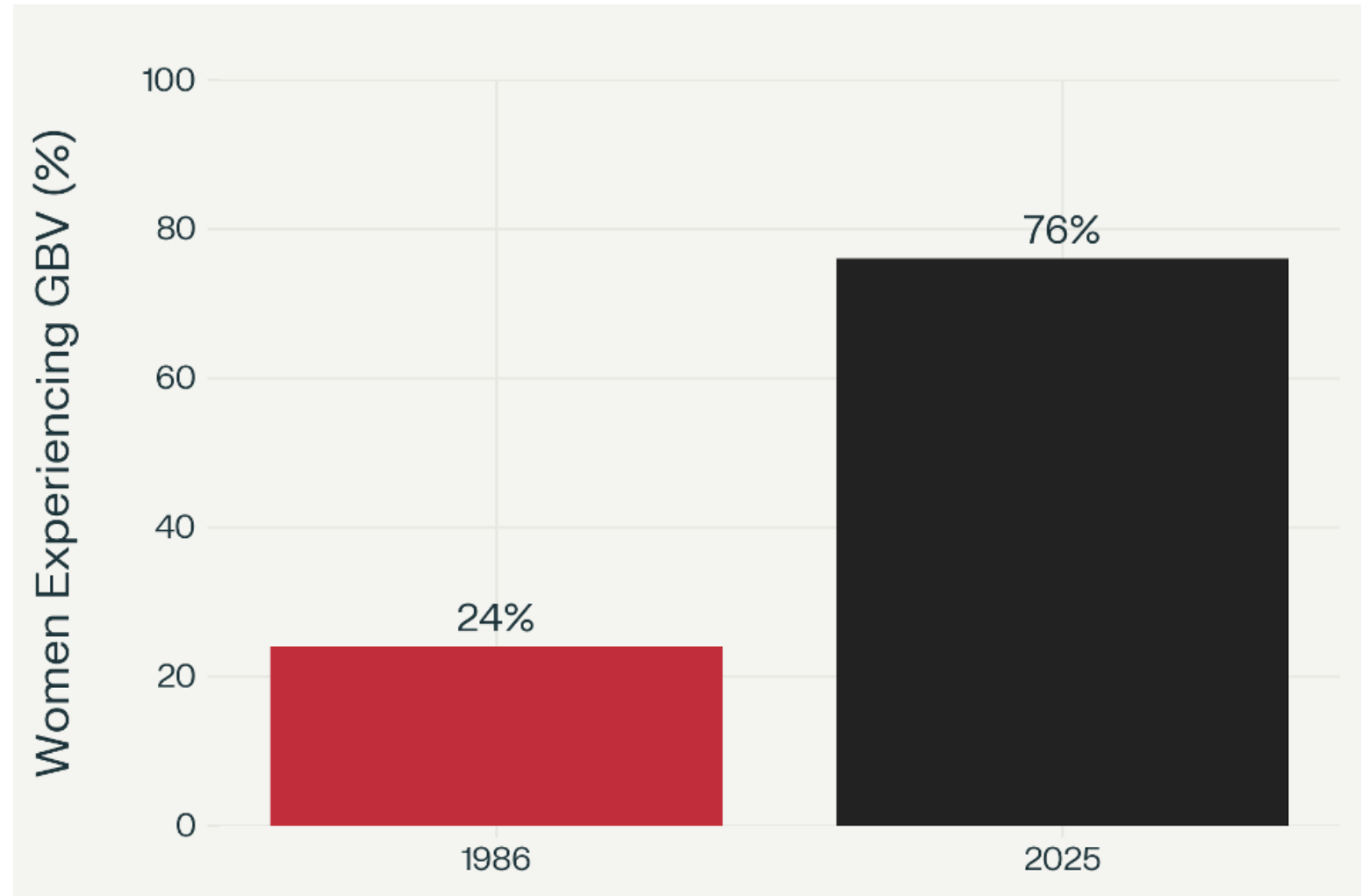
- Gender-based violence (GBV) undermines social cohesion, economic growth, and international standing of Papua New Guinea .
- In March of this year the National Parliament, led by the Prime Minister, called on a dramatic change to the treatment of women and girls in the country.
- The new National GBV Strategy offers a comprehensive, actionable plan addressing prevention, protection, prosecution, and partnerships.
- This National Strategy to Prevent and Respond to GBV (2026 to 2035) replaces and extends the 2015 to 2026 strategy first launched under **NEC Decision No. 337/2016**.

