Gender Analysis in Papua New Guinea
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Edited by:
Elizabeth C. Brouwer
Bruce M. Harris
Sonomi Tanaka

Papua New Guinea and Pacific Islands
Country Management Unit
East Asia and Pacific Region
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# GENDER ANALYSIS IN PAPUA NEW GUINEA

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Foreword

In 1994 the World Bank undertook a major review of its policy and approach to gender which confirmed that gender issues are fundamentally economic and social, not exclusively women’s issues. The East Asia and Pacific Region developed a Regional Gender Action Plan in October 1996 which stressed the importance of country-specific strategies. This report on gender in Papua New Guinea intends to lay the foundation for such a strategy.

In Papua New Guinea the status of women is a matter of serious concern to development planners and practitioners. Although the Constitution ensures equality for both men and women it also places priority on maintenance of cultural traditions and customary mores. Among some groups, traditional attitudes can make it difficult for women to change the community perception of gender roles, especially when these attitudes discriminate against women’s equal participation and development. Rapid socioeconomic and legal “modernization” of contemporary PNG society has led to a breakdown of traditional support networks, in many areas of the country creating unfavorable circumstances for women. Violence and property disinheridance are the most tangible effects.

The report was prompted initially by a desire to provide task managers and other staff involved in the Bank’s program in the country with a comprehensive basis on which to assess gender issues in their development projects. With a better understanding of the historical and cultural context more weight will be given to a careful assessment of the impact of policy and program decisions on women. The depth of the research materials and analysis presented by the authors will also provide a valuable compendium for many outside the Bank who are actively involved in the development of Papua New Guinea and will help planners and administrators in addressing the inequality and disadvantages faced by women in Papua New Guinea.

Jean-Michel Severino
Vice President,
East Asia and Pacific Region
Abstract

The report provides an outline of the key historical, economic, demographic, political, geographic, socio-cultural, legal and institutional issues that are relevant to understanding the status of women in Papua New Guinea today. It begins with an exploration of the history of contact and political development in the country and discusses how the power of traditional and cultural factors has carried over into contemporary PNG, by and large preventing women from sharing equally in the benefits of development. Following a situation report there is a discussion along sector lines of how gender issues in PNG are influenced by a complex set of interrelated factors. The situation analysis leads into an examination of potential areas of intervention with the emphasis on identifying how such intervention could influence community and institutional views on the role of women to promote their fuller participation in economic and social activities. Some gaps in information about the situation of women in PNG, particularly in the statistical database, are identified with recommendations for further research to strengthen the basis on which policies, planning targets and programs are formulated. The report concludes with a comprehensive profile of the major stakeholders in Papua New Guinea who have a role in policy development and project implementation and provides a detailed, annotated bibliography of literature on women, gender and sectoral issues in PNG.
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This version of the report has benefitted from suggestions and advice from peer reviewers, in particular, Ms. Lyn Bennett, Ms. Josette Murphy. The report was prepared with guidance from Ms. Marianne Haug, Mr. Richard Calkins and Mr. Klaus Rohland. Mr. Malcolm G. Ross prepared the cover design and layout, and undertook the final preparation of the text. His assistance is gratefully acknowledged. Mr. David Colbert provided administrative support and coordinated the processing of the report.
It is often assumed that women have always had a lower status to men in Papua New Guinean society. This is not the case as the history of different provinces within PNG reveals. The matrilineal nature of provinces, such as Milne Bay, has contributed to a very different social and cultural environment for women than other more traditionally patrilineal and patriarchal regions, such as the Highlands. Regional and provincial variances make it very difficult to discuss women and men as homogenous groups in PNG. This report has tried to reflect this diversity as much as possible.

Given the variance in factors influencing women within PNG, there are still some general trends that illustrate the generally lower status of women throughout the country. This is depicted through the low numbers of women in decision-making positions in the public service, the private sector and especially in parliament.

Women in PNG lack access to adequate health care resulting in one of the highest maternal mortality rates in the world, an extremely high infant mortality rate and particularly low life expectancy.

Education is the other major social indicator that portrays the lower status of women and girls. Literacy in PNG is comparatively low for both men and women. However, the consistent 10% lower rate of education for females of all ages has dire consequences for other aspects of life for women and their families. NGOs have been working to increase literacy of women throughout PNG, particularly in the Highlands where the statistics are the worst.

Areas of intervention to improve the status of women in PNG were well documented in the lead up to the 1995 United Nations Fourth World Conference on Women. Many recommendations addressing the key areas of health, education, decision making and violence have been articulated yet very few of these strategies have been implemented to date. There is a need for donors, government, NGOs, the private sector and individuals to work cooperatively to ensure that government policy is implemented and that project work is supported through district, provincial and national networks.

Although a great deal of information on gender in Papua New Guinea has been produced, it has been narrowly focused on women, their health, and issues of population and family planning. Recently there has been an increase in research into violence, particularly domestic violence, and its specific affects on women.

There is still very little information on the role of men in gender relations. The whole area of gender in development will not advance a great deal in PNG without the support and commitment of the men of the country.
1.1 Introduction
The aim of this overview is to outline some of the key historical, economic, demographic, political, geographic, sociocultural, legal and institutional environments relevant to understanding the status of women in Papua New Guinea (PNG). Common themes or factors that influence the status of women within these fields will be discussed in more depth in the next section.

