Making Port Moresby Safer for Women and Girls
Acknowledgments

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<tr>
<td>CEDAW</td>
<td>Convention to Eliminate all forms of Discrimination against Women</td>
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<td>CID</td>
<td>Criminal Investigations Division</td>
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<td>CSEC</td>
<td>Commercial sexual exploitation of children</td>
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<td>FBO</td>
<td>Faith based Organisations</td>
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<td>FSV</td>
<td>Family and Sexual Violence</td>
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<td>FSVAC</td>
<td>Family and Sexual Violence Action Committee</td>
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<td>FSVU</td>
<td>Family and Sexual Violence Unit</td>
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<td>GBV</td>
<td>Gender based violence</td>
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<td>HQ</td>
<td>Head Quarters</td>
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<td>MTDP</td>
<td>Medium Term Development Plan 2011-2015</td>
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<td>NCD</td>
<td>National Capital District</td>
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<td>NCDC</td>
<td>National Capital District Commission</td>
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<td>OHCHR</td>
<td>Office of the High Commissioner for Human Rights</td>
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<td>PNG</td>
<td>Papua New Guinea</td>
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<td>PNGDSP</td>
<td>Papua New Guinea Development Strategic Plan 2010 – 2030</td>
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<td>RPNGC</td>
<td>Royal Papua New Guinea Constabulary</td>
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<td>SC GP</td>
<td>Safe Cities Free of Violence against Women and Girls Global Programme</td>
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<td>SH</td>
<td>Sexual Harassment</td>
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<td>SOS</td>
<td>Sexual Offences Squad</td>
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<td>STIs</td>
<td>Sexually transmitted infections</td>
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<td>SV</td>
<td>Sexual Violence</td>
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<td>SVAWG</td>
<td>Sexual Violence against Women and Girls</td>
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<td>UNDSS</td>
<td>United Nations Department of Safety and Security</td>
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<td>UPNG</td>
<td>University of Papua New Guinea</td>
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<td>VAW</td>
<td>Violence against Women</td>
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<td>VAWG</td>
<td>Violence against Women and Girls</td>
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<td>VCT</td>
<td>Voluntary Counselling and Testing Centre</td>
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Executive Summary

The markets of Port Moresby, the capital city of Papua New Guinea (PNG), provide a vital opportunity for women and men to enter the informal economy. In a country where employment is 85% subsistence agriculture, markets provide access to a small income by enabling people who grow their own food to sell excess produce or goods. The city’s markets also provide opportunities for women, girls, men and boys to join their communities to hear news, exchange ideas and socialise. In carrying out their buying and selling in the markets, the predominantly female vendors play an important role in connecting rural producers and urban consumers. They also provide economic support to their own households. Vendors in the formal markets are expected to pay stall fees. These funds help local governments in the upkeep of market facilities. However, the opportunity that markets can provide to communities for socialisation and subsistence is greatly affected by the violence, which is endemic in Port Moresby, particularly against women and girls. The absence of governance and adequate management of these public spaces also diminish the potential impact that markets could have in the economic development of the urban poor.

This report shows that the effect of the violence prevalent in Port Moresby, as it is experienced by women and girls in particular, restricts their access to and enjoyment of the important economic opportunities presented by the markets. Existing protections and systems have been manifestly unsuccessful in stemming the violence. This report also reveals that violence is not the only risk encountered by women in the markets of Port Moresby. The presence of multiple risks can narrow the opportunities for women and girls to access markets and for the women and the community as a whole to reap the economic and social benefits.

Restrictions on access which impact women much more than men, is a human rights issue. A failure to address the impediments to the full participation of women in the markets of Port Moresby, also affects the likelihood that PNG can achieve its own planning goals and aspirations for the informal economy: 1) addressing poverty, 2) empowering women, and 3) reducing crime as set out in the three documents which comprise PNG planning over the next forty years.1

Port Moresby: A Safe City for Women and Girls (also referred to as the Port Moresby Safe City Programme) is part of UN Women’s Safe Cities Free of Violence against Women and Girls Global Programme (SC GP). The goal of the SC GP is to prevent and reduce sexual harassment (SH)2 and violence against women and girls (VAWG) in urban public spaces by enabling them to move freely and safely, and increase their rights to utilise and enjoy public urban spaces. The programme aims to develop a model for scaling up and adaptation to make cities safer around the world and has a particular focus on reducing all forms of sexual violence (SV).3 Port Moresby was selected as one of the five cities for the global pilot initiatives – alongside Quito in Ecuador, Kigali in Rwanda, Cairo in Egypt, and New Delhi in India. To achieve its intended goal, the Port Moresby Safe Cities Programme focuses in markets as the key entry point for mobilising women’s leadership and citizens’ active participation in improving governance as well as fostering a deepening understanding of citizens’ rights and responsibilities. There have been many different Safe Cities programmes piloted around the world. The experiences to date attest that, ‘when cities are safe for

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1 The plans are Papua New Guinea Vision 2050 (Vision 2050), Papua New Guinea Development Strategic Plan 2010 – 2030 (PNGDSP) and the Medium Term Development Plan 2011-2015 (MTDP).
2 Sexual harassment: Unwelcome sexually determined behavior, both physical and non-physical, whether by words or actions. Such conduct can be humiliating and may constitute a health and safety problem. In case sexual harassment takes place in the work environment it is discriminatory when a person has reasonable grounds to believe that objection to such behavior would create disadvantage in connection with employment, including recruitment or promotion, or when it creates a hostile working environment.
3 Sexual violence: A broad concept that includes a range of acts (and settings including but not limited to work and home) in which women and girls can be sexually violated. Examples include all forms of sexual harassment, forced actual or attempted sexual intercourse, unwanted sexual contact, making a person engaged in a sexual act without consent, unwanted sexual comments, sexual molestation and abuse of children, genital mutilation, forced sexual initiation, forced prostitution, trafficking with sexual purposes, among others. (Definition from UN Secretary General 2006. In-depth study on all forms of violence against women. New York, USA: United Nations)
women, they are safe for all’ and that investments in gender equality and women’s empowerment have spill-over effects for families, communities and countries at large.4

Data compiled by the United Nations Department of Safety and Security (UNDSS) shows that the National Capital District (NCD) is the second region5 with most incidences of violence in the country since 2008. However, while there was a decrease of 24% in reported incidents in the NCD between 2009 and 2010, the percentage of violent crimes increased in the same period of time. Though these data give an indication of crime and violence occurring in the NCD, this is not a complete picture of crime as levels of reporting are often low, in particular cases of rape and other types of SV.6 Crimes in the capital city range from petty theft and burglary to armed robbery, pack rapes and hijacking of public and private transport.7

While the Port Moresby Safe City Programme aims to create safe markets free of violence for women and girls, the Scoping Study involved an inclusive approach to capture perceptions and experiences of violence of both men and women, vendors and buyers in the markets, as well as other visitors to the market including drug dealers and youth who frequent markets to meet friends, gamble, drink and sell and consume drugs. The Study was carried out in six of the 11 recognised markets of the city. The results were also validated at participatory programme design workshops. The Scoping Study aimed to understand how men and women experience violence differently in the city and what the main drivers of violent behaviour in public spaces are, in order to inform the design of a programme that will have a successful impact in the lives of women and girls by addressing the needs of all citizens in Port Moresby.8

Key Findings

Multiple forms of violence were identified in all markets. In particular, 55% of the women and girls who participated in the Study reported that they have experienced some form of violence in the markets surveyed.9 22% of female respondents report having experienced more than one incidence of SV while in the markets in the last 12 months, and 64% of both male and female respondents reported witnessing some form of sexual violence against women and girls (SVAWG) in the markets and vicinity. Men and boys interviewed also report experiencing different forms of violence; however, obtaining statistically representative data on the number of men who are victims of violence is recognised as a challenge as many of the males who report having “experienced violence” are actually the perpetrators rather than the victims. Anecdotal evidence suggests some men also experience different forms of SV, but it is nowhere close to that experienced by women and girls.

There are several reported cases of rape in the markets as well as other forms of SV including verbal and visual harassment against women and girls, and it is likely that these reports only represent a small part of the problem. Underreporting of rape and other forms of SV has been recognised to be a major issue across the country, and the statistics presented in this document may not provide a full picture of the extent of the problem. 73% of female respondents stated that they did not follow up in any way to seek justice when experiencing sexual violence. Men

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5 UNDSS and RPNG data are separated in six regions (Highlands, Southern, NCD, Central, Islands and Coastal).
8 UN Women’s Guidance for Scoping Studies prepared for city teams in the SC GP helped to inform the study’s scope and key questions. The Guidance is available on UN Women’s website at: www.endvawnow.org
9 The forms of violence reported include physical assault, robbery, sexual harassment and sexual violence, verbal abuse, threats, and intimidation.
and women surveyed who have been victims or witnesses to different forms of SV report that they do not know where to seek help or are unaware of available survivor services. However, recent studies also reveal that service provision for survivors of different forms of GBV is limited, inadequate and poorly funded across PNG.

Experiences of SH; including unwanted touching, indecent exposure and verbal sexual remarks, are more commonly experienced by women less than 35 years of age. At least 78% of the perpetrators of all forms of violence are men, and the large majority are adolescent boys or young men. Other common perpetrators of violence identified included the police and other market vendors who fight for spaces in the market. Youth unemployment, gambling, and substance abuse have been identified as major contributors to sexual and other forms of violence in the market places.

