



EN

THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX

to the Commission Implementing Decision on the financing of the annual action plan in favour of the Independent State of Papua New Guinea for 2023

Action Document for Soim Wokabout: EU Gender Based Violence Referral Pathways Programme

ANNUAL PLAN

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Soim Wokabout: EU Gender Based Violence Referral Pathways Programme OPSYS number: ACT-61623 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Papua New Guinea
4. Programming document	Multiannual Indicative Programme (MIP) for Papua New Guinea (PNG), 2021-2027
5. Link with relevant MIP(s) objectives / expected results	This action will contribute to the expected results of Priority Area 3 “Transparent and Accountable Governance”, and more precisely to the second part: addressing gender-based violence and promoting peaceful conflict resolution and human rights
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Gender equality, women’s empowerment, human rights, democracy
7. Sustainable Development Goals (SDGs)	Main SDG: 5 Gender Equality Other significant SDGs: 16 Peace, Justice and Strong Institutions, SDG10 Reduce Inequality.
8 a) DAC code(s)	15180 Ending violence against women and girls 50% 15170 Women’s rights organisations and movements, and government institutions 30% 15130 Legal and judicial development 20%
8 b) Main Delivery Channel	40000 – MULTILATERAL ORGANISATIONS

9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development 40% <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance 60%			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	/
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity energy transport health education and research	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	/

	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line(s) (article, item): BGUE-B2023_14.020132-C1-INTPA Total estimated cost: EUR 10 300 000 Total amount of EU budget contribution: EUR 10 300 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Indirect management with the entity(ies) to be selected in accordance with the criteria set out in section 4.3.1			

1.2 Summary of the Action

This action “**Soim Wokabout: EU Gender Based Violence Referral Pathways Programme**” contributes to the Multiannual Indicative Programme (MIP) for Papua New Guinea 2021-2027 priority area 3, “Transparent and accountable governance” and more precisely to the second part: addressing gender-based violence and promoting peaceful conflict resolution and human rights.

This action aims at building on the achievements of the EU-UN Spotlight Initiative to continue supporting work on protecting survivors of gender-based violence, strengthening access to justice and ending violence against women and girls in PNG at national, provincial, district and community levels. The EU-UN Spotlight Initiative is the largest and most visible targeted and coordinated effort in PNG to end all forms of violence against women and girls.

Violence against women and girls is an abuse of human rights and remains one of the greatest challenges to achieve the Sustainable Development Goals (SDGs), including SDG 5 (gender equality), which is considered as a precondition for achieving all the other SDGs. Studies have shown that over 60% of women in PNG have experienced physical and/or sexual intimate partner violence at some point in their lives. This is double the global average. The percentage of people accepting use of violence against women and children in certain circumstances is even much higher. Moreover, women and children are often disproportionately affected by instances of armed violence, and often localised conflicts related to extractive industries exacerbates certain forms of sexual and gender based violence and sexual as well as labour exploitation. Land conflicts are also key drivers of conflict and violence. Furthermore, in some provinces sorcery accusation related violence (SARV) is severe and affects mostly women and their children resulting in displacement, discrimination in communities, torture, trauma, permanent injuries and many times even in death. Gender-based violence (GBV) survivors’ access to protection, services and justice is very limited along the referral pathways. State-offered services are extremely limited and capacity of duty-bearers to tackle GBV is very weak in terms of finances, infrastructure, staff and knowledge and especially outside urban areas, where most of the population is living, communities have a critical role in prevention and protection from violence of women, girls and those populations who are most at risk. Tackling violence against women and girls is a significant factor in maintaining peace and security not only within but also between communities and women must also be considered in their active role in civil society organisations and as peacebuilders. For example, in Bougainville, there are customary conflict resolution practices and great receptiveness to peacebuilding activities by both local and international actors. Women and women’s organisations in particular play a central role in these activities.

In line with the European Union Gender Action Plan III (EU GAP III)¹ the overall objective of this action is: To advance effective enforcement of laws and implementation of the National Strategy to Prevent and Respond to

Gender Based Violence 2016-2025 in Papua New Guinea. ². Specific Objectives are 1) To increase access of women, men, girls and boys in all their diversity, experiencing gender-based violence ,to essential quality services, protection and justice; 2) To improve advocacy and agency of civil society organisations, women’s rights organisations, social movements and communities to end gender-based violence; and 3) To make more effective the engagement of community leaders, male advocates and influential groups and actors in society in changing discriminatory social norms, gender stereotypes, GBV and harmful practices. By strengthening national, provincial, district and community level key institutions and coordination mechanisms linked to referral pathways, and by empowering civil society and communities to be more influential in ending violence, the action will improve survivors’ access to essential quality services, protection, and enhance equal access to justice and human rights.

2 RATIONALE

2.1 Context

Overview

Papua New Guinea (PNG) is linguistically, and culturally one of the most diverse countries in the world, with over 1,000 tribes and 800 languages. According to the most recent (2011) National Population and Housing Census, the country has approximately 7.3 million people, with 85% of the population living in rural areas, and about 49% being women. The most recent population estimate (2022, UNFPA) indicates that the population has more than doubled since the last census. The prevalence of income poverty is projected at 28 percent, and about 90 percent of those affected live in rural areas. The rural women, children and people living with disabilities continue to be the most vulnerable to intersectional and intergenerational poverty, insecurity, and violence of all forms.³

The progress towards gender equality in PNG is not meeting the minimum expected requirements of international instruments such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the global commitment to the 2030 agenda of the Sustainable Development Goals (particularly SDG 5 on gender equality). This is manifested in the Gender Index report, which suggests that PNG ‘ranked **160 out of 161 countries** on the United Nations Development Programme’s 2021 Gender Inequality Index’.⁴

Gender-based Violence (GBV) in PNG is deeply rooted in traditional and social norms and practices, and in realities of poverty, inequalities and disadvantage. When a bride price is paid in marriage, a woman is considered to belong, not only to her husband, but to his entire family⁵. Adolescent girls are also at risk of child and forced marriages as well as sexual exploitation that occur outside the formal registration systems⁶.

Anecdotal data also suggests that at least 68% of women in PNG have experienced physical and/or sexual intimate partner violence at some point in their lives⁷. This is double the global average⁸. Among ever-married women, adolescents aged 15 – 19 years are more likely to report controlling behaviour by their husbands (56 % compared to 30 % among 40 – 49-year-olds).

Household and marriage-related violence is commonly considered as a private matter and a legitimate mechanism for resolving household conflict. While 65% of rural husbands viewed using violence against their wives as acceptable in some circumstances, so did 55% of women⁹. Moreover, the COVID-19 pandemic in 2020 and 2021 exacerbated GBV¹⁰. Data from the National Health Information System Data Base states that from 2018-2020,

² [Papua New Guinea National Strategy to Prevent and Respon to GBV 2016-2025](#)

³ United Nations Papua New Guinea. *Papua New Guinea United Nations Development Assistance Framework 2018-2022*. Papua New Guinea: United Nations Papua New Guinea

⁴ <https://asiapacific.unwomen.org/en/countries/png/about-un-women-png>

⁵ Ellsberg M, Bradley C, Egan A, Haddad A (2008): Violence against Women in Melanesia and East Timor; Building on Global Best Practices. Canberra, Australia: Office of Development Effectiveness, AusAID.