1.2 Historical Factors
Communities in PNG often use historical events as markers from which to view major changes to their life styles. These changes, which have had major impacts on the status of women, have occurred at different periods, reflecting geographic isolation and economic, political, and other internal and external influences. Key historical epochs are marked by the following events:

(a) The first contact with Australian or German colonial administrative control, and/or with missionaries, traders, miners, or plantation owners.

(b) The development of schools, health services, roads, cash crops, wage employment, mining, forestry and other economic activities which connected communities, families and individuals to the wider world and to other influences. Key historical epochs are marked by the following events:

(c) The period since Independence during which Papua New Guineans have taken over many of the administrative functions and economic activities previously undertaken by outsiders; but which has also seen increased numbers of foreign companies involvement in areas such as mining, forestry, fisheries, infrastructure and other economic development projects. In addition to commercial project planners and implementers, international Non Government Organizations (NGOs) and funding agencies have increasingly impacted on socioeconomic policies, including those relating to women’s participation.

It is important to stress that the impact on the status of women during these different periods has been uneven. In some areas initial contacts took place more than a hundred years ago, while in more remote areas sustained contacts only occurred during the 1950s and 1960s (and even more recently in the Highlands, see maps in Appendix 1). The differential impact of these contacts also reflected the variation in existing cultural attitudes towards women’s role, and the degree to which their productive and resource management activities were considered subordinate to those of men. Nonetheless, some general themes emerge as to the impact of these changes on women.

Reduction in status and position of women
Outsiders, whether colonial administrators, missionaries or entrepreneurs, were usually men. They made their initial contacts with male community leaders and warriors. Later local men were employed as interpreters, workers and administrative go-betweens. Although women were employed in domestic service, they only played a minor role as informants or interpreters of the language and culture. This meant that most newcomers were unaware of the extent to which women were involved in economic production and resource management.

Because women displayed a less public persona it was concluded that women had relatively little influence in family or community decision-making. This also meant that
the forest, coastal or other resources under women’s control and management were often overlooked or considered unimportant. The political impact on women was in the reduction of their status, even at the local level.

Formal involvement of women as individual leaders and representatives of their lineages has diminished over a period of a hundred years. State organization of local politics has historically excluded women. Men now mediate all female interests and women are beginning to define themselves by virtue of their sex, as non-participants in politics as they are currently structured (Macintyre: 1995 p.19).

**Patrilineal kinship focus**

Most of those who came from other countries brought with them patrilineal mind-sets from which they analyzed the kinship organizational structures of those they met. The major emphasis was on male control over decision-making and resource management with unequal opportunities for women in education and employment.

Family groups were seen as directly under the control of the husband and father. This was often inappropriate in the matrilineal societies within PNG where inheritance passed through the female line, and where the maternal uncle might be a far more significant figure than the biological father. In many of these societies women’s influence was also far more direct and pervasive than the newcomers realized. This meant that introduced organizational structures with the exclusive emphasis on male authority further weakened the position of women in society. As one Papua New Guinean educator noted:

The expansion of education and occupational opportunities in the 1960s did little to alter the subsistence economic structures or the traditional political systems in favor of women. On the contrary, western patriarchy, through its colonial education system, reaffirmed the view of women as inferior, isolating them even further from their agricultural and domestic bases of power and influence (Martin: 1985, 110).

At the same time the development of medical services, particularly those related to maternal and child health, and access (albeit limited) to formal and non-formal education provided a window of opportunity for some women. The establishment of church and government sponsored organizations paved the way for articulate and exceptional women to undertake a more public role, although usually within the confines of women’s activities (See Cleland: 1996, for a description of the development of women’s clubs and other activities in the 1950s and 1960s).

**Continuation of colonial structures and attitudes**

After Independence in 1975, many of the colonial administrative structures and attitudes continued, almost unchanged. Male extension officers in agriculture, forestry and fisheries worked almost exclusively with men. Development projects were designed and implemented after ‘community’ consultations but in most cases women had very little input in these consultations. In designing and implementing large-scale rural resettlement schemes, negotiations over the leasing and management of land remained exclusively “men’s work”. This has particularly disadvantaged widows who find that they are unable to obtain security of tenure for the blocks on which they and their children live (Nakikus: 1996, p.124).
During the 1970s more women began to enter tertiary institutions and to move away from exclusively “women’s work”. This was often at the price of tensions and conflict in their personal relationships or partial alienation from their communities. Some of the dilemmas and difficulties of trying to live in two worlds have been described by Papua New Guinean professional women who found that success in their careers often brought resentment from male colleagues (UNFPA: 1996 and Gibson: 1993).

Additionally, there has been a tendency to see cultural variations in broad regional terms and to ignore differential impacts on societies who lived relatively close to one another. An evaluation of the Southern Highlands Integrated Rural Development Program pointed out that the benefits and disadvantages for Huli and Wuru women were not the same. This could best be explained by analyzing “the differences between these societies in terms of their social organization and belief systems” (Clark: 1990, p.22).

Although issues for PNG women vary over the past two decades there has been a progressive strengthening of the national PNG women’s movement. This has led to the implementation of national policy and machinery to address the needs of women. Appendix 2 lists a chronology of historical developments of the women’s movement in PNG.

1.3 Geographic Factors
The Map in Appendix 1 identify the 19 provinces of PNG. Within and between these provinces there is a high degree of diversity of geographic features that range from coastal plains to rugged highland forests.

Problems in communication and access to services reflect the difficulties in building and maintaining roads and bridges in many parts of mainland PNG. Costs of transportation affect access to health services, schools, extension services, and markets for cash crops, as well as participation in wider political and social activities.