The results of the surveys did not show a significant difference between the responses of vendors and buyers or patrons in the market, but the perceptions of safety were different for males and females in each market. The markets where most females reported experiencing violence at least once within a 12 month period were Gerehu and Gordons, followed by Tokarara, Malaoro, Waigani and Hohola. However, after the Scoping Study was completed, a number of gang rapes were reported in Hohola market. Males reported experiencing some form of violence at least once in the last 12 months mainly in Tokarara followed by Gordons, Gerehu, Malaoro, Waigani, and lastly Hohola. Many of the males who participated in the Study stated that they feel the markets are safe for them, but they do not think the markets are safe for women and girls unless they are accompanied by a male. On the other hand, many other male participants stated that women and girls feel safe in the markets and only have to take preventive measures to avoid any form of violence.

Markets are also a prime location for commercial sex, and sexual exploitation of young and adolescent girls, in particular. Sexual transactions where women of all ages exchange sex at the markets and vicinity for cigarettes, drugs, alcohol, betel nut, accommodation, transport, and food are also common in all the markets surveyed. The lack of economic opportunities, access to education, illiteracy, and innumeracy leave women, as well as men and entire families at the markets with limited access to income, and is resulting in high levels of sexual exploitation and sexual transactions for basic survival. Those known or identified as ‘sex workers’ were also found to be at high risk of all forms of violence and discrimination including: rape, SH, assault, robbery, threats, intimidation, and stalking. This, in turn, renders those involved in transactional sex and victims of sexual exploitation even more vulnerable to suffering different forms of discrimination and violence both in the markets and in other public spaces.

Women make up about 80% of the vendors and are at greater disadvantage due to less access to education, health care, decision making roles, etc. Lack of education and life opportunity means they lack the skills and abilities to organise themselves to voice their rights, priorities, needs, and concerns. There are limited organised groups within the markets and the few existing grassroots organisations are generally fractioned and divided by ethnicity.
Market vendors associations are non-existent which makes it harder for vendors at the market to voice their concerns and demand their rights with local level government and the markets management.

The Scoping Study does not uncover statistical differences in the types or levels of violence experienced by certain ethnic groups. Fear and anxiety are prevalent amongst males and females of all ages, ethnic groups and socio-economic status. Security service personnel, city rangers\textsuperscript{10}, and the market clerks in charge of tax collection, can often lack adequate supervision, training, willingness, accountability, and capacity to fulfil their roles. They often fail to protect the rights and wellbeing of all users in the market places, and are sometimes perpetrators of multiple forms of violence, in particular against women and girls. Most men and women do not have confidence and trust that they will be adequately protected by the police, the National Capital District Commission (NCDC) market staff, or private security guards in the markets. They also fear retaliation if they inform on or chastise wrongdoers and may be subjected to threats, abuse, or further mistreatment. Most users at the markets rely on their wantoks\textsuperscript{11} or ethnic group for protection and these traditional protection mechanisms can often be abused and lead to increased violence. It is reported that security guards may often provide protection only to their own wantoks and friends.

Female market vendors suffer from extortion on a regular basis. In the absence of guarantees that police or security guards in the markets can and will protect women and girls, and with high levels of unruly and provocative behaviour, women are under pressure to pay public nuisances and potential perpetrators of violence with their produce or cash for “protection” to avoid confrontation or violent incidents. Women vendors who have not been able to find space inside the market premises or feel safer sitting in the periphery of the markets to sell their goods, are sometimes forced to pay double fees otherwise they will face constant harassment and threats both from residents and market clerks, and incur other safety and health issues by sitting on the side of the road.

Lack of management, planning, routine maintenance, appropriate infrastructure and adequate investment in the market places and surrounding areas, has rendered many people more vulnerable to all types of violence and in particular women at higher risk of different forms of SV. Women even refrain from using toilets or other spaces in the markets as they fear being attacked by intoxicated men and boys who roam around the markets. Bus stops, parking lots, and market premises have been all identified to be common hot spots for all forms of violence. Drunken males hanging around the market area and the bus stop have also been reported to constantly harass vendors and buyers. Commercial sex and sexual

\textsuperscript{10} Security personnel recruited by the NCDC to implement NCDC’s informal sector’s laws and to protect women and girls in conducting their sales activities in designated public spaces.

\textsuperscript{11} In PNG Wantok means "someone who speaks my language". It is used to refer to someone that belongs to the same village. The country has over 800 languages and the social structures are based on the wantok system, similar to a tribal or clan system. The wantok system has some socio-cultural responsibilities with the extended family of Melanesian society. People expect to be fed, housed, protected, and to share the assets of members of the extended family.
transactions are often negotiated at the bus stops, and perimeters of the market area. Overall, market users have limited sense of responsibility and ownership for the upkeep of the markets and public spaces, and few understand their role as citizens for making their city a safe and healthy environment. Over 50% of vendor respondents stated that it is the sole responsibility of the NCDC to take care of and improve the markets.

Long-term behavioural change and awareness raising programmes, as well as targeted interventions in the areas of economic development, women’s empowerment, education and participation, health, and sanitation are needed to make the markets of Port Moresby safe and healthy public spaces. However, many of the problems recognised above also stem from inadequate management of the markets within the NCDC. A Markets Division was formed as part of a recent restructuring of the organisation but this was not followed up with a definition of its functions and staffing of its positions. Therefore, the management of various aspects of the markets (e.g. revenue collection, contracting and management of security firms, cleaning contractors and waste removal, repairs and maintenance) has continued to be spread around other NCDC departments and has been poorly carried out.

**Recommended areas of work**

The Scoping Study and the programme design workshops have uncovered many areas that require ongoing long term engagement among partners that range from social behavioural change across multiple areas, to structural institutional rearrangement. UN Women works within a number of areas to address both behavioural and structural issues while recognising its limitations due to the enormity of the challenges that the Scoping Study discloses. The following areas of work are suggested for inclusion in the overall design of the Port Moresby Safe City Programme. Specific recommendations within all these areas are included in the last section of this report.

1. Establish and staff the newly created Markets Division within the central office of NCDC with accountable, transparent and adequate mechanisms to ensure operations and performance of all contractors and staff involved in the market is satisfactory and meets minimum standards. This is considered one of the essential preliminary steps to any actual improvements 'on the ground' in the markets that can ensure the sustainability of the Port Moresby Safe City Programme;
2. Work with men, in particular unemployed youth who hang around the markets selling and consuming drugs and alcohol;
3. Address issues of gambling and substance abuse;
4. Target commercial and transactional sex through economic empowerment of women and girls;
5. Address the issue of sexual exploitation of minors and women as well as risks of contracting HIV and sexually transmitted infection (STIs);
6. Include trainings and awareness on the creation of an enabling environment for children and the importance of it for their healthy development as part of initial awareness campaigns, with a longer term vision to address the issue of children out of school;
7. Enhance the capacities of various service providers that contribute to safety of public spaces, including but not limited to the police and the contracted security guards at the markets;
8. Address issues of sanitation and hygiene to increase the sense of responsibility and ownership of citizens utilising public spaces. Community engagement, ownership and civic responsibility will be crucial for behavioural change;
9. Develop and implement social cohesion, conflict prevention and peace building initiatives that can support the process to address SVAWG, and reduce the common ethnic outbreaks of violence;
10. Invest in the improvement and design of infrastructure, refurbishment and maintenance of markets. It is suggested that government funding is utilised and that designs and plans are done in a participatory manner to ensure markets are inclusive, safe, and sustainable. The lack of maintenance and adequate and
participatory design has rendered many of the spaces in the markets unsafe and a health hazard for all its users.

Conclusion

Targeting the markets of Port Moresby for actions to improve opportunities for the participation of women and girls has the potential to make a tangible and immediately felt difference to the lives of Port Moresby’s women and girls. It also can generate indirect benefits to their entire families in the form of greater household income, and better nutrition and educational opportunities for children. Studies have shown that increases in women’s incomes benefit the health and education of children.\(^\text{12}\)

\[\text{Innumerable studies have demonstrated that gender equality is a precondition for sustainable growth and poverty reduction. Where women are empowered we observe better health and education outcomes for their children as well as a more sustainable use of natural resources. Where women are meaningfully integrated into the labour force we have seen impressive advances in social well-being.}^\text{13}\]

The Scoping Study reveals that 80% of market vendors are women. Safer markets attract more buyers and vendors, and are economically more successful. Markets which are safer also mean less illness and injury to women, girls, men and boys thus increasing productivity and reducing a burden on the health system and the families and children of victims of violence. Markets which are secure, clean and well kept enable the sale of better quality and healthier produce. Conversely, dirty, poorly kept and insecure markets risk the spread of diseases. This arises from the proliferation of rubbish and stagnant water and also, in relation to HIV and STIs, from rape and from unsafe consensual and transactional sex which routinely occurs at Port Moresby markets. The lack clean water, toilets and proper waste disposal make it highly likely that the markets will be a source of diseases such as cholera and malaria.\(^\text{14}\) In addition to this, the constant spitting of betel nut juice everywhere in the markets, poses a high risk for transmission of tuberculosis and other diseases.