⁶ Demographic Health Survey, 2018

⁷ The Demographic Health Survey 2018- Papua New Guinea

⁸ Devries KM, Mak JY, Garcia-Moreno C, et al. The global prevalence of intimate partner violence against women. *Science*. 2013;340(6140):1527-1528.

⁹ Human Rights Watch 2020

¹⁰ <https://www.unicef.org/png/media/2061/file/WB-UNICEF-PNG-HFPS.pdf>

medical care was provided to a total of 18,759 sexual violence cases¹¹. In 2020, approximately 15,000 cases of domestic violence were reported, but only 300 people were prosecuted, and 100 people were convicted. COVID-19 had a disproportionate economic impact on women as informal work has been most heavily restricted, and it intensified the drivers of violence and reduced access to both prevention and response services.¹² Sorcery accusation related violence (SARV) is becoming increasingly common in the past 10-15 years in provinces where sorcery has not traditionally been practised (particularly in Highlands). The Tribal foundation (2021) reported that SARV has exacerbated in the region by increased practices of *glassmen/glassmeri*, persons who claim having magical powers and being able to find witches within the communities for a fee. Even though a breakthrough was made during the 2022 elections with two women winning Parliament seats, PNG women continue to be largely underrepresented within the political and administrative governance.

The European Union (EU)-Action

This action builds on the foundation of the Spotlight Initiative, and focuses on the broader objective to advance effective enforcement of laws and implementation of the National Strategy to Prevent and Respond to Gender Based Violence 2016-2025 in Papua New Guinea.. The Action pursues three specific objectives (1): To increase access of women, men, girls and boys in all their diversity, experiencing gender-based violence , to essential quality services, protection and justice (2): To improve advocacy and agency of civil society organisations, women’s rights organisations, social movements and communities to end gender-based violenceCivil, and (3): To make more effective the engagement of community leaders, male advocates and influential groups and actors in society in changing discriminatory social norms, gender stereotypes, GBV and harmful practices

With a transparent and accountable governance, the rule of law, gender equality and the respect for human rights being core values of the EU, and essential for a democratic, stable, thriving and peaceful society, this action contributes to the Multiannual Indicative Programme (MIP) for 2021-2027 priority area 3, “Transparent and accountable governance” and more precisely to the second part: addressing gender-based violence and promoting peaceful conflict resolution and human rights.

The action supports the implementation of the EU Strategy for the Indo Pacific and EU priorities, notably in the area of governance, and strengthens multilateralism, and a global rules-based order. It is aligned with the New Consensus on Development and it applies a human rights based approach, and contributes directly to the EU Gender Action Plan III (GAP III) and particularly to the thematic areas of engagement “Ensuring freedom from all forms of gender-based violence” and “Integrating the women, peace and security agenda”.

National alignment with the EU Action

The action is fully in line with the PNG National Strategic Plan “Vision 2050” and PNG National Strategy to Prevent and Respond to Gender Based Violence 2016-2025; the Mid-Term Development Plan 2018-2022, the PNG Development Strategic Plan 2010-2030, which jointly set out to achieve the target of zero tolerance to GBV. Moreover, the action contributes directly to the achievement of Sustainable Development Goals 5 (Gender Equality) and 16 (Peace, Justice and Strong Institutions). It supports PNG fulfilling economic and social rights, and gender equality, in line with their international human rights commitments.

National Interventions

To date, violence against women and girls remains a key development challenge, humanitarian concern and peace and security issue for women, girls and particularly for groups that are living in vulnerable situations in PNG. There have been efforts, however, to address some of these issues within the national agenda. Parallel to this, a number of new pieces of legislation and plans including the Family Protection Act, the updated Child Protection Act and Policy, Strategy to Prevent and Respond to Gender Based Violence (GBV), Gender Equity and Social Inclusion Policy and the Sorcery National Action Plan have been established. The PNG’s government has also taken some important steps in support of entities to help implement existing legislation. It has established specialized units to deal with gender-based violence (GBV) as part of the police intervention called Family and Sexual Violence Units (FSVU). Family Support Centers (FSC) have been set up across key provincial hospitals to attend to the needs of survivors of GBV. Those developments followed the advocacy of the National Family and Sexual Violence Action Committee (FSVAC) which was established in 2000 as an entity to enhance

¹¹An analysis of frameworks for addressing VAW and VAC in PNG at the national and provincial levels Discussion paper for UN agencies, 2019

¹² Multisectoral SBCC Strategy for the prevention of violence against women, girls and children in Papua New Guinea, Think Place, 2022.

communication between the government and civil society on issues pertaining to GBV, coordinate GBV interventions at provincial and national levels and develop and provide guidance on policy development and implementation.

A National GBV Secretariat currently sits within Department for Community Development and Religion (DfCDR) and is specifically responsible for driving the National GBV (NGBV) Strategy 2016-2025. The Department of Personnel Management (DPM) has now approved the recruitment of 10 positions for the NGBVS, but they have not yet been recruited. Notably, in September 2022, DfCDR provided funding to the CIMC-run body, the Family and Sexual Violence Action Committee (FSVAC) which has driven many national activities to address GBV to date. A GBV Advisory Committee, a governance structure for the National GBV Strategy was activated in 2022 and has met twice. Despite these developments, coordination at provincial and national levels remains a struggle in order to sustain their existence and mandate; it lacks operational funding, human resources and high-level capacity to deal with complex issues. Three provinces have to date completed their Provincial level GBV strategies. Namely, the National Capital District (NCD) established the National Capital District Commission 2020-2022 Strategy to end Gender-Based Violence, the Eastern Highlands Province (EHP) developed the EHP Provincial GBV Strategy 2021-2023¹³ and West New Britain elaborated the GBV Strategic Plan (2021-2025).

2.2 Problem Analysis

Weak implementation of existing policies and laws: PNG has ratified key international and regional instruments, for example, CCPR - the International Covenant on Civil and Political Rights, CEDAW - Convention on the Elimination of All Forms of Discrimination against Women, CESC - International Covenant on Economic, Social and Cultural Rights, and CRC - Convention on the Rights of the Child.¹⁴ However, human rights issues such as Domestic Violence/Intimate Partner Violence and SARV remain prevalent, and implementation of international and regional treaties is weak. This is evidenced by an absence of regulatory frameworks and limited action for implementation and accountability. It is also underpinned by the limited capacities to protect and fulfil human rights. For example, the Family and Sexual Violence Unit (FSVU) has 43 FSVU police officers at national and subnational levels, inadequate government accountability and limited infrastructure, limited knowledge, and interpretation of the legislation at the local level. In addition, there is little political will to commit resources in the sectors most relevant to end gender-based violence. Issue of impartiality in performing official duties, corruption and protracted action by duty bearers has led to low public confidence in statutory institutions such as the judiciary and the police, which could be part of the reasons for underreporting of cases, or very few cases resulting in conviction of the perpetrators. The lack of trust in government structures seems to be creating strong social pressure to resolve GBV/SARV cases at community levels, especially when the perpetrator is a family member of the victim or is a wealthy, powerful and influential member of the community. The payment of compensation and revenge attacks is prevalent in PNG.