For coastal and island communities access to services and the wider society is also affected by the economic costs of owning, maintaining and running sea transport and the availability of wharves and anchorages on the mainland.

Geographic isolation impacts most severely on women, particularly those who are pregnant or caring for young children. Local aidpost health workers and other extension officers in remote areas are usually men. The result is that women are often unable, or unwilling, to attend health clinics, participate in women’s activities, or take their produce to market. Distance and perceived dangers also make parents more reluctant to send girls to school, particularly if this means that they will have to live away from home. Those who do leave to study or work find that they often become more isolated from their family and community.

Geographic distance, security fears, and the economic costs involved all mean that supervisors and inspectors are less likely to visit remoter aidposts and schools, and that supplies are more infrequent and unreliable. Extension workers and those involved in development projects tend to work in more easily accessible areas. In these circumstances, unless direct assistance is provided, it is more likely that men will be the beneficiaries and few women from remoter communities will be able to participate.

1.4 Demography
The population as recorded in the 1990 census (which excluded North Solomons Prov-
ince) was 3,607,954. There is, and has been consistently for decades, a masculine bias in the population, with 111 males to every 100 females. This is very high by world standards and may be due to relatively high male birth rate (which is very unusual in human populations), higher infant mortality among females (not demonstrated in estimates), or gender preferential mortality. It could also simply be a reflection of the lower status of females, resulting in their being under recorded in censuses.

There has been a gradual increase in the percentage of people in urban areas over the past twenty years, but the population remains predominantly rural with 85% living in rural villages. In rural areas 48% of the population is female and in urban populations 58% are male. The 6% increase in people living in towns in the last decade has a number of adverse flow-on effects. The loss of young men from villages to find work in the towns alters the age and gender balance in rural villages. This trend has some negative effects in both areas, as villages in some regions lack the labor of young men and in towns those young men who fail to find employment constitute a deprived, often homeless group who turn to crime.

The 1990 census showed that the urban growth rate was twice that of the rural. The growth rate of females in urban areas has increased and now stands at 4.5%, compared with males at 3.52%. Over the next decade, if this continues, the proportion of men to women in towns will become more balanced. Increasing urbanization must be seen as reflecting both the actual economic and social changes occurring in PNG and the desire of many people to participate in a modern economy as wage earners. At present this desire is unrealizable for many that come in search of work and brings concomitant social problems of poverty, homelessness and crime. Women who move to the towns are disadvantaged in a variety of ways. They rarely have qualifications for employment and so are more dependent on men for money. Nor do they have land to grow sufficient food to sustain their families. Problems with housing affect them more as they are vulnerable to assault if they do not have secure homes.

1.5 Political Environment

The very public and adversarial nature of formal political participation in an overwhelmingly male arena has been a major sociocultural factor, which makes it difficult for women to stand for national election. Even when women are candidates, they are rarely successful. Men see politics as essentially a “man’s game”. As the PNG Platform for Action 1995-2005 states:

* Equal participation of women in decision-

<table>
<thead>
<tr>
<th>Female Candidates in PNG National Elections</th>
<th># Of Women</th>
<th># Of Women Elected</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Elections</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1964 and 1968</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1972</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>1977</td>
<td>10</td>
<td>3</td>
</tr>
<tr>
<td>1982</td>
<td>17</td>
<td>1*</td>
</tr>
<tr>
<td>1987</td>
<td>18</td>
<td>nil</td>
</tr>
<tr>
<td>1992</td>
<td>16</td>
<td>nil</td>
</tr>
<tr>
<td>1997</td>
<td>55</td>
<td>2</td>
</tr>
</tbody>
</table>

* This was achieved through the court of dispute returns where the candidate won after recounting of votes took place.
making in public life is far from reality. Over the years only a handful of women were able to enter into the national and provincial political arena. The periods of the late eighties and the nineties have seen a decline in the involvement of women actively participating in the decision-making process (GoPNG: 1995, 4).

Since 1972 only eight women have been elected to the National Parliament although others have been appointed as members of provincial governments. Yet, the number of women contesting the elections has grown steadily from four in 1972, seventeen in 1982, to fifty-five candidates in 1997, of whom two were successful. This has meant that political decision-making has been almost entirely in the male domain.

The political influence of women cannot only be gauged by their formal representation. Women’s lobby groups have grown in confidence and are more articulate than in earlier years. What may be more difficult to overcome is the deep suspicion which women themselves have towards female candidates and the tendency for family and clan affiliations with male candidates to be the deciding factor (Bonnell: 1985; Delkin: 1992; Wormald: 1989) As a former politician concluded:

It is perhaps at the provincial and local government or community government levels that women may eventually find the greatest potential to influence the society and our place in it. It is at these intermediate and basic levels where the decisions are made as to where schools, aidposts, water supplies and so on are to be placed. There are, however, very real problems facing women’s representation at these levels. Local level society is still shaped and determined by conservative traditional attitudes towards leadership and the role of women (Rooney 1985:46).

Political involvement at the local and informal levels may become a more significant aspect of the changing nature of women’s position in society. In some societies this may reflect a return to the greater public role which women played in pre-colonial times. But other forms of economic and political organization suggest the development of a greater degree of “societal integration and cooperative political identity” (Sepoe: 1994; Preston: 1987; Macintyre: 1985 and Josepides: 1985).

A further set of political influences involves power conflicts, competition, and cooperation between women themselves. Since Independence the development of national, provincial and local women’s councils has been marked by tension and conflict, often over management of the meager resources provided by governments.

Recently there have been indications that women’s groups and government and non-government agencies are moving closer together. This provides room for cautious optimism that the political influence of women will finally become a powerful and coordinated force for positive change.