Recommendation: Endorse the new National Papua New Guinea Strategy to Prevent and Respond to Gender-Based Violence (GBV) 2026–2035 and its proposed Budget Outlook, Implementation Plan, and Monitoring, Evaluation & Learning Framework.

The Case for Change

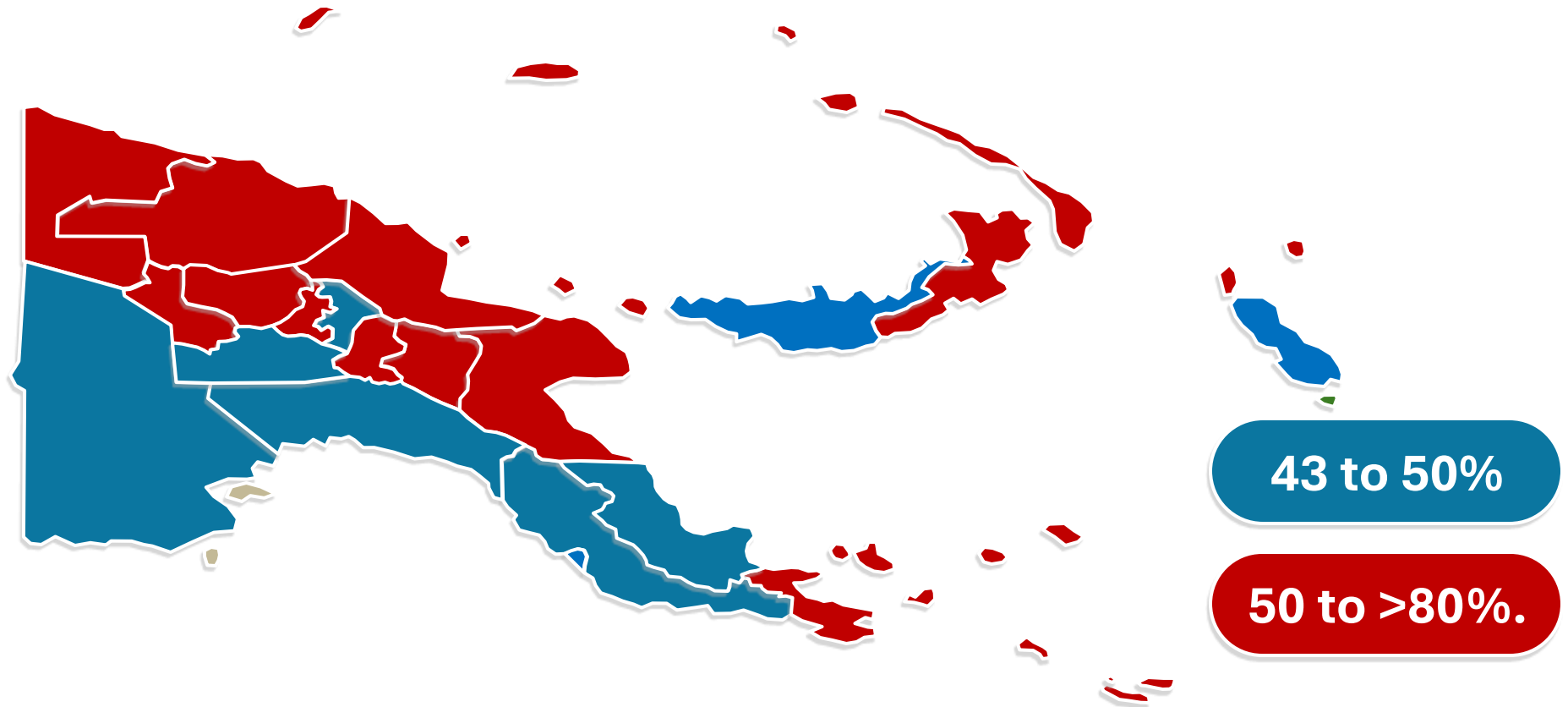
GBV prevalence has more than tripled in four decades.