Weak coordination mechanisms at national and subnational levels: A number of coordination mechanisms have been established in PNG in relation to strategies, action plans or laws enacted. While all these have operated to fulfil their mandate, they are differently resourced, have different reporting obligations and operate at different levels. Also, the NGOs and civil society organisations (CSOs) policy is yet to be endorsed by the government, which further weakens CSOs space for advocacy with the government. This makes effective coordinated collaboration and reporting among stakeholders (government, provincial and district level, CSOs, women's rights advocates) a challenge, leading to poor management of referred cases, inaccurate and insufficient information about the nature and extent of GBV responses in the country.

Weak institutional capacities for provision of quality essential services across sectors: The referral pathway on GBV is dysfunctional largely due to insufficient resourcing of actors and weak coordination. Budgeting processes within sectors of police, justice and health remain in favour of other national priorities than GBV and SARV hence adversely impact both the design and implementation of GBV interventions within these institutions. There is minimal monitoring and evaluation (M&E) of programmes and no practice of quality assurance for services provided. The limited infrastructure, competent staff and attitudes lead to inconsistent implementation of protocols. Moreover, GBV survivor's access to a full range of protection, services and justice is very limited

¹³ Eastern Highlands | PNG National GBV Secretariat (ngbvs.gov.pg)

¹⁴ https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=134&Lang=EN

along the referral pathways. and contributes to under-reporting and withdrawal of cases resulting in high impunity on reported cases of GBV. Survivors can apply for protection orders, but the issuance has severe case backlogs causing significant delays in protection, prosecution and justice for survivors.

Access to services for survivors is also hampered by the limited availability of specialised services, including integrated services which would reduce the time and cost for survivors. Survivor support for GBV, SARV survivors and at-risk populations at community level – including education, lifeskills and livelihood support are absent beyond the main capitals largely due to lack of road connectivity, high operational costs, including security risks for actors.

Weak data collection and sharing practices: The existing data architecture is inadequate in scope and coverage, resulting in gross underreporting of GBV and SARV data. While different stakeholders collect data, it is not done in a coherent and coordinated manner. In most cases, the statistical value for the same indicators are inconsistent and conflicting. The human resource infrastructure and logistical needs for collecting, analysing, management, dissemination, use and archiving data at all levels are still very weak. Although there is political commitment for an integrated multi sectoral Information Management system (IMS) on GBV, budgetary allocation for the data subsector is inadequate and this is only planned to be piloted in a few provinces.

Absence of a unified voice to condemn gender based violence and the discrimination of women: The elimination of GBV cannot be achieved when there is still high tolerance for the use of violence and marginalisation of women in private and public life. The National Council of Women, established before PNG's independence as a voice and coordinating body for women's inclusion and empowerment has not been active since 2014. CSOs in PNG are confronted with numerous challenges, including limited capacities to collectively plan, implement, monitor, report and advocate on ending GBV and SARV issues at national level. With no specific database to indicate the number and services provided by CSOs and women's groups working to end GBV and SARV, it is rather challenging to reach all eligible CSOs/ Women's rights organisations for funding. CSOs also lack an effective and functional independent umbrella organisation to facilitate national dialogue and social contracts with duty bearers. New development and governance approaches also require CSOs to acquire a complete new set of skills (evidence-based research and advocacy, policy analysis and political and social dialogue, for example). The challenge of CSO fragmentation, makes it difficult for the sector to build collaboration and strong partnerships and is a major deterrent towards achieving the common goal of ending GBV and SARV. Furthermore, the emergence of politicians such as Governors Allan Bird and Powes Parkop has resulted in legislative reforms and improved action by government departments through the work of the Parliamentary Committee. About 94% percent of Papua New Guineans belong to a church, the voices of customary leaders and religious and spiritual leaders in openly condemning gender- based violence and the marginalisation of women is yet to be more visible.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) will be covered by the action:

The main duty-bearers:

The Department for National Planning and Monitoring (DNPM), Department for Community Development and Religion (DfCDR) and particularly their GBV secretariat, coordinates and oversees implementation of the national GBV strategy, referral pathways and builds capacity and links between national, provincial and district level key actors. It is also responsible for the funding of civil society organisations. The DfCDR has also child protection within their mandate. Provincial and district level authorities related to GBV in priority areas are key stakeholders of the action. The Royal Papua New Guinea Constabulary (RPNGC), particularly Family and Sexual Violence Directorate and Units of the police (FSVU) has the aim of making police more gender-responsive, accessible and to facilitate referrals to medical, legal and other support services. They are in provincial capitals while most of the population is living in rural areas. The FSVU is operational in 21 out of 22 provinces. The FSVU is struggling with lack of staff, especially at provincial level.

Department of Justice and Attorney General (DJAG) and local authorities at provincial and district levels. Particularly, magistrate courts in charge of issuing protection orders are seriously under-capacitated. The village

courts and their peace officers are close to people, but affected by customary justice that is not always human rights compliant nor within their mandate.

The National Department of Health (NDOH) and the Provincial Health Authorities, particularly the Family Support Centre (FSC) in the hospitals. Although the FSCs are considered a critical service to survivors, politically they present constraints like the absence of a clear strategy and data; limited capacity, resourcing, and infrastructure; staff attitudes, and poor coordination.¹⁵ Department of Education (DoE) and particularly schools in provinces, school principals and teachers are close to communities and people's everyday lives, and potentially influential in changing children's and their parents' mindsets.

The Parliament established a permanent committee for Gender Equality, Women's Empowerment and GBV. This committee succeeded the Special Parliamentary Committee on GBV which managed to hold different government departments to account on their response to GBV. The Committee has a mandate to review existing or proposed laws to assess their impact on gender equality and women's empowerment (GEWE) and propose and promote GEWE law reforms as appropriate; and to provide oversight over the Government's implementation of the National GBV Strategy (2016-2025) and inputs into any updated or new strategy after 2025.

Right holders:

Communities, people living in Papua New Guinea, who will have an improved access to protection, services and to justice, in particular, the action will benefit women and children survivors of GBV with focus on those that are living in the most vulnerable situations including children, persons living with disabilities, persons living with HIV, Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) and women and girls living in conflict affected and sorcery accusation related violence high risk areas.

Human Rights Defenders (HRDs), community leaders, religious and spiritual leaders, CSOs, faith-based organisations and grassroots movements and the Spotlight Initiative Civil Society National Reference Group (CS-NRG) will represent rights of rights holders.