1.6 Economic Environment

Macroeconomic Environment

The two main areas of economic activity in low-income countries that benefit women disproportionately to men are in informal, micro-enterprise activities and in labor-intensive industries. Informal market activities can be very diverse, ranging from production and sidewalk sale of agricultural goods, to production and sale of handicrafts, to personal transport, or to hair cutting. Labor-intensive industry, with a high ratio of female employment, includes the standard-technology production of clothing and footwear. These are
usually the first industrial activities in which low-income countries specialize as they begin to grow out of a largely rural subsistence situation.

Unfortunately PNG is not providing very much in the way of development of either of these kinds of activities. As can be seen from data on the gender allocation of formal employment (Hetler and Siew-Ean: 1987; Heyzer Sen: 1994) PNG’s industrial employment is heavily biased in favor of males, which indicates that it has little in the way of labor-intensive industry. In fact because PNG’s tiny domestically oriented industrial sector has been developed behind an overvalued exchange rate with high tariff and non-tariff trade barriers, activity is relatively capital-intensive. Also because its domestic market is so small, there is little scope or incentive for productivity improvements or for employment expansion. In order to generate labor-intensive activities, which will favor females, PNG will have to become internationally competitive in terms of its unit labor costs.

A beginning has been made in this direction with the substantial lowering of the urban minimum wages for new workers in the Minimum Wage Board decision of 1992 and the accompanying de-linking of wage increases from increases in the Consumer Price Index. Future wage increases are to be linked to productivity increases. A second major policy shift towards a more outwardly oriented economy was the floating and subsequent large nominal and real exchange rate depreciation in 1994. A third important policy reform has been the move, albeit limited to date, toward lowering tariff and non-tariff barriers under the IMF/World Bank structural adjustment program (World Bank:1995).

In order to see a significant response from the private sector to these reforms, attention will need to be paid to other constraints on supply response. The major bottlenecks to expanded investment in all sectors are the poor transport infrastructure, particularly roads, and the overwhelming law and order problem. Other significant constraints are the high costs of public utilities, the dearth of skilled, especially supervisory, workers, and the need for the PNG Government to give domestic and foreign investors confidence that it will maintain policies which favor outwardly-oriented growth.

It is not necessarily the case that labor-intensive industrial activities, such as footwear and clothing manufacturing or assembly of electronic parts, will ever have much of a place in the PNG economy. However other labor-intensive activities such as tourism may well have an important role if the physical infrastructure and law and order problems can be significantly reduced. But one of the first places for rapid economic growth to begin is in agriculture and in informal activities related to agriculture. Improved growth in these areas would be of substantial economic benefit to women. It is unfortunate that PNG maintains a highly regulatory attitude towards informal activity, a holdover from the era of Australian administration. Repression of these activities restricts the development of a capital base in small business, restricts the development of entrepreneurial skills, and probably will prevent any micro-finance schemes from being viable.

Agriculture has not provided the kind of income and savings base for development that has been seen in countries such as Chile, Indonesia, Malaysia and Thailand. In large part this has been due to the maintenance of an overvalued exchange rate in the interest of containing inflation. But the policy tilt has been too far in the direction of containing in-
flation at the expense of the loss of international competitiveness.

While lack of individualized access to land for agricultural and other purposes is often cited as a reason for PNG’s poor economic performance, it should be recognized that the repressive economic policies adopted basically repress the implicit value of land. Therefore demand for land to be made more available for economic uses is also repressed. With liberalization of trade and investment, improved physical infrastructure, and improved law and order, the implicit rental value of land will increase and there will be domestic pressure to provide more secure individualized land tenure. Such forms of tenure will make land more likely to be used as collateral for raising credit and make investment in land more likely.

Micro-economic Environment

Women in PNG have always played a major role in economic activities involving agriculture and the harvesting of coastal and forest resources, as part of their overall involvement in the subsistence economy, although, as illustrated in Graph 1 these industries are dominated by men when paid employees are considered. In the paid work force women are concentrated in community and social services and the retail industry.

The census data has not been uniform in the past four censuses so absolute figures need to be treated with caution. Nonetheless, since 1996, there has been a rapid increase in the percentage of women ‘employed in monetary activities’ - rising from 6.2 per cent in 1966 to 32.6 per cent in 1990 (National Statistical Office:1994, p.147).

Graph 1

Number of Citizen Employees by Industry Group and Gender

Between 1980 and 1990 labor force participation rates fell by more than ten percent in Western Highlands and Milne Bay and between five and ten percent in Madang, Morobe, Simbu, and Western provinces. On the other hand, participation rates rose markedly in Manus, National Capital District, New Ireland and Eastern Highlands provinces (Ibid. p. 159).

Assisting women to benefit more from economic activities, or to be more successful entrants into the labor market, will require a variety of multifaceted approaches. Education and training, access to credit and marketing facilities, formal community support and encouragement, particularly from male family members, are all aspects which need to be taken into account. A further significant factor is the degree to which women have control over the money they earn from their labor, or from other economic activities (Fairburn-Dunlop: 1997; Fahey: 1985; Hailey:1987). This is particularly a problem where women work in partnership with husbands, or other male family members, but payment is made only to the men.

Women’s lack of direct control over land is another factor which limits the degree to which they can participate in modern cash cropping or other economic activities. This often reflects a convergence of cultural and earlier colonial attitudes and practices which excludes women from acquiring blocks in new settlements, or taking over blocks when, through death or divorce, they become heads of households. Some changes have gradually taken place but it is still difficult for women to obtain permanent land management rights and it is not uncommon to find that commercial land development decisions are made which ignore their gardening rights.