- Up 210% since 1986 and conviction rate are low, at 0.5%.
- 83% of men condone IPV; and youth at highest risk.
- Without intervention, 8 million women will be affected by 2046.



Province	GBV Rate 2016	GBV Rate 2025
ARoB	52%	44%
Central	57%	46%
Chimbu	48%	73%
EHP	67%	57%
ENB	61%	75%
ESP	42%	74%
Enga	61%	
Gulf	46%	
Hela	70%	
Jiwaka	50%	
Madang	49%	88%
Manus	66%	
Milne B.	64%	62%
Morobe	59%	58%
NIP	63%	
NCD	63%	51%
Oro	45%	17%
SHP	49%	
Western	49%	
WNB	59%	43%
WHP	53%	83%
WSP	50%	
TOTAL	56%	

Between 2016 and 2025, 6 provincial rates dropped, but in 5 the rates rose and in 17 are more than 50%.



So, even in the best province, 43% of the girls and women suffer abuse, and in the worst, it is 83%!

GBV persists due to systemic, attitudinal, and institutional barriers

- Challenged governance and leadership.
- Entrenched norms that accept and encourage GBV.
- Service and justice gaps, especially in rural areas.
- Underreporting due to cost, stigma and lack of trust.

The current response is fragmented: with limited coordination, underfunded services, gaps in accountability.

Ministerial Key Results Area (KRA)

- KRA 1, “providing sound advice, guidance and strategic leadership”. The National Papua New Guinea Strategy to Prevent and Respond to GBV 2026–2035 will further promote Gender Equality & Social Inclusion (GESI) initiatives and address GBV in the country.
- Vision 2050’s goal to empower women and increase their participation in nation building (Vision 2050, pp. 36, 39). Vision 2050 recognizes gender as a crosscutting issue and emphasizes the need to eliminate social and cultural norms that perpetuate gender inequality and GBV (Vision 2050, p. 53).
- Medium-Term Development Plan (MTDP) IV, Strategic Priority Area 11, “Population, Youth and Women Empowerment,” calls for Women Empowerment and implementation of GESI across all sectors (the Deliberate Intervention Program 11.4).

[illegible][illegible]

NCD Governor Pwles Parkop told Parliament on Tuesday that statistics on gender-based violence (GBV) had reached pandemic proportions, with the number of women and girls affected increasing to about 3.5 million since the national strategy was launched in 2017. Parkop, who is also the chairman of the parliamentary committee on gender equality and women empowerment, said in 2016, the figure stood at just over 2,000. Here is what some MPs said about GBV:

[illegible]

Practice makes perfect ... More than 220 policemen in the National Capital District participate in a month-long Police Indulgence Boulevard run Parliament on Monday (March 26) to mark International Women's Day. There will be a memory lane showcasing remembrance of those who had passed away and retired, before the release of balloons along the boulevard. Pictured are policemen rehearsing along the boulevard prior to the Indulgence by NICKY BERNARD

[illegible]

The National
Bhosip jailed for life
 ...apologised in Parliament to women in the country for the actions of his grandson, Bhosip Kaiwi.

Kaiwi apologises in Parl't over Jenelyn's killing by his grandson
 By ANTONETTE POVI
 JIWAKA Governor Simon Kaiwi apologised in Parliament to women in the country for the actions of his grandson, Bhosip Kaiwi.
 Bhosip is today serving life imprisonment for the killing of Jenelyn Kennedy which attracted national and international attention and condemnation. **TURN TO PAGE 3**
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By ANTOINETTE POIN

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During the March 2025 Parliamentary Sitting, the Hon. Prime Minister James Marape re-affirmed the government's commitment to legislative and policy interventions to address gender-based violence and promote gender equality, especially the women's rights. A nation-wide call to men and boys to change, and to all citizens to take action.

The new strategy aligns with PNG's promises.