Civil society will be particularly engaged to policy dialogue and (with support of coordination bodies such as FSVAC /GBV Secretariat mechanisms), advocacy, service-delivery and holding authorities accountable. They will play a crucial role in the implementation of prevention, individual and family support services. Coordination and networking among CSOs and other civil society actors will be facilitated at provincial and community level, and utilise the existence of provincial -based human rights defenders who served as CS-NRG members for the Spotlight Initiative. Creation of an umbrella organisation will be assessed at a later stage.

The action will seek opportunities to engage with private sector in cooperation with actors such as the National Business Council.

Stakeholder may include other relevant key actors or institutions identified at later stage.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

Overall Objective (Impact):

To advance effective enforcement of laws and implementation of the National Strategy to Prevent and Respond to Gender Based Violence 2016-2025 in Papua New Guinea.

Specific Objectives:

Specific Objective 1: To increase access of women, men, girls and boys in all their diversity, experiencing gender-based violence, to essential quality services, protection and justice.

Specific Objective 2: To improve advocacy and agency of civil society organisations, women's rights organisations, social movements and communities to end gender-based violence.

Specific Objective 3: To make more effective the engagement of community leaders, male advocates and influential groups and actors in society in changing discriminatory social norms, gender stereotypes, GBV and harmful practices.

¹⁵ [PNG-Reports-ChildProtection-FormativeEvaluation.pdf \(unicef.org\)](#)

Expected Outputs:

Output 1.1: Capacities of institutions, and service providers strengthened and developed to design, implement, monitor and evaluate quality essential services for survivors of GBV and Sorcery Accusation Related Violence (SARV).

Output 1.2: Strengthened coordination capacity of multi-sectoral of GBV services and platform/networks at national and sub-national levels.

Output 1.3: Improved model global standard for essential quality services in infrastructure at subnational levels.

Output 1.4: Enhanced availability of sex and age disaggregated data (including citizen generated data).

Output 2.1: Enhanced knowledge of CSOs, women rights organisations, and autonomous social movements on gender transformative and human-rights based approaches to GBV Programming, and of social accountability tools.

Output 2.2: Enhanced CSOs, and women rights organisations, and autonomous social movements capacities to design, implement, monitor, evaluate and report on gender transformative programs that address stigma, discrimination, fear and trust of rights holders with particular focus on inclusion of communities and groups living in vulnerable situations.

Output.3.1: Enhanced knowledge by communities, community and influential leaders and actors on gender equitable and positive social norms, attitudes and behaviours that prevent GBV and SARV and strengthened community-level safety nets, prevention of violence etc.

3.2 Indicative Activities

Under all outcome areas a baseline study will be conducted to finalise the logical framework during the inception phase, as needed, that includes risk and impact assessment. More activities may be defined or some deleted at later stage depending on results of the GBV action baseline study and stakeholder consultations.

Main activities under Output 1.1:

Indicative Activity 1.1.1: Provide technical, and operational capacities for service providers and institutions at national and subnational levels, to develop or review costed action plans that respond to GBV and SARV in coordination with the National and Provincial GBV Secretariats.

Indicative Activity 1.1.2: Provide technical and operational support to the Justice and Security Institutions to strengthen GBV/SARV response and provide oversight in compliance with international standards.

Indicative Activity 1.1.3: Trainings, courses, workshops for women's Human Rights Defenders to advocate for, monitor and report on violations of human rights-based and survivor centred child-friendly quality services, based quality service standards.

Main activities under Output 1.2:

Indicative Activity 1.2.1: Support networking, coordination events, exchange experience among the justice and security actors and other service providers.

Indicative Activity 1.2.2: Support the institutionalisation of facility-based standard operating procedures by service providers at national and subnational levels in line with a nationally adopted referral pathway that is informed by international child-friendly GBV response global standard and guidelines.

Indicative Activity 1.2.3: Support the complete establishment, and operationalization of the National and Provincial GBV Secretariats and GBV Action Committees in coordination with sectors such as FSVAC, FSC, FSVU: support such as training of provincial GBV Secretariats and GBV Action Committees to establish cohesion and collaborative systems of engagement.

Indicative Activity 1.2.4: Strengthen gender-responsive planning, budgeting and monitoring in key government line departments and other institutions, mandated to address GBV and SARV.

Indicative Activity 1.2.5: High-level event on GBV budgeting for sensitizing towards institutionalization with meaningful participation of key Government line Departments.

Main activities under Output 1.3:

Indicative Activity 1.3.1: Construct or refurbish and support operationalisation a model infrastructure including essential child-friendly service provision (e.g police, safe house with counselling services included) combined with the development of operational guidelines, providing a model that can be replicated in other locations.

Indicative Activity 1.3.2: Support survivors of GBV/SARV with decentralised and child-friendly, multi-sectoral survivor-centred assistance (health, including sexual and reproductive health and rights, education, psychosocial and justice), and life skills (survivor support) for the survivors.

Main activities under Output 1.4

Indicative Activity 1.4.1: In line with In line with the existing data platforms, support the development and adoption of a GBV information sharing protocol by service providers in the target Provinces.

Indicative Activity 1.4.2: Conduct a multistakeholder training for service providers in the use of client feedback mechanisms to monitor quality and adherence to SOPs (Standard Operating Procedure) aiming at standardization.

Indicative Activity 1.4.3: Conduct a baseline study at subnational and national level on GBV and SARV using the standardised data collection methodology and tools, including distributional impact assessment and risk analysis, to inform the program on the baseline and interventions needed to address GBV and SARV.

Main activities under Output 2.1:

Indicative Activity 2.1.1: Support training of existing, and/or new coalitions and networks including the Spotlight Initiative Civil Society National Reference Group (CS-NRG) in design, implementation and monitoring programs on GBV and SARV (including those targeting children) in the program selected Provinces.

Indicative Activity 2.1.2: Provide operational and technical support to women's rights advocates and relevant CSOs to use social accountability mechanisms and strengthen their capacity on advocacy, management, administration, finance, human resources, reporting and other relevant aspects including resource mobilisation.

Main activities under Output 2.2:

Indicative Activity 2.2.1: Identify/map CSOs/Networks at the National and Sub-National levels, including those representing children, marginalised groups and LGBTIs, persons living with HIV/AIDS, with disabilities, etc. for integration into coalitions and networks of women's right groups and civil society working on GBV/SARV.

Indicative Activity 2.2.2: Support CSOs to Identify key issues and recommendations that advances progress on ending violence against women and children, and gender equality and women's empowerment (GEWE) with relevant Government departments, provincial authorities and CSOs representing groups facing multiple and intersecting forms of marginalisation.

Indicative Activity 2.2.3: Provide operational and technical support to strengthen institutional capacity of CSOs/Women's Right Organizations in the selected provinces in advocacy, collaboration/networks and promote rights of the marginalised groups including LGBTIs, persons living with disabilities, HIV/AIDs affected etc. at the national and county level as well as increase utilisation of the referral pathways to access available services.