The causes of SVAWG, and inadequate protection mechanisms identified in the Study are complex and multi faceted. Some causes need to be addressed across PNG as a whole; while others may be addressed directly at the Port Moresby markets. This report suggests a series of interventions which the Port Moresby Safe City Programme and other partners working in markets can implement to prevent and reduce sexual and other forms of violence in Port Moresby markets. Some are relatively simple interventions directly targeting some of the risks faced by women and girls in the markets. Some must work across the city, given the complexity of violence, and that discrimination against women and girls is endemic in PNG.

\(^\text{12}\) This is also acknowledged in Department of National Planning, \textit{Papua New Guinea Development Strategic Plan 2010-2030}, Port Moresby, March 2010, Page 112.

\(^\text{13}\) UNIFEM (now part of UN Women) and UNDP, Making the MDG’s work better for Women, Implementing Gender responsive National Development Plans and Programs at \url{www.unifem.org.au/LiteratureRetrieve.aspx?ID=51972} 2009. Accessed September 2011

\(^\text{14}\) Note that during the Scoping Study dengue, malaria, sunstroke, and other stomach and throat infections were contracted by at least 10 members of the scoping team during the four weeks of field work in the markets. Most of the markets were found to be a breeding ground for diseases as a result of leaking or open swage, inadequate (or sometimes inexistent) waste collection, broken plumbing facilities, no water, flooding, etc.
**Introduction**

For the last four years, Port Moresby has been ranked as one of the five least liveable cities in the world based on scores in five areas: stability, health care, culture and environment, education and infrastructure. Violent crime in Port Moresby threatens the safety and security of all citizens, and particularly women and girls who live in fear of physical and verbal abuse and assault, and are too often victims of these and other forms of gender-based violence (GBV).

Public spaces and recreational areas for social integration are limited, dangerous and unwelcoming. Due to the limited availability of public spaces, markets and informal trading places are not only used for buying and selling of goods, but also to socialise, gather, meet friends, gamble and drink, among other activities.

The National Capital District Commission (NCDC) manages the city markets. However, the markets in Port Moresby are characterised by weak local government presence, authority, and capacity in market planning, development and enforcement of by-laws, budgeting, management, and maintenance. There is no clear understanding of who is responsible for maintaining public order, and violence in many different forms, is a daily reality. Newcomers and expatriates to the city are warned about the city’s “no-go zones” and in this context are told to stay away from markets and other public spaces, which severely restricts cash flows into markets and informal sector hubs.

Over half of women market vendors in PNG have to bring their children to the market as many of the children do not attend school. Women in PNG suffer disproportionately from poverty and experience major barriers to participation in their communities due to low levels of literacy and education, high incidence of domestic and other forms of VAWG, and poorer access to health services. Papua New Guinea ranks 125/128 in the Women’s Economic Opportunity Index just before Yemen, Chad and Sudan. When grouped within the lower middle income countries, it is the second to last country after Sudan, and it is the last country in the East and South Asia, as well as the Pacific Region.

VAWG and other forms of violence occurring in the market places, severely hinder women’s ability to manage and sustain their daily economic activity, which is an essential core of, or supplement to family livelihoods. Achieving safer markets in Port Moresby will require significant effort and cooperation from a number of stakeholders (e.g. police, local authorities, women’s groups, media, private sector, etc.) to address a problem with multiple causes.

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16 See:
17 The Women’s Economic Opportunity Index defines laws, regulations, practices, customs and attitudes that allow women to participate in the workforce under conditions roughly equal to those of men, whether as wage earning employees or owners of a business.
18 Economist Intelligence Unit, *Women’s economic opportunity* 2012.
SVAWG affects women and girls’ access to opportunities in participating in the informal sector, but it can also lower opportunities and quality of experiences across their economic, educational, social, political and marital life. SVAWG is not the sole impediment to market access and accordingly, this report identifies a number of causes, and makes a number of recommendations to address them. It is possible to address the issue of SVAWG with a series of interventions, some of which can be implemented in the short term, medium term, and some that will require a long term effort to secure real change.

Recognising the importance of markets as a place for women to socialise and to earn income, and addressing the causes of violence and discrimination impeding the access of women and girls to this opportunity, is consistent with the goals and strategies of the three plans which together comprise formal planning for the progress of PNG for the next fifty years. The plans are Papua New Guinea Vision 2050 (Vision 2050), Papua New Guinea Development Strategic Plan 2010 – 2030 (PNGDSP) and the Medium Term Development Plan 2011-2015 (MTDP). The Vision 2050 document does not specifically mention the informal sector, but does identify the importance of encouraging citizen entrepreneurs, setting a goal to “ensure that 50% of our citizens become self employed entrepreneurs”. The PNGDSP advances promotion of the non-agricultural informal sector to secure a livelihood for indigenous entrepreneurs and to encourage progression into the formal sector as a goal. The MTDP points out the importance of small to medium enterprises in PNG and in the cross cutting section, identifies the training of women entrepreneurs as a deliverable of the MTDP.

**Rationale and Methods**

In 2009, UN Women carried out a rapid scan of 25 markets in PNG, and reported that multiple forms of gender-based discrimination are widespread in the marketplaces, including serious health and safety risks, crime, harassment, oppression, extortion, sexual exploitation, and assault. Although it is widely known that multiple forms of GBV are happening in market spaces, limited information has been documented to date regarding the types, incidences, perceptions, causes and frequency of violence in public spaces in general, and in markets in particular.

UN Women with a local research team carried out a Scoping Study in 2011 with the purpose of gathering and documenting information on SH and other forms of SVAWG in the market places. This study aims to inform stakeholders of the nature of the problem and community assets to harness in PNG markets, and provide recommendations for sound programme design, baseline development, and implementation of the Port Moresby Safe City Programme and other projects around markets in PNG.

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19 Department of National Planning and Monitoring, Papua New Guinea Vision 2050, Page 7
20 Department of National Planning and Monitoring, PNG Development Strategic Plan, 2010 to 2030, Page 99
21 Department of National Planning and Monitoring, Papua New Guinea, Medium Term Development Plan 2011-2015, Page 82
22 MTDP, Page 96
23 UNIFEM (now part of UN Women) March 2009, Issues for Women in Melanesian Markets (Prepared by Focus Pty Ltd).
It will also help to inform the design of the local impact evaluation strategy and refinement of the SC GP Impact Evaluation Strategy.

The Scoping Study also aimed to assist programme stakeholders in the selection and prioritisation of markets that will be used as intervention sites of the Safe City Programme. The study was carried out in six of the eleven markets recognised as ‘formal’\textsuperscript{23} under NCDC management. The visited markets were Gerehu, Gordons, Hohola Lareva (previously known as Hohola\textsuperscript{24}), Malaoro, Tokarara and Waigani.

\textit{Methods}

Mixed methods were used to gather qualitative and quantitative data at the six selected markets aiming to capture information on: the places of occurrence, types, perceptions, frequency, and reactions to violence, coping mechanisms to prevent and overcome situations of violence, incidences of commercial and transactional sexual activity, sexual exploitation, as well as other relevant information about informal market management arrangements, infrastructure and security.

The Scoping Study included a mapping exercise, a dot survey, focus groups, individual survey interviews with market vendors and patrons or visitors to the market, and interviews with duty bearers. A total of 480 personal survey interviews were conducted in the six markets, with 259 females (145 vendors and 114 buyers/visitors to the markets), and 221 males (120 vendors and 101 buyers/visitors to the markets). Additionally, 15 focus groups (one to two groups of males and females in each market)\textsuperscript{26} were carried out, and a total of 620 people (363 males, 257 females) participated in the dot survey. The maps developed from each market were also used at the programme design workshops in Hohola, Gerehu and Gordons to allow men and women to identify the spaces in and around the market where they feel most unsafe.

The Scoping Study team consisted of ten university students, one graduate student, one lecturer from the University of Papua New Guinea, a male human rights activist, two informal security personnel, the Chief Inspector of the market of each selected market. The team was co-led by an experienced researcher from Research PNG, a local research and consultancy firm.

\textsuperscript{23} Malaoro market is listed as a semi-formal market by NCDC as it was set up and partially managed by the nearby supermarket.

\textsuperscript{24} For the purposes of this study, Hohola Lareva market will only be referred to as Hohola.

\textsuperscript{26} A total of 21 adult males, 42 adult women, 18 teenage girls, and 26 teenage boys were part of the focus groups.
of the Family and Sexual Violence Unit at the Royal Papua New Guinea Constabulary (RPNGC), and one international consultant from UN Women to lead and coordinate the study. The results of this research were validated during the participatory programme design workshops in February 21, 23, 25, of 2012 with the assistance of NCDC staff, ward councillors and other community leaders. The design workshops were informed by a Guidance Note developed for participating cities in the SC GP, entitled “Guidance Note for Developing a Programme Design” (UN WOMEN 2011).

The Study gathered and documented qualitative and quantitative data on GBV and other forms of violence taking place in six markets of Port Moresby. It aimed to understand how men and women experience violence differently in the city, and what the main drivers of violent behaviour in urban public spaces are, in order to inform the design of a programme that will have a successful impact in the lives of women and girls by addressing the needs of all citizens in Port Moresby.