- **International Obligations:** the International Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) ratified in 1993 followed by Beijing Platform for Action, 1995. Goal 5 of the Sustainable Development Goals, 2015–2030 also demands PNG achieve Gender Equality and Women Empowerment.
- **Regional Commitments:** the Revised Pacific Platform for Action on the Advancement of Women and Gender Equality (2005–2015) and the Pacific Leaders' Gender Equality Declaration (2012). The Revitalized Pacific Leaders Gender Equality Declaration in 2023 called for stronger political will to drive GESI commitments.
- **NEC Decision No. 337/2016:** In 2016, the PNG NEC endorsed the first National Strategy to Prevent and Respond to GBV 2016 to 2025. The Strategy shifted from sectoral to an institutionalized government-led approach to address the escalating levels of GBV in the country.
- **SPC-GBV:** In 2020, the National Government established the Special Parliamentary Committee on GBV. Its mandate was to enquire into issues relating to GBV in the country. The Committee recommended the review of National Strategy to Prevent and Respond to GBV 2016 to 2025.
- **PPC-GEWE:** The PPC GEWE has highlighted the alarming rate of GBV and emphasized the need for institutional strengthening, improve funding and human resources constraints and to strengthen collaboration with Civil Society Organizations to address GBV.
- **Revised Strategy:** The National Strategy to Prevent and Respond to GBV 2016 to 2025 is approaching its set timeframe. The NGBVS has undertaken a comprehensive review and revised the strategy. This new strategy is endorsed by the PPC GEWE.

The National Papua New Guinean Strategy to Prevent and Respond to Gender- Based Violence 2026 to 2035