Main activities under Output 3.1:

Indicative Activity 3.1.1: Support development of a National comprehensive Prevention Strategy to promote gender equitable norms, attitudes and behaviours, in line with international standards, including consultations at national and subnational levels; validation, simplification and roll out of the strategy; monitoring of the strategy in targeted provinces.

Indicative Activity 3.1.2: Support community media engagement (outlets, media personnel) regarding gender sensitive reporting, and harmonised messaging on addressing violence against women and children and SARV.

Indicative Activity 3.1.3: Create regular awareness amongst schools/school teachers, community leaders and male networks for social behaviour change to address GBV and SARV and acceptance of marginalised groups including LGBTIs, persons living with HIV/AIDS, and persons living with disability to transform social norms, attitudes and behaviours.

Indicative Activity 3.1.4: Invest in the grassroots community platforms and action groups including youth campaign, outreaches and awareness raising networks to promote community safety-nets, positive gender and positive social norm change campaigns for GBV prevention, and utilisation of the referral pathways to access available services. Seek cooperation with private sector.

Indicative Activity 3.1.5: Media campaign promoting and reinforcing positive role modelling.

Indicative Activity 3.1.6: Create a movement building peer educators in schools (linked to the indicative activity 3.1.3).

3.3 Mainstreaming

Environmental Protection & Climate Change: Given the Action’s objectives, which are not likely to produce significant negative impacts on the environment, it is not necessary to carry out a Strategic Environmental Assessment. The action will nevertheless place special attention on the factors linked to infrastructure development. The infrastructure component will promote integration of energy efficiency and resource efficiency in the design (e.g. elements of passive architecture, use of solar energy), and integration of environment and climate criteria in the selection of construction material (green procurement) as possible.

Persons living with disabilities: As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that inclusion of persons with disabilities is a significant objective of the action. Raising awareness on the rights and needs of women and girls living with disabilities will be included in activities and the action will promote provision of rights-based and gender responsive services to address GBV and SARV for women and young persons living with disabilities.

Human Rights: The action addresses the right to safety and security, to live free from violence, and improved equal access to justice and services along referral pathways. Youth will play a prominent part in the action. The human rights-based approach will be integrated throughout the action. The action aims at building duty-bearers capacity in fulfilling their human rights commitments and rights-holders capacity to know, claim and enjoy their rights while paying particular attention on inclusion of groups that are living in vulnerable situations and are at high risk such as children, persons with disabilities, persons living with HIV and those living in sorcery accusation related violence high risk areas. The action will address intersectionality and multiple vulnerabilities throughout the activities.

Gender equality and empowerment of women and girls: As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G2. This implies that it targets gender equality and women’s and girls’ empowerment as a principal objective. Careful consideration should be given to the possible negative backlashes of empowerment measures, also economical, that could exacerbate, for example, domestic violence. In other terms, prevention and protections measures should be carefully designed and integrated.

Democracy and Reduction of Inequalities: As per the Inequality Marker, this action is focusing on groups living in the most vulnerable situation is labelled as I-2. The action will support the PNG Government in their work against GBV. It also supports gender-responsive budgeting in order to foster democratic governance and equal access to public services. It will foster provincial and district level coordination, response and capacity to work against violence against women and and children. It aims at promoting participation of civil society and communities in ending violence against women. Fostering participation, dialogue and joint actions of communities, civil society and women’s rights organisations, it will aim to strengthen relationships between rights holders and duty bearers for enhanced and democratic and accountable governance. The action also aims at enhancing referral pathways and bringing GBV and SARV related services closer to people, including for those that are living in remote high-risk areas.

Conflict sensitivity, peace and resilience: Conflict sensitivity and do-no-harm requires close engagement with local authorities and communities, and systematic analysis of the local context and it will be conducted as part of programming. The land tenure (statutory, de facto, customary) type and water rights linked to the infrastructure development will be considered as part of the risk analysis, as these issues are often conflict drivers at local level. Do-No-Harm implications should be considered for all empowerment actions, which, paradoxically may cause a negative backlash on women and children. Therefore, prevention and protection measures should be carefully designed and integrated. Women, male and female youth should also be empowered in their roles in relation to conflict and violence prevention and in peacebuilding in general.

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Planning, processes and systems	Limited capacity and lack of political will to address GBV and SARV, quick unexpected changes in key institutions or institutional structures addressing GBV and SARV	M	M	The action is based on the EU's solid knowledge and many years of field experience in the country, including implementation of similar actions such as the Spotlight Initiative. Limited institutional capacities are addressed by capacity building measures. The risk of being affected by limited collaboration by public entities or quick unexpected changes in key institutional structures will be mitigated by ensuring meaningful participation and consultations and through regular policy dialogue.
People and the organisation	Lack of local ownership of the developed infrastructure and risk of disputes	L	M	The sustainability and costs of maintenance will be carefully addressed by ensuring local ownership of the process and by providing a model and operational guidance on maintenance. The baseline analysis will include a more in-depth risk analysis.
External environment	Risks of doing harm and having potential negative impacts and backlashes	M	M	A Do no Harm analysis, from a conflict sensitivity as well as from a human-rights based approach perspective should correlate measures of empowerment and harness opportunities for prevention. Additional protection measures may have to be considered for civil society organisations, youth and women's organisations, etc. Close cooperation with key stakeholders to foresee and be sensitive for possible backlashes.
Planning, processes and systems	Lack of information and data for targeting groups living in vulnerable situation might reduce the capacity of the action to correctly address inequalities and	High	Medium	The possibility to use the Distributional Impact Assessment when starting the implementation, to help target the most vulnerable, can be considered. The assessment can be conducted as part of the Baseline study. Implementation localities will be selected bearing in my vulnerability ie. supporting services in areas where they are not meeting needs of the population or they are non-existing.

	therefore reducing its impact			
--	-------------------------------	--	--	--

Lessons Learnt:

To effectively implement laws and policies, there is a need to create awareness and gain buy-in from the community members, leaders and lawmakers. Hence, it is important to build trust with partners through sensitive advocacy, before moving forward with concrete interventions of implementation. Targeting key Government Partners such as Parliamentarians, the DJAG, and women’s rights organisations, CSOs as well community leaders is important for political buy in and commitment in the implementation and monitoring of these legislation against the International human rights laws.

Based on the findings and recommendations of the Spotlight Mid-Term Assessment, a key lesson is to strengthen the coordination between the provincial governments and CSOs at sub-national level. Despite early Spotlight engagements with the Provincial and Local-level Service Monitoring Assembly (PLLSMA) paving the way for greater ownership and leadership of the Initiative at provincial level, whole system coordination at national and sub-national level remains weak. There is minimal engagement, by national policy makers, of key influential stakeholders such as the church and community leaders in driving change at the community level. The new GBV Action therefore would need to close this gap in the target Provinces between the State, the church, civil society and private sector through strengthening partnerships amongst government, CSOs, faith-based organisations and private sector.