**Literature Review**

The will of the Papua New Guinean people, as articulated in the *Constitution of the Independent State of Papua New Guinea* (the Constitution), expresses a clear commitment to the equality of all citizens.\(^\text{27}\) The National Goals and Directive Principles emphasise the importance of equality of opportunity for all citizens to take part in the political, economic and social life of the country and the equal participation of women in all political activities. They are also a passionate call to action, for the citizens of the newly independent state to create the kind of society they wish to share together. The qualified rights set out in the Constitution also state that citizens have the same rights, privileges and obligations irrespective of sex.

In addition to the obligations created by its Constitution, PNG has also committed to a number of domestic and international policy and legal obligations to address the position of women in PNG. For example, the PNG Platform for Action, the Millennium Development Goals, the PNG planning documents including Vision 2050, the PNGDSP and the MTDP, the Pacific Plan, and the Convention to Eliminate all forms of Discrimination Against Women (CEDAW). When Papua New Guinea became signatory to CEDAW in 1995, the Government of PNG made a commitment that “the women of Papua New Guinea would not be denied their enjoyment of human rights because of gender discrimination”.\(^\text{28}\) Papua New Guinea has also ratified other international and regional platforms for the advancement of women.

A review of recent reports on women’s participation in the political life of PNG will confirm that the Constitutional goal of equality and participation and other international and domestic commitments

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have yet to be met. Gender inequality in PNG is widespread, and achievements to date have been poor.\(^{29}\) PNG ranks 124 out of 157 countries for the Gender-related Development Index (GDI)\(^{30}\) and 145 out of 177 countries for the Gender Empowerment Measure (GEM).\(^{31}\) PNG is 119 in a ranking of 121 countries for women’s political participation”.\(^{32}\)

The promise of equality remains unrealised. “Women in PNG enjoy neither freedom of movement nor equal protection by the law”.\(^{33}\) McLeod (2005) reveals that up to 70\% of women surveyed feared the likelihood of being raped and physically assaulted, which severely restricts their freedom of movement. Amnesty International (2006) states that the women of Papua New Guinea are still waiting for the government to fulfil the commitments it has made in ratifying international conventions and platforms. In addition to this, Dr. Richard Eves, Anthropologist on Social Change in PNG, says the PNG government lacks the political will “to translate international commitments into action”.\(^{34}\)

**Violence against Women**

The studies that have been done show that all forms of VAWG are endemic and pervasive in Papua New Guinea but data on the forms and occurrence are limited.\(^{35}\) Boamah and Stanley (2007) have also stated that gang rape, assault on women, and domestic violence is on the increase.\(^{36}\) Overall, the levels of sexual violence seem to be alarmingly high in particular with children under the age of 18. A study carried out in 2008 in the National Capital District, Western Highlands, Morobe and Western Province found that 27.5\% of the 415 women interviewed had been sexually abused under the age of 16 years; 18.6\% reported that as children they experienced unwanted sexual talk; 13.1\%, experienced unwanted sexual touching, 8.2\%, by having to touch their offender; 9.7\% by sexual penetration, including several who reported that they were raped by multiple men; and 1.0\% reported sexual exposure by the offender.\(^{37}\) A Doctors without Borders report from 2011 states that a large number of the patients who receive care for SV in their two clinics based in Morobe and the Southern Highlands Provinces, are children under the age of 18 (49\% Lae and 74\% Tari).\(^{38}\)


\(^{30}\) The Human Development Index (HDI) measures average achievements in three basic areas: a) a long and healthy life (measured by life expectancy); b) knowledge (measured by adult literacy rate and combined primary, secondary and tertiary gross enrolment ratio); and c) a decent standard of living (measured by GDP per capita (purchasing power parity in USD). The Gender-related Development Index (GDI) adjusts the average achievements measured by the HDI to reflect inequalities between men and women in the same areas. See UNDP website at [http://hdrstats.undp.org/indicators/268.html](http://hdrstats.undp.org/indicators/268.html) accessed February 2012.


\(^{34}\) Eves, R., 2006:12 *Exploring the Role of Men and Masculinities in Papua New Guinea in the 21st Century: How to address violence in ways that empower for both men and women*. Sydney: Caritas Australia.


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Causes of Gender Based Violence in PNG

Intimate partner violence or “wife bashing” is reported to be the most common type of VAW in Papua New Guinea. The Law Reform Commission’s 1992 Report on Domestic Violence identifies two levels at which the causes of domestic violence can be sought in PNG. The first level of causes was termed surface causes that “spark” or “trigger” a fight between spouses, partners and other family members. These triggers included sexual jealousy, failure of a wife to perform her duties (this includes cooking for her husband and having sex), and dislike for the spouse. The second level of causes identified was termed “underlying causes”. These included the unequal status of men and women in society, stress from social changes in family life, and poor communication between spouses. Alcohol and financial problems were noted as contributing factors that aggravate domestic violence, but are not direct causes of it. Other factors such as cultural beliefs and practices such as bride-price and polygamy perpetuate violence against women (VAW) in condoning men’s control over women.

During the visit of the Special Rapporteur on VAW, Rashida Manjoo, in March 2012, she noted that VAWG begins in the home, community and institutional settings. She stated that “domestic violence is socially perceived as a normal aspect of a woman’s life and a family matter that should not be discussed publicly. Therefore, the first obstacle faced by women victims is the inability, and consequently the reticence, to disclose or report the suffering they are encountering at home. This reluctance is exacerbated by a general lack of support from the family and the community.”

Gender Based Violence in Urban Public Spaces

According to Human Rights Watch, female street vendors are amongst the most vulnerable groups who are targets of violence, especially by the police. Human Rights Watch further reports that “police continue to use violence against and extort money from street vendors”. In Port Moresby, male youths known as “city rangers” have been recruited by the NCDC to implement NCDC’s informal sector’s laws and to protect women and girls in conducting their sales activities in designated public spaces. However, city rangers have been accused of assaulting women and girls and stealing their goods from formal and informal markets in Port Moresby.

Fieldwork conducted in 2002 by Health-Education-Livelihood-Participation (HELP Resources) an NGO in PNG reported that VAWG in public spaces includes SH and sexual assault. The use of weapons such as

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40 PNG Law Reform Commission 1992. IMPORTANT NOTE: This report is based on a study carried in 1983.
guns, knives, swords or blades to conduct criminal activities and commit VAWG, forces women and girls as well as other vulnerable groups such as older citizens to always walk in pairs or groups to provide them with more security.46

Support Services for Survivors of GBV in PNG

According to Amnesty International, government services for survivors of GBV in PNG “are in a state of dire neglect”.47 Doctors without Borders (2011) reports that the commitments made in policy documents including the 2011-2010 National Health Strategy, have not translated into clear guidance, leadership and medical expertise to address issues of family and SV across the country. A study by Oxfam International (2010) on the provision of services in NCD reveals that referral systems and proper services for survivors of GBV are limited. The report states that there is currently “no national strategy or policy guidelines or other mechanisms” on GBV to use as benchmarks to meet international standards such as the ones set by the United Nations (UN). Hence, service provision to survivors of GBV is ad-hoc and intermittent.48

The PNG Law and Justice Sector and the Police Department through the Family and Sexual Violence Units (FSVU)49 and Sexual Offences Squad (SOS) are the main government organisations that assist victims of GBV. However, since their establishment in 2008, the three pilot FSVUs in NCD report seeing an increasing number of women seeking police assistance. It is reported that in the FSVU at Boroko there are about 15-20 women seeking help daily, 5-10 at Badilli and 15-20 at Waigani. However, the units are stretched and “the current allocation of police personnel (8 in total for the three units in Port Moresby) cannot adequately respond to the increasing number of victims seeking help. In the majority of cases officers are unable to sufficiently investigate cases or affect an arrest, which has resulted in an ‘enormous’ backlog of unsolved crime reports.” 50 The Boroko FSVU can only attend about three women per day. Complaint statements are being taken from victims and then “referred to the magisterial services for an Interim Protection Order (IPO), to the SOS, the Criminal Investigations Division (CID) or their files are retained for investigation within the unit, if time and manpower permits”.51 The SOS units were established in the 1980s. The largest SOS is located in Boroko, NCD with an allocated 11 positions. However, for many years the division has had only five officers including the Officer in Charge (O.I.C). The SOS receives between 10-30 cases of rape per month, but despite all the efforts, the unit is only able to prosecute and investigate about 20% of the reported cases.52

A baseline survey report on the RPNGC’s response to GBV notes that Faith Based Organisations (FBOs) and NGOs are the largest providers of services to GBV survivors, but that many of these organisations

46 Boamah, S. & Stanley, J. 2007: 10
47 Amnesty International 2006: 56
49 There are currently pilot units in the Nations’ Capiatal located at Boroko, Badili and Waigani Police Stations.
51 Ibid. Page 4
52 Data from SOS Unit in Boroko, NCD.
are small, volunteer-run and under-funded and can therefore assist a small number of GBV victims. “Service providers generally lack the technical capacity to provide services based on best practices established in other countries.”

**Available Data**

Prior to the development of the tools for the Scoping Study, an extensive search was conducted of available data and research on VAWG in NCD, and other forms of violence in markets and other public spaces. Several NGOs and government entities, service providers, police stations, and court houses were contacted to examine the availability of information. However, data collection mechanisms with police, service providers and the judiciary systems are weak or nonexistent across PNG. Data collected by the RPNGC is often not disaggregated by gender, age or specific type of GBV offence committed. Most of the cases and complaints filed to the police are kept as hard copies, which also makes it difficult to follow up or carry out an analysis of the existing data.