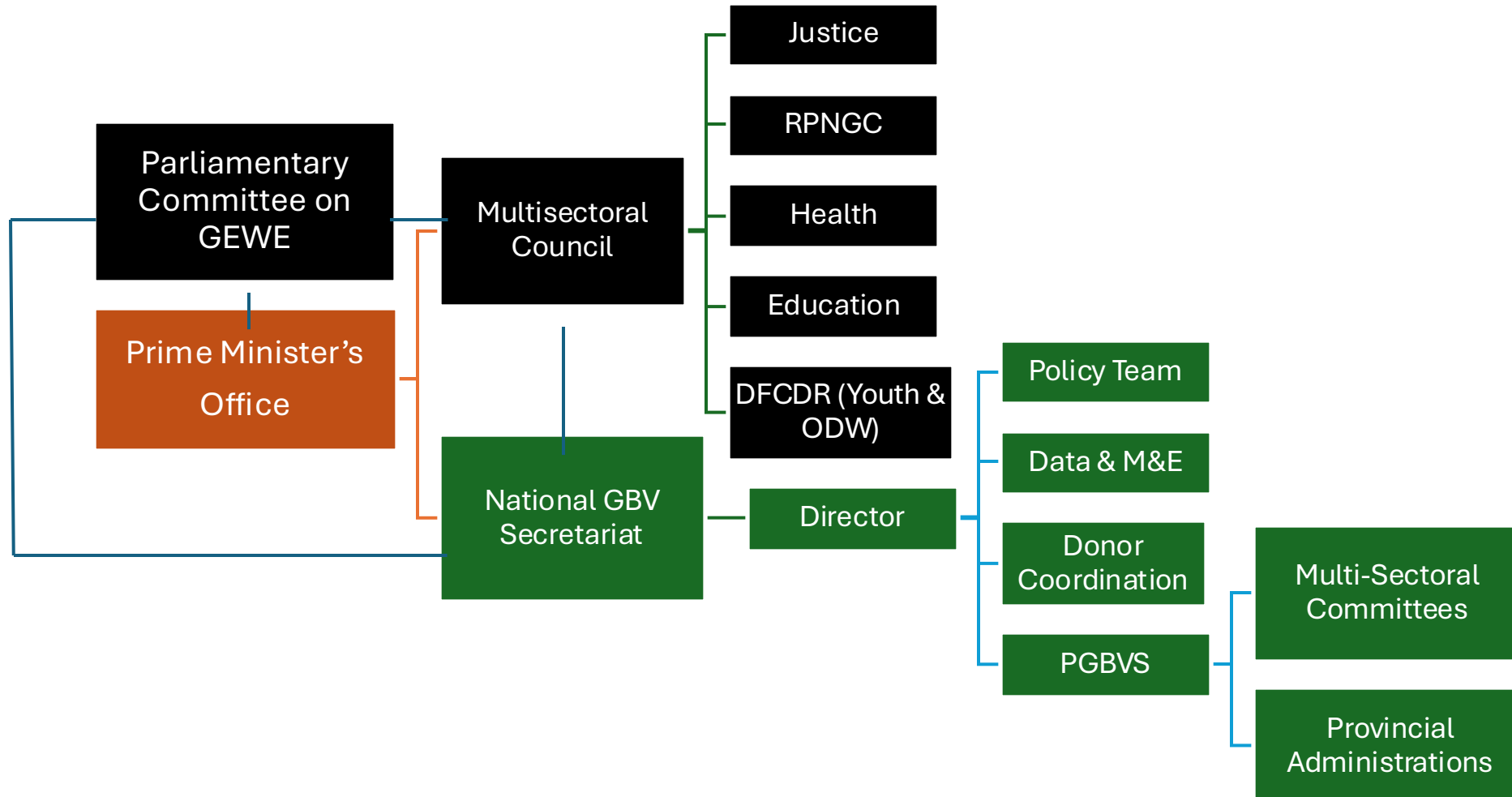
A Call to Action for a Safer Future

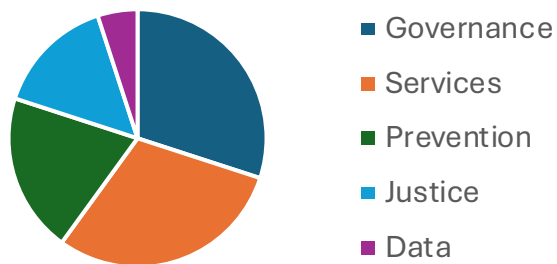
As PNG approaches the expiration of its 2016 to 2025 National Strategy to Prevent and Respond to Gender-Based Violence, it is imperative to recognize the alarming trends, the inadequacies in response systems, and the pressing need for a comprehensive and coordinated approach that empowers communities, enhances legal protections, and fosters societal change to ensure a safer and more equitable future for all Papua New Guineans.

What implications does the new strategy have for Government?

- K1 invested in addressing GBV will save K9 in long-term costs. By reducing GBV incidences by 50%, PNG stands to reclaim K60 billion annually in economic losses while fostering a healthier, more equitable workforce.
- **Budget Implications:** An annual budget of K180 million. 60% (K108 million) from Government, 30% (K54 million) from the development partners, and 10% (K18 million) from the private sector. The strategy distributes the budget to GBV line agencies.
- **Legal Implications:** GBV violates the principles enshrined in the National Goals and Directive Principles of the National Constitution. The Family Protection Act 2013 criminalizes domestic violence, including physical, sexual, psychological, and economic abuse within families. Despite these legislative interventions, the conviction rate for GBV case is less than 0.5 %.
- **Organisational Staff Implications:** Currently , the NGBVS reports to the Secretary of DFDCR with 10 positions (only one position (the Director) currently contracted). To improved governance, accountability and implementation, the strategy proposes for NGBVS to be established as a statutory agency reporting directly to the Office of the Prime Minister which is where the responsibility for GBV sits according to the 2022 Determination of Titles and Responsibilities of Ministers.
- **Employment Implications:** The strategy calls for the creation of PGBVS' across all provinces and the Autonomous Region of Bougainville. Consequently, this will create 1,200 positions to be filled..
- **Decentralisation Implications:** 40% of budgets will be allocated to rural districts. Development Managers will oversee PGBVS teams and report directly to the NGBVS, ensuring vertical accountability and real-time data flow to the national dashboard.
- **Environmental Implications:** The Strategy addresses GBV risks exacerbated by environmental degradation and extractive industries through community resilience programs and contingency funding.