Sustaining efforts of GBV programming requires national budgetary allocations and capacity enhancement of key stakeholders in planning and budgeting for key interventions at both national and provincial levels. Despite considerable investment by the Government on GBV (PGK 7,9 M in 2022 and 9M in 2023) the gap remains. Moreover, many government and non-government partners still do not have a strong understanding of gender responsive planning and budgeting, thus undermining efforts in lobbying, planning, monitoring and evaluating GBV interventions. It is a lesson for all partners that institutional capacity building efforts should include basic guidance on how budgets are developed in PNG, to ensure that CSO and key stakeholder work plans are properly connected back to government budget cycles, which will increase the chance to be funded and become sustainable.

Institutional capacity is not static and is defined through an interplay of systems, structure and individual skills. While the CSO Capacity Hub was a novice concept, it was based on assumptions which all changed during execution, revealing the challenges of building and maintaining institutional capacities within any organisation, more so civil society organisations which are usually thinly funded and have capacities built in a few staff. The GBV Programming will need to capitalise on the efforts made on CSO capacity strengthening through conducting a thorough mapping of CSOs and CSO networks working on GBV. The absence of such a database in PNG creates a hindrance in targeting the right of CSOs to work with and creating stronger CSOs that can adequately advocate for policies plans and programmes on addressing GBV/ SARV in PNG.

Community centred approach and participatory interventions are vital for any project success. When communities are given a chance to get involved in implementing a project, they feel part of it and obligated to ensure success. Based on their involvement, they will go to any length to ensure that the projects succeed. The buying from community leaders as key community gatekeepers is key for sustainable GBV programming. Moreover, leveraging the social ecological framework of GBV prevention, the GBV action will target to change community attitudes and behaviours by engaging individuals, families, communities and institutions to ensure effective GBV Programming that tackles the issues right from the local levels.

A programme that aims to empower women as advocates for policy reform and implementation to end violence such as the Women Human Rights Defenders. Most members of the CSO movement are primarily women and girls who are former victims or survivors of gender-based violence. Those women share solidarity and empathy based on their shared dreadful experiences. Women have scars of GBV due to the patriarchal system; coming to learn their rights and laws that protect their rights give them the vigour to claim their rights.

3.5 The Intervention Logic

The underlying intervention logic for this action is that in order for women, men, girls and boys, in all their diversity, to be better protected from all forms of gender-based violence, **effective enforcement of laws and implementation of the National Strategy to Prevent and Respond to Gender Based Violence 2016-2025 in Papua New Guinea** (Overall objective) have to be addressed.

IF (1) limited access to essential quality services is addressed; (2) high impunity on reported cases of GBV is addressed; (3) high impunity on reported cases of GBV is acted on; (4) the limited capacities of key actors (knowledge, attitudes, systems, and human resources) is addressed; and (5) the limited community voice to prevent GBV and harmful practice due to gender, negative social norms, and patriarchal society is eliminated; **THEN** (6) women, men, girls and boys, in all their diversity will be protected and have more equal access to justice; **BECAUSE** women and girls make up about half of the population of Papua New Guinea, and are equally entitled rights holders and development agents in their communities. **IF** their rights are protected, they can be powerful actors in the transforming the society to be safer and better for all.

Outcome 1: Increased access of women, men, girls and boys in all their diversity, experiencing gender-based violence ,to essential quality services, protection and justice

IF (1) access to essential quality services is increased and issues of impunity on reported cases of GBV and limited public funding by government are reduced; **THEN** (2) protection and access to justice for women, men, girls and boys, in all their diversity will be realised. **BECAUSE** (3) lack of capacities of service providers (knowledge, attitudes, inadequate number of courts officials/ specialized human resources), fear, affordability, stigma and discrimination, non-functional referral pathways, security and data are all hindrances to protection and equal access to justice for GBV survivors.

Outcome 2: Improved advocacy and agency of civil society organisations, women’s rights organisations, social movements and communities to end gender-based violence

IF (1) the capacities of institutions and service providers are developed to lead advocacy on EVAWG, human rights and gender equality are enhanced; **THEN** (2) collective activism and women’s movement actions on EVAWG will be realized. **BECAUSE** (3) key barriers such as competition over scarce resources, knowledge gap of feminist approach, cultural diversity and lack of feminist wantok system, different ideologies and messaging, lack of shared strategy and common approach to address specific GBV issues and lack of an umbrella body are removed.

Outcome 3: More effective engagement of community leaders, male advocates and influential groups and actors in society in changing discriminatory social norms, gender stereotypes, GBV and harmful practices

IF (1) community leaders (including teachers, faith and spiritual leaders etc) are influential and they are capacitated to be advocates for gender equality and eliminating violence against women and children; (2) **THEN** the different community leaders and stakeholders will be engaged and effectively use their voices to advocate for eliminating violence against women and children , SARV and protection from harmful practices. **BECAUSE** (3) the engagement of the community to lead on addressing the negative cultural, gender and social norms and practices will sustainably address gender equality and prevention and elimination of violence against women and children in the communities and strengthen related community-initiatives, such as sensitisation and community-level safety nets.

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention. On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To advance effective enforcement of laws and implementation of the National Strategy to Prevent and Respond to Gender Based Violence 2016-2025 in Papua New Guinea	<p>1 % of prosecuted gender-based violence cases which resulted in the perpetrators being sentenced, disaggregated by sex, age, and vulnerability status of the complainant*</p> <p>2 Proportion of people who think it is justifiable for a person to subject an intimate partner to violence, by sex and age of the respondent*</p> <p>3 Extent to which the National Strategy to Prevent and Respond to Gender Based Violence 2016-2025 has been implemented</p> <p>4 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age (SDG 5.2.1)*</p>	<p>1 Between April 2021 to April 2023: 30 028 cases reported to FSVU across the country, 1304 arrests, 156 convictions (8 of which were SARV cases)</p> <p>2 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>3 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>4 To be determined in the inception phase from the GBV Action baseline study 2024</p>	<p>1 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>2 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>3 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>4 in the inception phase from the GBV Action baseline study 2024</p>	<p>1 RPNGC (FSVU) annual reporting to the Permanent Parliamentary Committee on GEWE and GBV, DJAG , CEDAW report</p> <p>2 2016-2018 Demographic Health Survey, next to be published in 2026</p> <p>3 Spotlight final report 2023, CEDAW report, UPR report, from to be determined the GBV Action baseline study 2024</p> <p>4 The GBV Action baseline study 2024, GBV action programme reports, GBV action monitoring programme reports</p>	If there is political buy-in and commitment, police and justice are well capacitated and the National Strategy is implemented
Outcome 1	1 Increased access of women, men, girls and boys in all their diversity, experiencing gender-based violence ,to essential quality	<p>1.1 Number of service providers where there has been an increase in the number of women, girls and boys in all their diversity who access services after experiencing violence or discrimination</p> <p>1.2 Extent to which State and Justice sectors allocate resources for the prevention and elimination of violence</p>	<p>1.1 GBV Action baseline study 2024 to be conduct to confirm service providers in the program provinces</p> <p>1.2 There is evidence of resources (funding</p>	<p>1.1 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>1.2 To be determined from the GBV Action baseline study 2024 by the availability of the costed integrated</p>	<p>1.1 Spotlight final report, GBV action programme reports, GBV action monitoring programme reports, annual state budget</p> <p>1.2 the GBV Action baseline study 2024, annual state budget</p> <p>1.3 Spotlight final report 2023, GBV action programme reports, GBV action monitoring programme reports</p>	Existence of a strong social movement to advocate for states commitment of funds to GBV Essential service, including supporting justice,