The study by Oxfam International in 2010 on service provision in NCDC also concludes that improved data collection mechanisms are necessary for the development of effective programmes and interventions to target GBV and is recognised as a priority by most stakeholders. Amnesty International (2006) also reports that the police crime statistics are unreliable, inconsistent and incomplete, and do not provide much insight into the extent of VAWG in PNG.

**Existing data on Sexual Violence in NCD and Violence in Markets**

Data from the monthly reports of UNDSS for rape and other sexual offences in the NCD was obtained and analysed. Data on incidents that occurred since 2008 in or around the six markets surveyed was requested from four police stations in the vicinity of the selected markets.

The data from UNDSS show that the total reported cases of rape have increased since 2008 in the NCD reveals. However, underreporting of rape and other types of SV has been recognised as a major problem across the country and these statistics may not provide a full picture of the extent of the problem. The data also shows that only 20% of the reported rape cases and 27% of other sexual offences resulted in the arrest of the perpetrator. The data obtained is not disaggregated by age, sex or place of occurrence, so it is difficult to make any further conclusions from these figures. A couple of inconsistencies were also found in the reports. For example, in December 2010, there were more arrests than reported cases of rape. It is not possible to determine from the data whether the arrests were related to complaints lodged earlier in the year. The data were also in a different format for some

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54 Ibid. Page 60
56 Oxfam, 2010:24
57 146 rape cases were reported in 2008, 174 in 2009, and 198 in 2010.
months where attempted rape was separated from other sexual offences and rape. For the purposes of this report, attempted rape has been grouped with other sexual offences in the four months that the data were provided in a different format.  

Source: UNDSS Database

For incident reports in the market places, only Gordons and Hohola police stations provided the requested data, but the data were incomplete and it took 3 months to get the information in hard copy. The results from the incomplete data collected in the two police stations show that over a period of three years, the two police stations have received 310 incidents reports in the market premises or the surrounding areas. There have been 131 reports from females (96 at Gordons and 35 at Hohola in the 11 months for which data was obtained) and 178 incidents reported from males (105 at Gordons, and 73 at Hohola). Most of the incidents reported at both markets were robbery and assault. Females reported 10 cases of sexual assault and one case of rape. From all the reported cases, 66% are still listed as pending follow up. Although the data set provided by the police is incomplete, the Scoping Study results reveal a high degree of underreporting of incidents occurring in or around the markets. Thus, it is likely that the data collected from the police stations only represent a minimal portion of the occurrences of violence in the market places. The Scoping Study results that will be presented in the following sections show that most victims of SH and other forms of SV have little confidence in the police and prefer to solve the matters on their own, through their wantoks or simply choose not to do anything about it.

58 Attempted rape and rape were separated in the reports for January, September, October, November 2009 and December 2008.
59 The data for Gordons police station only covers 2 months of 2008, 6 months of 2009 and 3 months for 2010. Hohola police station provided 3 months of data for 2008 and 8 months for 2009.
Scoping Study Results

Markets Background & Mapping

The overall management, upkeep, maintenance and security of all fresh fruit and vegetable markets in the Nation’s Capital, Port Moresby is the sole responsibility of NCDC.

The NCDC Health Division managed the markets of the city since 1980’s, but fee collection, contracting of security companies, cleaning and maintenance is carried out by different divisions within NCDC. In 2011 a restructuring of NCDC’s divisions began taking place and a Markets Division was created to be made fully responsible for all the operations of the markets of the city. As of the drafting of this report, the Markets Division does not have any clear defined responsibilities. Different responsibilities at the market are still managed by different divisions in the organisation which lack coordination, management and quality control of services provided and many staff positions have not been filled.

The Markets Division is comprised of one markets manager, three supervisors and 33 market attendants/clerks with a central office located in Gordons market. The markets manager and his supervisors oversee a total of eleven formal markets in the city. However, only 6 of the 11 recognised markets are currently functioning. Each day, the market clerks are deployed to each of the formal market sites to collect fees from the vendors and perform other administrative duties. A substantial amount of fees are not banked by NCDC either because traders refuse to pay (they claim it is because of poor facilities) or the money goes missing under the responsibility of the market clerks.

Tokarara Market

Tokarara market was established in the early 1990s and for several years, it was a safe and lively market. In 1996, a car ran into the main gate of the market and killed several vendors. Immediately after the car crash, the wantoks of the people killed attacked the driver and his ethnic group. When the police arrived to stop the fight, the police and vendors involved in the fight destroyed all the market tables and vendors were all chased out of the premises. Since then, the inner area of Tokarara market is almost empty with no proper benches or shelter left. All the vendors selling food sit outside the market premises in the car park besides the road. Only betel nut and cigarette sellers occupy a small corner inside the market. The rest of the areas are used for gambling, and selling of drugs and alcohol, which limits the amount of people who venture inside the market premises.

There are no security services at Tokarara market and since the accident in 1996. NCDC has not put the essential facilities in the market such as shelter, tables and benches for the vendors, or proper water and sanitation facilities. Toilets are available in the market but are extremely unsanitary and unsafe. The toilets are located in the right end corner of the market near the bushes. Market vendors reveal that females often refrain from using the toilets, given that there are usually a high number of intoxicated
males who hang around the toilet area. Alcohol and substance abuse are a noteworthy problem at this market. In the afternoons intoxicated youth pick fights amongst themselves and often harass and steal from vendors and market buyers.

Figure 1.1

_Gerehu Market_

Gerehu market was established in the 1970s and was also a small and peaceful market. Since the mid-90’s, stealing and harassment of vendors have become the norm, and still remains a challenge to date. As a result, many of the vendors (in particular those from Central Province selling fish) decided to move out of the formally established Gerehu market and went to the Rainbow Market, which provided a safer space for them. Those who have established the informal Rainbow market are occupying the land of a local business with no authorisation. Despite the mass exodus of vendors to Rainbow market, those who remain at Gerehu market have limited security.

Gambling and substance abuse are serious problems at Gerehu market. Currently, NCDC contracts Timakali Security to provide security services to the market. The contracted security firm has three male staff present at the market that are perceived by interviewees to be too old to do their job, and according to most market vendors are unable to provide any protection to vendors, buyers or the assets of the market. All the shelter, tables and benches have been taken up by men who sit in the market.
premises drinking, gambling, and selling and consuming drugs. The security guards are reported to also participate in these activities and harass vendors on a regular basis. Drugs and alcohol are also heavily consumed in the recreational areas surrounding the market (see Figure 1.2). During the programme design workshops, it was reported that some people live permanently in the market premises, in addition to the couple who have illegally set up their house in front of the toilets. A cleaning contract has been awarded to the man who has illegally built his house next to the toilets and illegally fenced the area.

Gerehu market is also reported as a prime location for sex work and sexual transactions. This situation reported to be happening in several locations within the market premises in particular the court house, in public toilets, and in the surrounding areas including the sports fields. The Study also found that those living at the market have been running a prostitution business during the night, involving girls as young as nine years of age. Sex is exchanged at the market (mainly by females) for food, cigarettes, betel nut, alcohol, drugs, accommodation, and car rides.

During the programme design workshops, the spaces identified as most unsafe for women were the toilets, the squatter house next to the toilets, the sports field right next to the market, and the village court. Most women do not even venture near the benches and shelter provided. For most men, the space perceived as most unsafe are the tables and shelters where gambling and drinking take place.
Important note: Between January 27 - 30th, 2011 a violent clash between groups of Enga and Hela province in the vicinity of Gordons market, resulted in the death of several people and the closure of Gordons market for over three weeks. The Scoping Study in Gordons market took place two days before the clashes began and thus the impacts of this event may have caused significant changes on the perceptions of safety and security in the market. The closure of Gordons market caused a notable spill over effect in other markets during its closure. Thus the scoping study results for Malaoro and Waigani may be different than previously expected.

Gordons Market

Gordons is mainly a wholesale market that was established in the 1970s. It is one of the oldest and busiest markets in Port Moresby with an estimated flow of 2000+ people each day. In the early 1990s security issues began to arise following the establishment of a second-hand clothes outlet near the market.

The second-hand clothing area was a safe haven for criminals and thugs who could disappear and hide between the clothes after snatching bags, holding up and robbing buyers, and attacking and raping women. The second-hand clothing outlet was demolished in the late 90s due to the several cases of rape and gang rape occurring in the area. Despite this, clothes vendors went back to the market to set up their business attracting the same kind of problems as the previous outlet. For several years, incidents of robbery and sexual assault were reported in the second hand clothes area until these
vendors were permanently removed from the market in 2006. This space is currently occupied by cooked food vendors and some clothes sellers.

Other safety issues also began to arise in the late 90s - early 2000, when betel nut sellers set up their tables outside the market by the parking lot. This attracted drunkards and drug peddlers that continue to be present in the market and have become one of the major security issues as they are reported to be amongst the most common perpetrators of violence. However, the surveys and other interviews reveal that it is not only drunkards or drug addicts who are mainly perpetrating violence, but it is also adult, adolescent and young men who are not under the influence of alcohol or drugs as well as other market employees.