Governance Structure





Budget Allocation

Investment is balanced across core priorities for maximum impact.

K180m/year: 60% government, 30% donors, 10% private sector.

Each K1 invested saves K9; potential to reclaim K60bn/year.

Strategic investment delivers outsized human and economic returns.

Category	Amount	Source	Key Activities
Governance & Secretariats	K57M	Government (60%)	NGBVS, PGBVS, interministerial meetings
Survivor Services	K76M	Donors (30%)	FSCs, safe houses, telehealth, hotline, staff training
Prevention (Youth)	K28.5M	Government/Donors	Sanap Wantaim, digital campaigns, economic empowerment
Justice (Rehab)	K19M	Government	Mobile courts, police training, rehab centers, probation
M&E/Data Systems	K9.5M	Private Sector (10%)	Dashboard, IMS, audits, survivor surveys

What risks need to be mitigated for the Strategy to success?

- **International Obligations:** The lackluster performance of the first Strategy may arguably derail the progress of the country's status report in fulfilling its CEDAW commitment amongst other Human Rights Obligations.
- **Political Support:** Failure to address the issue due to weak political support will diminish any progress made. All the NEC members should endorse the Strategy to the NEC and support its implementation in their ridings.
- **Coordinating Committees:** The Strategy mandates the establishment of the National GBV Secretariat, Provincial GBV Secretariats, the multi-sectoral committee on GBV, and the National GBV Council. Failure to establish the committees will affect the Strategy's implementation.
- **Socio-Economic Support and Accessibility:** Women make up 48.53% of PNG's population, with 41.17% living in rural areas. Improved accessibility will enable inclusive participation and impact development indicators.
- **Budget Support:** The budgetary support for the implementation of the strategy is critical. Lack of budgetary support was one of the major impediments towards fully implementing the first strategy.
- **Fragmented Data:** Coordinated efforts from all relevant stakeholders is required to remove barriers to accessing services and becoming more inclusive in the government's approach to addressing GBV. The Strategy aims to establish communication and reporting mechanisms, monitoring and evaluation plans, and an information management system to encourage reporting, monitor progress, and provide current and reliable data on GBV in the country.
- **Inadequate Capacity:** Many organizations that work in GBV either need upskilling or capacity building to enable them to assist both the survivors and perpetrators. The strategy will enable the government in partnership with NGOs, International Organizations, and Donor Partners provide capacity building trainings.



Transform PNG into a nation free from GBV.

Strategic Vision

All individuals, regardless of gender, live free from violence and are empowered to realize their full potential.



Collective Goal

50% reduction in severe GBV by 2035

Five Mutually Reinforcing Pillars





Pillar 1 – Transformative Governance



**Institutionalize GBV
leadership and
accountability at all
levels**

**Statutory National GBV
Secretariat; Provincial
Secretariats in all provinces**

**Interministerial and donor
coordination**

**Embedded in national and
provincial budgets**



Pillar 2 – Survivor- Centered Services



**Expand and
professionalize
survivor support,
prioritizing rural
access**

**Double FSCs and safe
houses; deploy 200
telehealth units**

**24/7 hotline; 2,000 health
workers trained**

**Economic empowerment
linked to survivor care**



Pillar 3 – Prevention & Youth Engagement



**Target youth and
communities to
disrupt
intergenerational
cycles**

Sanap Wantaim scaled to
1 million youth; 20,000
youth ambassadors

10,000 male “GBV
Champions”; digital
campaigns

Microloans and jobs for at-
risk youth



Pillar 4 – Justice & Perpetrator Rehabilitation



Modernize justice &
break cycles of
offending

15 mobile courts; 500
specialized GBV police

Steppingstones rehab
model: 10 centers, 300
probation officers

Stricter cyber-GBV and
sorcery violence laws



Pillar 5 – Data & Accountability



Leverage real-time
data for transparency
and adaptive
management

National GBV Dashboard:
real-time maps, KPIs,
predictive analytics.

Quarterly provincial
reporting; annual audits;
survivor scorecards.

AI-driven risk forecasting.