Some caution is necessary when analyzing economic factors that impact on the status of women. The problems faced by professional women in juggling domestic and work responsibilities may be easy to recognize. However, there are other realistic constraints to increasing the involvement of women in nontraditional economic activities. Many women are already fully involved in domestic and traditional activities and unless some of these responsibilities can be devolved to others they will merely assume a “double burden”. This will be particularly crucial for low-income women, as household level surveys often assume intra-household equality.

That is, all members of a household are assumed to be non-poor. There is a good deal of evidence to suggest that this is not true; intra-household inequalities mean that men in poor households can be non-poor, and women and children in non-poor households can be below the poverty line. However, there is no alternative but to make the assumption that women benefit more from economic activities, or to be more successful entrants into the labor market, will require a variety of multifaceted approaches. Education and training, access to credit and marketing facilities, formal community support and encouragement, particularly from male family members, are all aspects which need to be taken into account. A further significant factor is the degree to which women have control over the money they earn from their labor, or from other economic activities (Fairburn-Dunlop: 1997; Fahey: 1985; Hailey:1987). This is particularly a problem where women work in partnership with husbands, or other male family members, but payment is made only to the men.

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of intra-household equality if poverty estimates among persons are to be constructed from household-level data (Gibson: 1996, p.38)

The implications of this focus on aggregate household income are to make women even more invisible, or to assume that they will benefit from increased production. It is clear that this is another area where the renegotiation of gendered relations and the development of more reciprocal and shared family, community, and societal responsibilities will be required.

1.7 Legal Status
Traditionally women in many communities were in the position that is most analogous to the concept of ‘jural minor’ in English law. That is, they were not considered capable of representing their own interests autonomously, and kinsmen had authority over them. Before marriage in patrilineal systems, senior males of the lineage (usually fathers and brothers) made decisions on behalf of daughters and sisters, including the choice of marriage partner. Women influenced such decisions informally through personal interventions and other strategies. Matrilineal systems varied more in their authority structures. In some brothers and mother’s brothers represented the woman; in others the senior men and women (brothers and sisters) had authority over young men and women.

In many societies the sorts of authority and control that men could exert over women included rights over her person, her fertility, her labor and restriction of her movement from place to place. The rights of kinsmen (including fathers, brothers and husbands) to chastise and punish women were pervasive and the majority of men and women in PNG still uphold many of men’s rights over women.

At the same time there have been substantial changes over the last hundred years that have restricted such rights in their extreme forms. Whether the changes are attributed to mission influence, imposed colonial laws or gradual attitudinal changes, many of the traditions that upheld such things as ritual killing of widows, mutilation of adulterous wives and pack rape of female war captives have vanished.

Acceptance of customary laws such as corporal punishment within marriage, of men’s rights over compensation payments made in respect of a kinswoman’s injury, and of paternal rights over children, are grounded in traditions which, by Western liberal standards, deny women rights as individuals.

Family Law reflects the values and Western ideas about family life that were set up during the period of Australian administration. Although the PNG Law Reform Commission recommended repeal of these laws and replacement by a more culturally appropriate Family Law Act in 1978, no new legislation has even been enacted. Divorce laws

CASE STUDY: OIL PALM WORKERS IN WEST NEW BRITAIN
The harvesters’ wives are not paid directly by the Company but the husband and wives harvest is combined and the money paid to the harvester who may or may not pay his wife. The regularity and time per day of this assistance was not determined so its precise contribution to family wages is not known. However, most men whose wives assisted stated that the assistance was “all the time”.

The study raised the issue of the differential use of what was earned, as women were more likely to spend money on food, or for household improvements.

It was thought that if the company were to pay the wives directly for their contributions to the workforce this may enhance family welfare, but the company stated: “We do not wish to employ more people on these tasks and certainly do not wish to separately pay husband and wife. It is a socio-educational problem more than anything else”.

discriminate against women and the lack of laws that validate the various forms of customary marriage mean that women are often unable to claim their rights as wives. De facto marriages have no legal basis with similar consequences for women and children who are deserted.

In 1995 the PNG government ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). As yet none of the measures for promoting economic equality and improving women’s participation in decision-making have been implemented. In government departments there are no affirmative action programs that are acted upon systematically. In the private sector there is no awareness of issues relating to equality of opportunity or affirmative action in employment and women are consistently discriminated against. Sexual harassment is common and there is no legislation protecting women.

**Gender Inequality and the Justice system**

All institutions of law enforcement in PNG are male-dominated. The police force is overwhelmingly male. There are hardly any female magistrates at any level of the legal system - Village. Local and District court magistrates are almost exclusively male. There is only one female judge in PNG and she is an expatriate.

The legal profession is 90% male. Access to free legal aid is extremely difficult for both men and women, but as very few women have any income the women are more disadvantaged. Women have very little knowledge of the system or their rights in law. Most studies indicate that women are dealt with harshly in village courts for offenses that are perceived to be breaches of morality (adultery, assaults in domestic arguments) and that civil suits brought by women against husbands for maintenance are rarely pursued by authorities.

At all levels throughout the justice system women receive unequal treatment; as victims or complainants, as offenders, and in employment opportunities. While there are clearly institutional and structural factors that contribute to lack of access and the opportunity to be heard, cultural and attitudinal factors also contribute to, and compound, gender inequalities and inequitable treatment.