Gambling and the selling of drugs and alcohol have also become a major problem. These activities mainly take place outside the market by the parking lot. Gambling, alcohol and drug sales and abuse seem to be amongst the main drivers of violence. Many unemployed adult males and youth congregate in the vicinity of the market and constantly harass vendors and buyers. The police have tried to eliminate sale and consumption of drugs and alcohol but to date all attempts remain unsuccessful. During the programme design validation workshops, it was mentioned that some police officers are involved in the criminal activities occurring at the market. Some police officers have been reported to work in collaboration with those selling alcohol and marijuana.

Several security companies and the police have tried to restore peace and increase security measures in the market, but have also been highly unsuccessful. There is a police station located a few steps away from the market, but there is a lack of capacity in terms of training and human resources to handle all the problems arising from Gordons market. In fact, market vendors have also reported that when a perpetrator is taken to the police station near the market, they are released and are allowed back into the market within less than one hour of being detained. The station keeps a hard copy record on incidents happening at the market and the surrounding areas, but these data rarely feeds into the RPNGC database.

VAWG committed at the market range from bag snatching, intimidation, SH and pick-pocketing. Rapes, pack rapes and murders have been reported to take place in the market premises and toilets as well as the vicinities including the bus stops and the parking lot. The findings of the Study also show that men from all age groups are also constant victims of violence, including sexual violence in this market. The bus stops, parking lot and market premises have all been identified to be common locations for all forms of violence.

Commercial and transactional sexual activities are also occurring in and around the market in particular in the betel nut market and gambling area as well as the bus stops. Those known to be involved in commercial sex experience extremely high levels of violence at the market and in other public spaces. There have been reports of women who are known to be sex workers that have been stripped, assaulted and robbed by several men at Gordons market.

60 The RPNGC database only captures serious crimes such as rape, murder, break-ins, stolen motor vehicles, etc. All petty crimes are not captured and fed into the national database.
The toilets in the market appear to be leaking sewage into the market. The market floods when it rains and vendors continue to sell their produce sitting in the ground. Cleaning contractors are reported to sweep rubbish into the drain and charge additional fees to market vendors for unclogging the drain. There is a live chicken market area on the periphery of the market. Chicken manure and dead animals are not properly disposed, which also poses obvious sanitary risks.

During the programme design workshops, the spaces identified as most unsafe for women were bus stops 3, 7, and 8, the old second hand area where most drug sales and gambling take place now, and gates 1, 2, and 4 (see figure 1.3). The bus stop areas and the crowded main entrance are where women report most cases of SH. For male participants, gates 1, 2, 4, and 5, bus stop 3, and the drug selling and gambling area are recognised as the most unsafe. Both men and women recognise that the old second hand area has become even more unsafe since a wall was erected next to bus stop 7. The initial idea of putting this wall was to contain problems or fights occurring in that area and preventing spill over into bus stops and the market; however, all it has done is concentrate the problem areas into a smaller space which tends to push fights into the market. This negative outcome of an initiative to contain and prevent further violence in the markets is another reflection of a poorly designed infrastructure measure that did not take into account people’s needs and identified fears.
**Gordons long term plan:** Police presence was put in the market to monitor the situation and crack down on illegal activities shortly after the reopening following the ethnic clashes of early 2011, but were removed a few weeks after that. There were several plans and ideas for Gordons to ensure the stability and security of the marketplace, including outsourcing the management of the market to a private company and slowly reducing the importance of it by opening other wholesale markets in the city, and possibly separating ethnic groups in different markets. None of these plans materialised as of the drafting of this document and NCDC is now working with UN Women to develop a long term plan to improve the situation of violence at Gordons market. During a meeting on February 1st, 2011 between the government, police and clan leaders of the two ethnic groups involved in the clashes of January 2011, the Governor of NCD, Hon. Powes Parkop, acknowledged that the United Nations through UN Women’s Port Moresby Safe City Programme was “on board working with NCDC in improving safety in the markets, but that citizens of PNG need to take ownership as it is not the sole responsibility of NCDC, police and other leaders to develop a solution towards peace and stability in the markets”.

Figure 1.3
Hohola Market

Hohola market used to be located near the bus stop by RH supermarket. However, due to overcrowding, lack of proper sitting arrangements, and its proximity to the road and bus stop, in late 2010 the Governor of NCD decided to relocate it a few hundred meters away on top of what used to be a public garbage dump. The new market lacks many essential services such as running water, toilets and permanent shelter. The Governor stated that the facilities would be installed shortly after the market was opened, but as of the final revision of this report (August 2012) no facilities have been developed. Vendors and community leaders have expressed deep frustration and discontent due to the time it has taken to put these essential facilities in place. Furthermore, all the chairs and tables that were provided for vendors are completely empty. Vendors prefer to sit on the dirt floor or use their own tables that they bring to the market. Some vendors have stated that the chairs and tables provided by the government are not appropriate for selling their goods or simply do not want to use them to show their discontent with the market being moved without providing proper facilities.

Gambling is not as evident in Hohola as it is in other markets, but according to the results from the dot survey it also happens within the market premises and surrounding areas. Drug and alcohol sales and consumption are happening in the vicinity of the market as shown on figure 1.4. Commercial and transactional sex, also happen inside the market and the vicinities including the bus stop and under the trees located by the playground where drugs and alcohol are sold.

During the Scoping Study period, there was no overgrown grass or large bush areas around the market. Incidents of violence were mainly reported to be occurring by the bus stop and by the food stalls inside the market. However, during the validation workshops and filming after the Scoping Study was completed (February-October 2012), three gang rapes of young females occurred in the market and vicinity (overgrown grass area, garbage disposal and inside the market). Market vendors and users as well as community leaders reported that from June to December 2011, there were shacks and containers being used as brothels in the perimeter of the market. The women involved in these businesses were said to be between 17-40 years of age. These shacks and containers had been initially built to provide shelter and storage facilities for the goods sold and were removed by the market management and the police in late 2011. To date, there are reports of people still living inside the market in old refrigerators.
During the programme design workshops, men identified the betel nut sales area and the corner by the playground where drug and alcohol sales take place as the most unsafe. Women identified the edges of the market where the empty chairs and the illegal shacks are placed as well as the old toilet area and the bushes as most unsafe.

Ethnic conflict and grievances amongst vendors and visitors to the market and surrounding areas appear to be significant at Hohola. Stop Security Services company has been hired for providing security services to the market; however, it has been reported that the security guards only provide protection to their own wantoks. Many people in the residential areas want the market to be moved or closed.

The management of the market has been left to the responsibility of the community and the market users. However, the community leaders have noted that they do not have the capacity or financial support to establish order in the market, develop bylaws and put the necessary infrastructure such as running water, toilets and shelter. The local community leaders have approached NCDC and UN Women for support on these matters and are now working in collaboration with the Port Moresby Safe City Programme.
Malaoro Market

Malaoro\(^{61}\) market was established in the late 80’s and was a small betel nut and vegetable market located close to the then fenced car park area of Malaoro supermarket. The market has expanded in recent years as many of the vendors from what used to be Boroko market have moved to Malaoro.\(^{62}\) The market was initially established by the nearby supermarket. There was no consultation or formal arrangement between the supermarket and NCDC on who would be responsible for garbage collection, security or stall fees. NCDC has security and waste collection contractors for this market; however, the security personnel paid by NCDC are rarely seen at the market.

For many years, Malaoro was a very safe market and residential area, but in the late 90’s, problems began to arise. Bag snatching, pick pocketing, SH, verbal abuse and threatening became a daily occurrence. Malaoro market has no fencing around it and while the market looks relatively clean and safe from the outset, the bus stop and surrounding market areas are hot spots for violence, which is reported to be getting worse every day. Compared to other similar fresh fruit and vegetable markets, Malaoro market is cleaner and is known to be relatively safer for both vendors and buyers.\(^{63}\)

There is limited presence of NCDC as it is recognised as a semiformal market. There are no security guards present despite the existence of a contract to City Force Security Services from NCDC and the Cop Shop established by the management of the Malaoro supermarket. Toilets or water facilities are non-existent. Random criminal activities at the market are reported to be committed by youths from the nearby settlements. There is no evident gambling in Malaoro, but drunken males hanging around the market area and the bus stop, have also been found to constantly harass vendors and buyers. Negotiations for commercial and transactional sex also occur in the bus stop and perimeters of the market area. It has also been reported that men who are characterised by respondents as “girlie girlie” or homosexual are sexually harassed and assaulted around this market.

Vendors, in particular female vendors who have not be able to find any space in the main designated market space, sit on the right side of the market on the walkways of the residential area (see figure 1.5). The vendors who sit in this area normally have to pay double fees to market clerks and those who reside in the houses next to the market. The residents claim vendors are occupying their private space, when the walkway is actually part of the street public area. The NCDC market manager has stated that market clerks should not be collecting fees from those vendors who have to pay fees to the residents, but the interviews from the focus groups revealed that the women sitting in the walkways are forced to pay double fees otherwise they will face constant harassment and threats from both the residents and market clerks.

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\(^{61}\) Also known as Manu market.

\(^{62}\) The land in Boroko was given to the Central Provincial Government for the construction of a new market, but to date there is no indication as to when of whether this will happen.