	services, protection and justice	1.3 Number of people benefitting from EU-funded interventions to counter sexual and gender-based violence (GERF 2.37)	budget in particular) allocated by the state to GBV in the DfCDR 1.3 To be determined in the inception phase from the GBV Action baseline study 2024	plans that address GBV 1.3 To be determined in the inception phase from the GBV Action baseline study 2024		security, protection and health. National policies allow addressing issues related to the prevention of gender based violence.
Outcome 2	2 Improved advocacy and agency of civil society organisations, women’s rights organisations, social movements and communities to end gender-based violence	2.1 Proportion of national funds allocated to prevent and curb GBV/SARV and assists the women, girls, boys and men affected by it 2.2 Number and type of collective actions taken by CSOs, and women’s rights organisations, social movements and communities to end GBV 2.3. Extent to which organisations led by women and girls are effective in driving social change related to ending gender-based violence (GAP III indicator)	2.1 2022 and 2023 National Budgets 2.2 18 CSOs were specifically engaged by the Spotlight, and 16 CSOs represented at the CS-NRG 2.2 Technical dialogues and CSOs forums held during the 16/20 days of activism to advocate for national support to end GBV of all forms 2.3 National Aids Council/Spotlight strategic dialogue held in December 2022	2.1 To be determined in the inception phase from the GBV Action baseline study 2024 2.2. To be determined in the inception phase from the GBV Action baseline study 2024 2.3 To be determined in the inception phase from the GBV Action baseline study 2024	2.1 Spotlight 2022 report, annual state budget 2.2 Spotlight reports (2022 and annual reports and final report covering 2020-2023), GBV action programme reports, GBV action monitoring programme reports 2.3 Spotlight annual report 2022, , GBV action programme reports, GBV action monitoring programme reports	Civil society organisations, women’s rights organisations, social movements and communities have enabling environment for dialogue and they can work as networks and consortiums where there can jointly advocate for GEWE and ending violence against women and children.
Outcome 3	3 More effective engagement of community leaders, male advocates and influential groups and actors in society in changing	3.1 % of influential community leaders, members, and platforms whose knowledge and skills in addressing GBV and harmful practices contribute to behaviour change on violence in their communities.	3.1. Parliamentary Committee on GEWE and GBV, religious leaders, CS-NRG 3.2 To be determined in the inception phase	3.1 To be determined from the GBV Action baseline study 2024 3.2 To be determined in the inception phase from the GBV Action baseline study 2024	3.1 GBV Action baseline study 2024, GBV action programme reports, GBV action monitoring programme reports 3.2. UN Women reports 2022 and 2023, Spotlight final report 2023 , GBV action programme reports, GBV action monitoring programme reports	When male platforms are capacitated, and men and boys are targeted, they will be more influential and that will change mind-sets of other men and boys.

	discriminatory social norms, gender stereotypes, GBV and harmful practices	3.2 % of men and boys who acknowledge that gender-based violence is not acceptable (GAP III indicator)	from the GBV Action baseline study 2024			
Output 1 relating to Outcome 1	1.1 Capacities of institutions, and service providers strengthened and developed to design, implement, monitor and evaluate quality essential services for survivors of GBV and Sorcery Accusation Related Violence (SARV)	1.1.1. Number of government service provider at national and subnational levels trained by the EU-funded intervention with increased knowledge on GBV ad SARV costed action plans, disaggregated by government service, national or subnational level and sex 1.1.2 Number of Human Rights Defenders (HRDs) trained by the action , disaggregated by income status, age and sex*	1.1.1 Spotlight final report 2023 will determine level (covering 2020-2023) 1.1.2 To be determined 20 HRDs capacited by the Spotlight Initiative	1.1.1 To be determined from the GBV Action baseline study 2024to determine the possible target 1.1.2 40 human rights defenders capacited	1.1.1 Spotlight final report 2023, GBV action programme reports, GBV action monitoring programme reports 1.1.2 Spoltight Initiave final report 2023, GBV action programme reports, GBV action monitoring programme reports	Assuming that trained service providers and HRDs are more capacitated to deliver quality GBV essential services.
Output 2 Relating to Outcome 1	1.2.Strengthened coordination capacity of multi-sectoral GBV services and platforms/networks at national and sub-national level	1.2.1 Extent to which all relevant state actors – such as police, justice sector, social services and health care actors – coordinate actions to respond and end GBV 1.2.2 Proportion of participants, among the justice and security actors and other service providers, attending coordination events, exchange experience organized by the action, that define the events attended as “useful” and/or “very useful”	1.2.1 GBV secretariat at national, provincial and sub national, and referral pathways in place 1.2.2 (To bedetermined, no data)	1.2.1 Target provinces will be defined at later stage 1.2.2 To be determined in the inception phase from the GBV Action baseline study 2024	1.2.1 Minutes from GBV Secreariat meetings, , GBV action programme reports, GBV action monitoring programme reports 1.2.2 Minutes from GBV Secretariat meetings, evaluation reports/surveys conducted after events	GBV Secretariat and all relevant state actors are coordinating participating in coordination and trainings and become more capacitated.
Output 3 Relating to Outcome 1	1.3 Improved model global standard for essential quality services in infrastructure at subnational levels	1.3.1 Number of infrastructures developed with the support of the EU-funded intervention to improve the quality of essential GBV services at subnational level, and reports disaggregated by sex and age	1.3.1 None	1.3.1 To be determined in the inception phase from the GBV Action baseline study 2024	1.3.1 GBV action programme reports, GBV action monitoring programme reports	The infrastructure supported in the remote areas impact strengthen the use of the referral pathways among community