**Improved police and emergency services**

The Individual and Human Rights Advocacy Forum (ICRAF) considers that improved police and emergency services for women should be a national priority. Women are afraid to report crimes in case they may be harassed or blamed for the crime (ICRAF 1997, p.22). This is particularly the case in police stations where there are no women police. In recent years there has been a gradual increase in the number of women police, particularly since the mandatory ceiling of one hundred women was abolished. However, there are still less than 350 women in a force of nearly 4500 and they are not present in significant numbers in many main centers throughout PNG.

In most part of the country crisis and emergency services for women are either nonexistent or inadequate, and many male police officers do not respond sympathetically to women who are victims of domestic or sexual violence. Women who are arrested are often held in police lockups that lack basic privacy and appropriate facilities, and are in serious danger of being further victimized.
Domestic Violence

Institutional responses to domestic violence had, until the mid-1980s, been muted or inconsistent. However the educational campaigns aimed at men and women, which were part of the program initiated at that time by the Law Reform Commission, have been continued by a number of churches and non-government agencies. These aim to provide men and women with a better understanding of their legal rights and responsibilities and of avenues of redress open to those subject to domestic violence.

The institutional response of the justice system also needs to be strengthened, both with regard to domestic violence and also in dealing with the serious problem of sexual attacks on women (Bradley: 1985; Toft: 1985). Problems of domestic violence and personal security affect women at all levels, and women magistrates, police and corrective institution personnel share these problems with other women in the community. These general problems of violence and fear of violence are ever-present constraints on women’s capacity to participate in economic, social and political activities (See Lak, et. al. 1992, Final Report on Domestic Violence, for a consideration of the economic and social costs of domestic violence).

Workplace and Community harassment and violence

Government and private enterprise recruitment and training programs often have a male focus and this militates against the successful integration of women into the work force. Women who are subject to domestic violence at home or sexual harassment in the work place still experience difficulties in gaining redress at all levels.

Although there have been marked improvements in some parts of the country, women police themselves may be subject to sexual harassment and lack of support from male colleagues. Even when organizations such as the Royal Papua New Guinea Constabulary have approved and adopted official policies and procedures to deal with domestic violence and sexual harassment by their own personnel, the degree to which these procedures are followed varies widely. In many situations, whether at work or at home, women consider that they have minimal legal protection or redress. There is also evidence that violent sexual assaults are increasing in rural areas, particularly in some Highlands provinces (Jenkins:1994).

Village Courts

Women complainants or respondents face particular difficulties in their dealings with the village court system. Village courts were established in 1975 with the aim of providing a local level mechanism for mediation and dispute resolution, and to deal with minor offenses in a customary and traditional way. However, the mixture of traditional and official western-style practices that have evolved has often led to unequal treatment of women when they appear in village court proceedings.

Over the past ten years cases of illegal or unnecessary custodial sentences have been noted in the annual reports of the Village Court Secretariat. Of particular concern has been the practice of imprisoning women with young children. The 1988 report included a joint submission from the Western Highlands Rehabilitation Committee and the Baisu Corrective Institution staff, which stated:

We strongly recommend that it should be made absolutely illegal for village courts to be able to imprison women who have young
children. There is no difficulty giving these people community work to do. It is absolutely ridiculous to imprison women with children for minor offenses (Department of Justice, Village Court Secretariat, Annual Report 1988, Appendix 24).

While some problems are clearly due to lack of training and supervision, cases reflecting unjust treatment of women also reflect the interplay of cultural and attitudinal factors. Where supervision is effective women may be assisted to achieve greater equality, but as Jonathan Aleck points out:

The issue here – and it is a complex issue – is whether the more equitable treatment of women by the village courts would not, in fact, involve a deliberate compromise of ‘traditional’ values in favor of adopted contemporary Western preferences (Aleck: 1992, p. 116).

**Women in prison**

The absence of women in law enforcement agencies also discriminates against women. There are few female police officers and none in positions of authority over men. The police force culture is very masculine and women officers are often relegated to office work or welfare tasks. While there has been training for women officers to deal with female victims of assault and rape, this policy is often disregarded at the local level. Female victims of such crimes tend not to report them because of the assumed sympathies of male officers towards the perpetrators. Within prisons the officers are mostly male and facilities are not designed for female prisoners.

**1.8 Sociocultural Environment**

While women’s jural status can readily be interpreted as relatively low, their status in social and cultural domains is more varied and often ambiguous. Generalizations are almost impossible because of the range of views across different cultural groups. Two aspects of female status must be seen as consistently important, both in the past and today. Firstly, female fertility and women’s nurturant roles were culturally valued (Kopkop: 1992; Stratigos and Hughes: 1987). In some societies the religious rituals of both men and women centered on maintaining and managing fertility. Even beliefs that from one perspective can be seen as oppressive or restrictive of women - such as the idea that women’s bodies were polluting to men - can also be interpreted as giving women power to punish or retaliate when wronged. Secondly, women’s role as producer and provider of food for her family and for exchange at feasts gave her social recognition and value to her own kin and to the kin of her husband.

In many societies there were distinct initiation ceremonies for boys and girls. These provided education and were rituals that incorporated adolescents into the world of adults. But they were usually occasions for the celebration of sexual difference when the positive values accorded to each gender role were emphasized. Some of these ceremonies have been modified and in many areas they have been replaced by Christian rituals such as first communion and by formal education. But there are communities where the transition to adulthood is still celebrated in customary ways that sustain the gender values of the past.