\(^{63}\) The results from the other tools utilized in the Scoping Study revealed that Malaoro market is not a safe as previously thought and that males and females constantly experience violence in different forms.
Waigani Market

Important note: This study was carried out in the temporary Waigani market as the current market was still under construction at the time. The Scoping Study team carried out the interviews, dot survey and focus groups at the temporary Waigani market three days after Gordons market had been closed. The spill over effects from the closure of the main wholesale market in the city, were noticeable at this stage mainly in terms of higher inflows of people, feelings of uncertainty and higher insecurity. There were many vendors who were selling at Waigani for the first time as they did not have anywhere else to go. The inflow of people to Waigani was also higher than normal and uncertainty about the future of Gordons and the impact this could have on other markets in Port Moresby began to be evident both with newcomers and long time sellers at Waigani.

The temporary Waigani market where the survey team carried out the scoping was established as a provisional site in late 2007 while the old Waigani market was being reconstructed. The construction of the new market was expected to take a year and a half, but it took almost four years to complete. The temporary market was located along Waigani and Mokohara roads on the side of an open drain, opposite the Waigani police station (see figure 1.6)
The hygiene conditions at Waigani temporary market were breeding ground for diseases. Vendors sat and sold their fruits and vegetables next to the open sewage, mud and rubbish. The temporary market was on an open area with no fence, clean water or toilet facilities. Throughout the almost four years that vendors were moved to the temporary market, there were no plans or temporary measures put in place by the market management to put up temporary clean water or toilet facilities.

The temporary market was not perceived to be safe though it was right in front of the police station. There were no security services provided for the temporary market; however, Wap Co Security Services was contracted to provide security service for the new market.

Gambling activities, drug and alcohol consumption, and commercial sexual activity are most commonly seen at Waigani betel nut market, which is located behind the police station and the second hand shop. A spill over from these activities was reported at the temporary Waigani market due to fights between the gamblers and drunkards in the vicinity.
Negotiations for commercial and transactional sexual activity for basic survival were reported to be happening in the market with girls as young as 16-17 years of age. Women and young girls are reported to be harassed and assaulted at the bus stop. Many intoxicated males went from the betel nut market area to sit in the right hand corner at the back of the temporary Waigani market to consume drugs and alcohol.

Waigani has a high rate of visitors as it is surrounded by some of the city’s largest settlements. Unlike the other markets surveyed, there was no clear leadership to ensure the upkeep of the market or promote citizens’ rights in the temporary Waigani market. At the time of the drafting of this report, it is not clear what the security situation at the new market is. However, it has been reported that due to the absence of strong or evident management by NCDC in the new market, the infrastructure conditions and services are deteriorating. NCDC continues to pay for the cost of running the market; however, all stall fees are collected by the local community and are not returned to the revenue section of NCDC which undermines the sustainability or improvement of the market.

Wantok system and ethnic divisions

Though it is highly evident that the wantok system is the main protection and safety mechanism in the markets, it would be erroneous to conclude from the information provided that violent acts are conducted based on ethnic divides. Thus, it is important to highlight the vulnerabilities of those identified as “targets” or most common victims of violence, and identify the factors that render these groups more or less vulnerable, including ethnicity. Another important thing to consider in further research is that each market has normally one or more predominant ethnic groups, and this needs to be taken into consideration when drawing further conclusions from the situation at each market.

The ethnic clashes at Gordons market in 2011 happened as a result of the snatching of a cell phone by the entrance of the market car park. The wantoks of the woman (from Enga province) whose phone was stolen attacked the wantoks of the one who stole her phone (originally Tari - from Hela province in the highlands region). This incident escalated to a disproportionate level resulting in the violent murder of several people in the market’s parking lot. It was also reported that people who were not involved in the incident were chopped with a bush knife in broad light while waiting for the bus because they belonged to the same ethnic group as the woman who was robbed. Whether this woman was robbed because she belonged to a certain ethnic group is unknown, but the impacts of ethnic divides are certainly reflected in the actions taken by the people when any violent incident occurs.
Grassroots Groups and Community Leaders

There is limited leadership and grassroots/community organisation between market vendors in all of the intervention sites. During the Scoping Study, there were a few spokespersons identified for Tokarara, Gerehu and Gordons.

Most of the leaders identified in the markets are men and there were no organised community groups identified. A second assessment was carried out a few months after the Scoping Study, to indentify who were the leaders that the market vendors would seek assistance from when solving disputes or discussing issues at the markets. The ward councillors and some village court magistrates where identified as important community leaders that could assist in the mobilisation and formation of community and market groups to support the implementation of the Port Moresby Safe City programme. A youth group from the Gerehu area who works with many of those who drink, gamble and consume drugs in the market has also been identified for potential participation in the programme. The programme design workshops revealed that almost no women and men market vendors and users had ever been involved in a consultation process for the markets and community improvement. Thus, there is great potential for community mobilisation and engagement through the Port Moresby Safe City programme. However, the capacities of the communities to organise themselves and engage in local level dialogue are very limited and ethnic tensions and divides pose a major challenge for sustainability and community cohesion. It is also important that the NCDC and local level government engage in community dialogue and consultations and ensure the equal participation of men and women from all ethnicities at all the markets, not only Hohola and Waigani.
Summary of Findings & Recommendations

A recent UN Women Pacific Markets literature review identified the need to gender mainstream approaches to market administration, maintenance and governance.

All of the available evidence and analysis suggests the pressing need to develop a strategy for mainstreaming gender in marketplace development and governance. Women market traders need to have a voice in any and all initiatives that concern their place of work. Part of the way forward lies in considering market trading as real and valuable work, rather than a devalued feminised occupation with associated lower prestige and reduced possibilities for upward mobility. More specifically, markets need to form a central focus of town planning efforts, including the development of safe and hygienic marketplaces with adequate sanitary facilities. Women need to be directly involved in these efforts. Women market vendors particularly need support to organize, educate and empower themselves to proactively engage in dialogue with the city and town councils that are most often responsible for supervising and managing the operations of Pacific Island markets.  

Summary on key findings in the markets surveyed

i. Gambling, alcohol and drugs are a major problem in public spaces within the vicinity of the markets and inside including bus stops, shops, parking lots, playgrounds, and sports fields.

ii. The market with fewer reported incidences of personal and witnessed violence was Hohola, followed by Malaoro and Waigani.

iii. The market where most rape was reported by females (in proportion to the number of respondents) was Gerehu followed by Gordons, and as noted before, more recently Hohola has seen a rise in rapes and pack rapes. The market where most cases of rape have been witnessed by males and females is Gordons, followed by Gerehu, Tokarara and Malaoro, and Hohola.

iv. The market where most unwanted touching and indecent exposure was reported by females was Gordons, then Hohola, Malaoro, Waigani, and lastly Gerehu; while males reported Malaoro first, Gordons second, Waigani third, and Gerehu fourth. For witnessed unwanted touching and indecent exposure (reported both by males and females) the first market is Gordons, then Malaoro, Hohola, Gerehu, Waigani and lastly Tokarara.

v. The market with a larger proportion of verbal sexual remarks experienced by females is Malaoro, followed by Hohola, Gerehu and Gordons. The highest proportion of witnessed verbal sexual remarks was in Malaoro, followed by Hohola, Gerehu and Gordons.

vi. There are serious sanitation issues in all markets especially in Gerehu, Gordons, Hohola, and the previously in the temporary Waigani market. None of the markets has proper waste disposals, some markets have garbage incinerators but there is trash everywhere in the markets. The toilets are highly unsanitary despite the fee charged for their usage. Vendors sit and sell their

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fresh produce and cooked food next to open sewages, mud and garbage. Spitting of betel nut everywhere in the markets also poses obvious health and sanitary risks.

vii. Village Court hearings are carried out in some of the markets. Some issues that happen in the surrounding communities and in the markets are solved through the village court and are sometimes settled via compensation. The degree to which these village courts protect the rights of women and girls is unknown, but it has been shown that the application of the law by the Village Courts often results in discrimination and unfair settlements against women.

viii. Many of the markets appear to have been safe some 15-20 years ago. The negative impacts of the rapid urbanisation the capital city has had in the last decades is reflected in the current situation of the markets, as the lack of urban planning and development of public spaces has caused other major problems such as high unemployment rates, alienated and delinquent youth, increase in violent crimes, and drug and alcohol abuse.

ix. Ethnic tensions contribute to the perpetuating cycle of violence. Social cohesion is virtually non-existent and there have been limited or no interventions related conflict prevention, peace building and community building that can also address issues of gender based violence.

x. Issues are commonly resolved with violence. Women in the markets also fight amongst themselves for space and destroy each other’s goods.

xi. Adequate management, planning, maintenance and budgeting for the markets within NCDC is crucial for helping to sustain the programme.

The following section makes specific recommendations which might be taken up by government in whole or in part, as well as development partners working in the markets or similar areas. UN Women has developed a series of interventions to address both behavioural and structural issues while recognising its limitations due to the enormity of the challenges that this Scoping Study discloses.