		1.3.2 Number of health, psychosocial, education, justice, life skills and child-friendly services delivered under the programme	1.3.2 None	1.3.2 To be determined in the inception phase from the GBV Action baseline study 2024	1.3.2 GBV action programme reports, GBV action monitoring programme reports	members seeking GBV essential services.
Output 4 relating to Outcome 1	1.4 Enhanced availability of sex and age disaggregated data	1.4.1 Extent to which sex disaggregated data on the prevalence and incidence of gender-based violence is collected by key actors targeted with support of the EU-funded intervention	1.4.1 to be determined in the inception phase from the GBV Action baseline study 2024	1.4.1 To be determined in the inception phase from the GBV Action baseline study 2024	1.4.1 The GBV Action baseline study 2024, GBV action programme reports, GBV action monitoring programme reports	Assuming that enhanced availability of sex and age disaggregated data, including citizen generated, improves GBV response at all levels.
Output 1 Relating to outcome 2	2.1 Enhanced knowledge of CSOs, women rights organisations, and autonomous social movements on gender transformative and human-rights based approaches to GBV Programming, and of social accountability tools	2.1.1. Number of grassroots civil society organisations benefiting from (or reached by) EU support (GERF 2.28) 2.1.2. Number of CSOs, women rights organisations and autonomous social movements that report delivery of rights-based GEWE and GBV prevention and response programs/innovations	2.1.1 Oxfam through the spotlight initiative organised a series of training sessions for 15 CSOs on gender transformative and rights-based GBV programming. 2.1.2 38 based on Spotlight report 2022 and workshops	2.1.1 To be determined in CSO mapping report 2024 under the GBV action 2.1.2 100	2.1.1 GBV action programme reports, GBV action monitoring programme reports, CSO mapping report 2024 under the GBV action 2.1.2 Spotlight final report 2023, GBV action programme reports, GBV action monitoring programme reports, CSO mapping report 2024 under the GBV action	Trained civil society organisations, women's rights organisations, social movements and communities have enhanced capacity for transformative and HRBA to GBV programming and accountability tools.
Output 2 relating to Outcome 2	2.2 Enhanced CSOs, and women rights organisations, and autonomous social movements capacities to design, implement, monitor, evaluate and report on gender transformative programs that address stigma, discrimination, fear and trust of rights	2.2.1 Number of coordinated platforms of women's rights organisations, autonomous social movements, and CSOs supported by the action, including the Spotlight Initiative civil society-national reference group (CS-NRG), to influence policies, and programmes that respond to the needs of all women and girls and those facing multiple and intersectional forms of discrimination	2.2.1 9 existing coordination mechanisms at the national level, and 8 at sub-national supported under the Spotlight Initiative	2.2.1 At least 2 enhanced coordinated platforms in target provinces both national and sub-national level by 2028	2.2.1 Spotlight final report 2023, GBV Action baseline study 2024, GBV action programme reports, GBV action monitoring programme reports	Political will and buy-in, commitment to enhance platforms as well as commitment from CSOs, social movements, women's rights organisations in participating in various coordination

	holders with particular focus on inclusion of communities and groups living in vulnerable situations					mechanism and meetings.
Output 1 relating to outcome 3	3.1 Enhanced knowledge by communities, community and influential leaders and actors on gender equitable and positive social norms, attitudes and behaviours that prevent GBV and SARV and strengthened community-level safety nets, prevention of violence etc.	<p>3.1.1 Number of community platforms and groups (including men, boys, youth's networks) that develop strategies and programs including safety-nets, community dialogues, public information and advocacy on ending GBV/SARV with support of the action</p> <p>3.1.2 Number of people reached out by campaigns raising awareness on condemning GBV and utilisation of referral pathways with support of the EU-funded intervention, disaggregated by minimum sex and age</p> <p>3.1.3 Number of peer educators trained, by the EU-funded intervention with increased knowledge and/or skills regarding gender equitable and positive social norms, attitudes and behaviour, disaggregated by sex and age</p>	<p>3.1.1 One strategy by the behaviour change communication Sanap Wantaim in 2022</p> <p>3.1.2 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>3.1.3 To be determined in the inception phase from the GBV Action baseline study 2024</p>	<p>3.1.1 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>3.1.2 To be determined in the inception phase from the GBV Action baseline study 2024</p> <p>3.1.3 To be determined in the inception phase from the GBV Action baseline study 2024</p>	<p>3.1.1 Spotlight annual report 2022, Spotlight final report 2023, GBV action programme reports, GBV action monitoring programme reports, GBV Action baseline study 2024</p> <p>3.1.2 GBV action programme reports, GBV action monitoring programme reports, GBV Action baseline study 2024</p> <p>3.1.3 GBV action programme reports, GBV action monitoring programme reports, GBV Action baseline study 2024</p>	The engagement of the community leaders addressing the negative cultural, gender and social norms and practices will sustainably address gender and EVAWG in communities and support related community-initiatives, such as community-level safety nets.

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the Independent State of Papua New Guinea.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision
Extensions of the implementation period may be agreed by the Commission's responsible authorising officer in duly justified cases.

4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹⁶.

4.3.1 Indirect Management with an entrusted entity

This action aims at advancing effective enforcement of laws and implementation of the National Strategy to Prevent and Respond to Gender Based Violence 2016-2025 in Papua New Guinea. It aims to 1) Increase access of women, men, girls and boys in all their diversity, experiencing gender-based violence, to essential quality services, protection and justice; 2) Improve advocacy and agency of civil society organisations, women's rights organisations, social movements and communities to end gender-based violence; and 3) make more effective the engagement of community leaders, male advocates and influential groups and actors in society in changing discriminatory social norms, gender stereotypes, GBV and harmful practices.
The action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria: financial and operational capacity, presence and expertise in the country, participating entity in the EU-UN Spotlight Initiative in Papua New Guinea or other with expertise in gender equality, women's empowerment and interventions eliminating gender-based violence.

4.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Indirect management with an entrusted entity cf. section 4.3.1	10 300 000
Total	10 300 000

¹⁶ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

4.6 Organisational Set-up and Responsibilities

The implementing partners will be responsible for the delivery and monitoring of the outputs under their responsibility. A steering committee composed of the EU Delegation, government counterparts and implementing partners and other stakeholders (incl. civil society organisations) will be established to foster joint implementation.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring: Implementing partners will be responsible to define before implementation or within 90 days after the start date of implementation baselines and targets for each output and activity indicators included in their respective project implementation document and ensure continuous learning during implementation and provide precise recommendations that are action oriented, practical, and specific and define who is responsible for the proposed action.

CSOs will participate in monitoring and monitoring will assess application of human rights based approach principles.

5.2 Evaluation

Having regards to the nature and importance of the action, a mid-term and a final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to the gaps in functional referral pathways and national and provincial coordination mechanisms. It may also be used for future programming. It will include assessment of application of human rights based approach principles. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the programme is supporting coordination and service mechanisms, particularly the creation of a model global standard for essential quality services adapted to the local context, that aims at strengthening access to protection and justice in areas where the initial access is extremely limited. Strengthened access will be properly evaluated and gaps identified with special focus on groups that are living in vulnerable situations as identified in the stakeholders section. The evaluation plan (or a component in the foreseen evaluation) should assess the distributional impact of activities undertaken on the socioeconomically disadvantaged individuals, households or groups. This can be done, for example, through Distributional Impact Assessment (DIA). It also allows to evaluate whether effective targeting has been done towards women, children, youth or other disadvantaged groups or at territorial level.

The Commission shall inform the implementing partner at least three (3) months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as

well as access to the project premises and activities. Where possible, and if the implementing partner intends to carry out its own evaluations, agendas and timing of missions will be harmonised in order to minimise the disruption that can occur during these reviews.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination.

The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.