Money will be spent (or raised through loans from wantoks or more formal sources such ‘Savings and Loans’ agencies) on sending the bodies of migrant workers home for burial, and for other funeral or memorial events. Women are often in the center of these activities as they are significant family and com-
community occasions. At the same time they also seek to raise money for school fees, household improvements and against further unanticipated calls on the family of community (Turner:1993). The priority ranking given to different items of expenditure may not always be shared by outsiders, but do need to be understood as it is part of the overall pattern of women’s participation.

Within the modern nation state the value placed on women as mothers and providers could be seen to exclude women from other roles by placing positive value on the traditional domain and devaluing the contributions women make in other spheres. Certainly many PNG men perceive any other activities, such as pursuing education, working in organizations, taking paid employment or being politically active, as incompatible with traditional maternal roles. Even the head of the Department of Education could say, without fear of opposition as recently as 1987, that women have the choice to be good employees or good mothers. He stated categorically that he “could not condone” a female schoolteacher who was a ‘part-time spouse and parent and a part-time public servant’. “I know the choice is difficult, but it has to be made” (Wormald and Crossley:1987, p. 23).

‘Custom’ or ‘traditional cultural values and practices’ might be used as a tool to prevent women from achieving equal rights. Noting that “laws should not encourage polygamists” the ICRAF statement on Justice and Freedom pointed out that: “Most polygamous marriages existing today in PNG are not practiced according to custom. But custom is being used by men as an excuse to have more than one woman” (ICRAF:1997, p.21). On one mining project village leaders petitioned the company to dismiss all female employees as those who were single were likely to be tempted by male workers and those who were married were neglecting their duties at home (Macintyre: 1997). The pressures on women to conform to the narrow expectations of men are considerable across all classes.

There are signs that the high value formerly placed on women as mothers and gardeners no longer holds, and that this work is increasingly seen as demeaning. Certainly young men who return to the village after being educated or employed elsewhere apparently see traditional subsistence gardening as beneath them. Many young people who return to village life after leaving school refer to themselves as ‘dropouts’ and see gardening work as providing no status comparable to that of having a job.

With economic changes there is greater prestige attached to new forms of wealth, knowledge and status. Imported foods, motor vehicles and boats, western-style clothing and consumer goods have in ways replaced the valued goods of traditional life. In some areas money and consumer goods have been substituted for traditional valuables in customary exchanges, such as bridewealth. This shift in the value system has a deleterious effect on women’s status. But such changes need to be contextualized as less than 10% of people are formally employed and there are still many places in PNG where cash income is very low, and is spent mainly on things such as kerosene, soap, and basic clothing. Foodstuffs and pigs, produced and raised mainly by women, retain their value and are not eclipsed by new goods.

The cultural complexities of gender relations make it impossible to generalize, even on the basis of broad divisions of matrilineal or patrilineal forms of social organization. Before Independence, Marilyn Strathern pointed to different and subtle ways in which Hagen
women could compete with and influence men. “Women accept that in public life men are dominant. Competition with men is not to do all that men do, but to draw a recognition from them of the claims they make as women” (Strathern: 1972 p.309).

Other family relationships may require more direct attention and understanding. Referring to sibling relationships in one matrilineal society (Nash: 1987, p.161) notes that “Both are believed to own descent group property, but only sisters use it and add to it;

brothers advise about its future”. Policy-makers and planners may overlook the importance of these sibling relationships particularly if they focus exclusively on spousal or generational gendered relations.

Another analysis of gender relations among the Kove, a West New Britain patrilineal society, questioned simplistic notions of female subordination and male domination.

The frequently mentioned strength and ‘hardness’ of Kove women derives from basic self-confidence; they are evaluated in terms of how they operate as individuals. Men are evaluated in terms of their ability to influence women as well as other men….When men talk of women as the business that makes them rich, they are referred to a possibility that will be realized only if men give full credit to female autonomy. Without the women, the man is nothing; with their help, if he can secure it, he may become a real man. In the stress on self-achievement, patrilineality counts for almost nothing, and successful affinal relations, only achievable if women are satisfied, for almost everything (Chowning: 1987, p.148).

1.9 Land Tenure

In the majority of mainland PNG societies, groups of men control land and make major decisions about its use. In island societies the picture is more varied. In some Milne Bay communities women are deemed to own the land and they make decisions about garden sites. In New Ireland province some societies give men sole authority over resources, in others, all decisions are made jointly. In the majority of matrilineal societies land is held conjointly by women with their brothers. In many patrilineal societies men own the land and women have no rights except those conferred by men as brothers or husbands.

In the main systems of land registration proposed from the 1950s have neither acknowledged the rights of women nor attempted to redress the balance so that women have equal rights as citizen landowners. While there is some evidence that in the past women had some voice in decisions about land and its use, the system of village courts established during the Australian Administration effectively excluded women from public decision-making about land. Today, in places in New
Britain, New Ireland Province or Milne Bay Province where the kinship systems and land rights are matrilineal, disputes over land are conducted between representative men and women are only called as witnesses.

In the few instances where land has been registered or privatized women have been severely disadvantaged as a result. Land registration practices have consistently resulted in the effective diminution of women’s traditional rights in land. First, because when the land is acknowledged as belonging to a specific group of people, males are usually the ones who are consulted, are the signatories to any legal documents and often are the ones who benefit from changes in inheritance, to the detriment of women. This is particularly the case in matrilineal systems where men gain a permanent right over land and then bequeath it patrilineally to their children - a practice that has no precedent in custom. In patrilineal systems women are often entirely excluded from owning registered land.