Management and duty bearers:

1. **Recommendation:** Work with Department of National Planning, Department of Lands and Physical Planning, the NCDC and other relevant local level governments to develop an agreed financial and administrative plan for the Port Moresby markets, clearly identifying areas of responsibility and mechanisms for management as well as communication and liaison in the event of problem with compliance with the plan. This would include approaches to manage and supervise security and cleaning contractors, fee collectors and provision of maintenance of the markets. The above mentioned government departments could look into providing additional funding that is required for developing adequate infrastructure that provides safe and healthy spaces to sell fresh produce.

2. **Recommendation:** Define the functions and responsibilities of the markets division, approve proposed structure in the “Roadmap for Improving the Markets of Port Moresby and Thereby the Safety of Women and Girls”\(^65\), and fill staff positions. Revise the existing terms of reference for

\(^{65}\) This document was prepared by the Australian Business Volunteer, Derk Swieringa with the assistance of the staff from the Division of Community and Social Services and UN Women’s Safe City Programme Office.
markets staff to ensure quality control and proper management of security and cleaning contractors in each market.

3. **Recommendation:** Work with NCDC to develop a code of conduct for engaged security companies and a proper training for security guards including a complaints mechanism and disciplinary procedures in the event of alleged breach, including any form of violence against women committed in the market.

4. **Recommendation:** Provide training to those who collect taxes and vendors stallholder fees. Ensure all public servants working at the market retrain and are reminded of their legal obligation to comply with the public service code of conduct. Work to ensure existence of complaints mechanism, consider a special unit to go on circuit around markets to hear complaints and advise on the existence of a complaints mechanism and ensure this mechanism allows women to raise concerns and complaints without further victimization or risk.

5. **Recommendation:** It is recognised that lack of capacity and lack of resources within the RPNGC is an endemic problem. Work with relevant agencies such as the Law and Justice Programme to ensure safety and security at markets continues to be a priority in policing in Port Moresby. If resources permit, consider a small market unit to continually travel around Port Moresby markets as a specialised unit to liaise with the public, keep the peace, show a presence and move on those engaged in illegal activities such as gambling and drug sales.

6. **Recommendation:** Develop a crisis response management strategy to ensure the police and surrounding communities are able to appropriately respond to outbreaks of violence in the markets, and are able to ensure the protection of the most vulnerable.

7. **Recommendation:** Through gender sensitive and participatory approaches (safety audits, social mapping, etc.) identify, plan, and design markets or areas of the markets where infrastructure needs to be developed or improved. Mainstream gender throughout and invest in infrastructure development and maintenance of the markets at the same time as targeted interventions that address the social issues noted in this Study.

8. **Recommendation:** Search for other innovative payment mechanisms that limit the availability of cash payments in the markets and discourage corruption. These could include mobile bill-pay systems or selling stallholder tickets to external parties at a discounted price to remove the responsibility from market clerks to have to carry the money out of the markets into NCDC’s finance division.

**Rights holders:**

1. **Recommendation:** Provide a safe and child friendly space in the markets where children who are unable to attend school have alternative learning possibilities inside the market place. In the long term, a donor funded school transport programme could be put in place to collect children from the market in the morning, deliver them to school and return them to the market at the end of the day.

2. **Recommendation:** A long term behavioural change programme needs to be put in place to address the issues of sexual behaviour, and commercial and transactional sexual activity.
Consensual transactional sex could be looked at from a risk management perspective by provision of condoms and stopping these activities occurring at the markets and vicinity as reported in the data collected from the Scoping Study. The risk of HIV and STI’s transmission could be addressed in collaboration with the National AIDS Council, the National Department of Health, and the relevant donor funded HIV support programmes to provide information, counselling, and testing services at the market.

3. **Recommendation**: Markets should have the issue of SH and SV incorporated into the by-laws, as well as properly trained security personnel.

4. **Recommendation**: A coordinated referral mechanism needs to be put in place that starts from the security guards at the markets, to the police stations, to service providers. PNG planning documentation states targets of new safe houses for women to address violence. A health clinic or information centre at markets to provide women, girls, men, and boys with immediate protection and services and referrals could also be put in place. Such places could also serve to refer women to other services which may assist those experiencing violence in the home environment.

5. **Recommendation**: Work where possible with existing programs targeting young men and try to upscale and implement in the markets to address the number of young men in the markets drinking, buying sex, inflicting violence on women, girls, boys and other men, and engaged in illegal activities such as gambling. For example, the Yumi Lukautim Morsbi programme\(^66\) or similar programmes targeting young men for diversion from crime and assistance with training and develop a behavioural change programme that focuses on sexual behaviour. The programme could be scaled up to be set up at markets or have a mobile unit travel between markets recruiting and assisting in sensitising and counselling young men.

6. **Recommendation**: Scale up existing programmes in the areas of sexual exploitation, commercial sex and sexual transactions with parents and young women in the markets. These should go alongside interventions that promote safer markets and the economic empowerment of women. Safe markets can provide better, safer and more acceptable ways to earn income for families.

7. **Recommendation**: Carry out intensive awareness and training on the existing laws and policies and their implementation such as the Lukautim Pikinini Act, and criminal code on Sexual Offenses Provisions.

8. **Recommendation**: Identify and support skills development training courses with women entrepreneurs as part of the deliverables in the MTDP. \(^67\) These could be activated at the markets of Port Moresby, where many women have already identified themselves as interested in small business development.

9. **Recommendation**: Assist market vendors, in particular females, in the formation of associations and provide training on advocacy skills and leadership for community based organisations.

10. **Recommendation**: Develop community building, social cohesion and peace building initiatives to address all forms of violence in the markets. The development of community policing

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\(^{66}\) [http://www.yumilukautimmosbi.org.pg/programs_01](http://www.yumilukautimmosbi.org.pg/programs_01)

\(^{67}\) MTDP, Page 96.
programmes where women and men from different ethnicities are encouraged to working together could potentially reduce ethnic tensions and ongoing violence between women and men.

11. **Recommendation:** Market by-laws should be revised and incorporate basic hygiene responsibility of stallholders and rules of behaviour in the market including the prohibition of all forms of discrimination and SVAWG, and made available in Pidgin, Motu and English. It would be most desirable of stall holders and uses were consulted about the content of the rules and the penalties to be imposed in the event of breaches. For the hygiene component, small “tidy stall” awards could be given out to owners of tidy stalls and stalls which are dirty to the point of presenting a risk to health could be the subject of a cleanup notice.

12. **Recommendation:** A systematic approach to the fair allocation of spaces needs to be developed. Access to both wholesale and retail produce vendors from all ethnic groups needs to be made available. This could potentially reduce some of the already tense relationships between different ethnic groups and competition to access to resources and marketing space.

13. **Recommendation:** Create a checklist for safe and successful markets and assess Port Moresby’s Markets against it to help justify intervention and a programme of reforms.68

**Conclusion**

Repeated promises of equal opportunity and participation have been made to the women and girls of Papua New Guinea. Beginning with the Constitution and following with the ratification of CEDAW free from any reservation, PNG’s women and girls are entitled to believe that attention will be paid to their opportunities to participate at all levels of life in PNG and that steps will be taken to address impediments to such opportunities. In the markets of Port Moresby, as in so many other areas of life, it is manifestly obvious that such promises remain unmet. Egregious and ongoing violence is the worst and most intractable impediment, but it is not the only one. This report has described the operation of Port Moresby’s markets and identified impediments to the participation of women that range from the relatively simple such as the proliferation of rubbish, through to systemic and ongoing violence. The report also provides recommendations to address the many areas that both determine and support the continued situations that oppress women and girls at the markets. Governments, grassroots and women’s organisations, NGOs, FBO’s, and other community partners, UN Agencies, and donors are invited to join with UN Women to address all impediments to the participation of women in a community activity which potentially benefits not only the individuals involved, but also their families and communities, and directly assists PNG to meet its planning objectives between now and 2050.

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68 See Annex 1 for possible indicators of markets that are safe for women and girls.
Annex 1

Indicators of a market that is safe for women and girls

Some issues on the checklist could include:

- Clear accountability frameworks of who is responsible for market management and its operations.
- Access to stalls and other infrastructure such as tables and seating with overhead roofing and lighting.
- Clear rules regarding payment for stalls and strict policing of extortion.
- Clear rules about those selling outside the market and inclusion of such stallholders in any security arrangements to prevent double payment.
- Training for the contracted security companies and ongoing monitoring and discipline of security.
- A community policing system where women and men who utilise the markets can also monitor human rights abuses caused by other stakeholders at the market.
- Toilets of a minimum standard of cleanliness.
- Regular and adequate waste disposal mechanisms in place.
- Availability of hand and vegetable washing facilities.
- Free of stagnant water.
- Availability of condoms.
- Existing outreach programmes for young men to engage in productive activities and behavioural change.
- Access to complaints mechanisms about market infrastructure and security.
- Policies and monitoring in place to ensure there are no illegal activities in the market such as gambling.
- Rules about expected behaviour in the market which are clearly communicated and enforced made into by-laws and enforceable by responsible local level governments if necessary.
- Tables and open areas policed and free of “capture” by more violent and aggressive groups of men for gambling, drugs deals, etc.
- Open space where it is safe for gathering, talking, and socialising.
- Adequately designed tables, shelters and toilets that ensure access to all people as well as ensure the safety of its users.
- Existing participatory approaches to design and refurbishment of markets and surrounding areas.
- Adequate lighting of the market at night and in the evenings.