Implementation Timeline

Phased, sequenced rollout ensures sustainability and scale



Institutional scaffolding

Build governance (NGBVS, PGBVS), expand core services, pilot youth/justice programs, pilot rural safe houses, launch youth curricula

Community-led sustainability

Institutionalize oversight, refine strategies via M&E

2026–2028

2029–2032

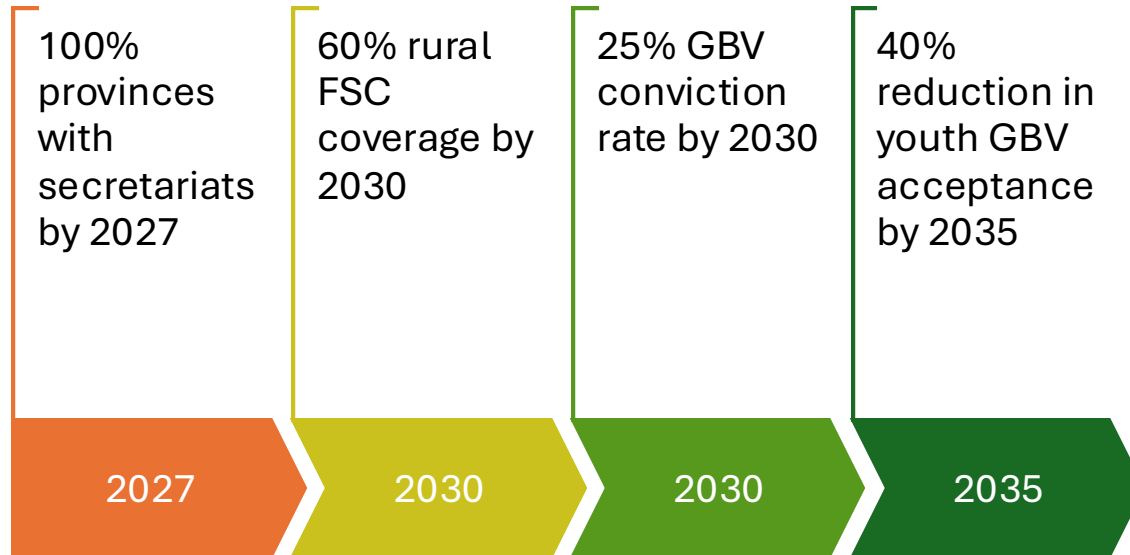
2033–2035

Scale proven interventions

Scale prevention (Sanap Wantaim), expand mobile courts, deploy telehealth

Results-Based Management

Clear KPIs drive accountability and adaptive learning



Key Expected Results & KPIs

1. Strengthened Governance

- 100% of provinces have operational, resourced GBV Secretariats by 2027.
- GBV funding institutionalized in all national and provincial budgets.

2. Expanded Survivor Services

- Double rural access to Family Support Centers and safe houses by 2030.
- 24/7 national GBV hotline and telehealth available in all provinces.
- 80% survivor satisfaction with services by 2030.

3. Prevention & Youth Engagement

- 1 million youth reached with prevention programs by 2030.
- 40% reduction in youth acceptance of GBV by 2035.

4. Justice & Perpetrator Rehabilitation

- GBV conviction rate increases from 0.5% to 25% by 2030.
- 15 mobile courts and 10 rehab centers operational; 30% reduction in repeat offending.

5. Data & Accountability

- National GBV Dashboard live, with 100% of provinces submitting quarterly data.
- 90% of GBV budgets transparently reported by 2027.

It is recommended
that the National
Executive Council:



- Note the contents of this Submission.
- Note and approve the National Strategy to Prevent and Respond to GBV 2026–2035, including the Implementation Plan, Monitoring, Learning and Evaluation Framework.
- Note and approve the proposed K180 million per annum Budget support for the Strategy and subsequently direct the Department of Treasury, Department of Finance and Department of National Planning and Monitoring to assess and appropriate yearly budget to implement the strategy from 2026 – 2035.
- Direct the Department of Provincial and Local Level Government to assist the Department for Community Development and Religion and the National GBV Secretariat to establish Provincial GBV Secretariates in all the Provinces.