In the monetary system of today, land has become an important asset for acquiring bank loans. Women are particularly discriminated against in this regard because land is now registered under male ownership and even in the few remaining matrilineal societies where women work and own land it is the men who negotiate with banks and similar services (Cox and Aitsi:1988, p. 34).
Key Thematic Issues

2.1 Introduction
Gender issues are influenced by a complex set of interlocking factors so it is difficult, or even impossible, to disentangle the different elements which affect the current status of women in PNG. Many of the key thematic issues that construct a gender analysis of PNG are interrelated.

The interplay of culture and tradition, and colonial and post-colonial developments, make it hard to point to a hierarchy of importance for these different factors.

2.2 Women and Economic Participation

Key Gender Problems
In PNG the economic role of women is essential to the subsistence economy but is both underestimated and devalued by men and by economic observers. Table 2 illustrates that the highest percentage of females are self-employed and unpaid, as compared to other types of employers. Of those women that are paid, the majority is paid by church or missionary groups. Women are least represented in areas of the private sector.

The graph of employees by industry group and gender in the previous section (Graph 1) illustrated that the majority of people (85% of the population) gain a livelihood through agriculture, forestry and fisheries. Women’s work figures largely in subsistence gardening, livestock rearing, fishing and cash cropping. Women are mostly employed in traditionally female areas such as community and social services, as well as the retail trade. Forestry, logging, construction and mining employ hardly any women.

In the workplace women are often discriminated against and do not have access to information and support to ensure that their rights are respected, and that they have equal access to services. If women are to participate at all levels of the economy they will require assistance and advice from private and public sector personnel. The Individual and

<table>
<thead>
<tr>
<th>Type of Employer</th>
<th>Number</th>
<th>Percentage</th>
<th>Females per 100 males</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>Self-Employed &amp; Unpaid</td>
<td>3,946</td>
<td>2,373</td>
<td>4</td>
</tr>
<tr>
<td>Government</td>
<td>30,702</td>
<td>6,399</td>
<td>35</td>
</tr>
<tr>
<td>Statutory</td>
<td>7,788</td>
<td>1,498</td>
<td>9</td>
</tr>
<tr>
<td>Local Govt Council</td>
<td>1,859</td>
<td>99</td>
<td>2</td>
</tr>
<tr>
<td>Missions/Churches</td>
<td>1,584</td>
<td>464</td>
<td>2</td>
</tr>
<tr>
<td>Private Business</td>
<td>42,610</td>
<td>5,844</td>
<td>48</td>
</tr>
<tr>
<td>Int’l Orgs/Embassies</td>
<td>107</td>
<td>24</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>38,596</td>
<td>16,701</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: 1980 Population Census
Community Rights Advocacy Forum statement on ‘Gender Equality’ notes that:

The public service in PNG is the largest employer of women, yet few women have been able to attain high level positions. Since Independence, less than five women have held departmental head and senior administrative positions. Only 10 of the 18 boards and councils have women’s representation (ICRAF: 1997, p. 16).

Analysis of factors which cause gender problems

In almost all major economic projects women’s needs and interests have been marginalized or ignored, with the result that their status has been lowered and the negative social impacts have been borne by them disproportionately (Stratigos and Hughes: 1987).

In the subsistence sector the division of labor has often been characterized as based on ideas of gender complementarity. While this construction acknowledges women’s work as essential, it does not invariably mean that their contributions are given equal value. Studies have repeatedly shown that women spend more time, compared to men, producing food and that they expend more of their energy and provide most of the food that is consumed. Nonetheless, men’s work in clearing and preparing land for planting, building fences and fishing or hunting is usually culturally perceived as balancing or exceeding women’s contributions (Brown: 1987; Hogan: 1985).

Income from cash crops, such as coffee, copra or cocoa, is managed by men in the majority of societies, although there are many communities where this is not so. Local sales of garden produce at markets or roadside stalls are generally the preserve of women. In some areas, especially matrilineal societies where women have continuous rights in their clan land, cash income is perceived as belonging to the person who produced the goods for sale. In these areas women retain control over the money they make. The situation regarding control over family income is variable and changing, but as relatively few women earn cash and with some women giving their earnings to husbands or male kin, it is clear that very few women control household income. This has negative implications for credit schemes directed at women (Finch: 1992).

As women’s projects within the family or clan very often involve their giving all profits to men, they lack control over income. Also the women have little experience of financial management to draw on in planning repayments of loans.

Another characterization of the gender divisions in the economic sphere is that of women as the producers and men the transactors. This provides a useful analytical starting point as it develops the idea of

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**WOMEN IN THE PRIVATE SECTOR**

There is very little information available on the role of women in the private sector, although it is acknowledged as an area that needs to be promoted. The Investments Promotions Authority (IPA) has been running a register of women in business for the past 3 years which is designed to maintain listings of women and provide assistance to women entering business. The IPA has a national office in Port Moresby and an office in Lae to service the Momase region. It’s aim is to have offices open in the Islands and the Highlands regions by 1999. These regional offices will maintain regional registers of women.

The IPA works closely with the Small Business Development Corporation (SBDC) which has a special loan facility for women to access small loans for businesses. Women accessing this loan facility have initiated their businesses in areas such as establishing bakeries, cocoa projects, trade stores, selling ice blocks and other retail ventures. The IPA and the SBDC also hold regular training courses for women in business and host business women’s luncheons.
complementarity but illustrates the way that men gain control over women's products and so benefit more in status and political power. This also illustrates how women have had such difficulties in accessing positions in the private sector, although this is changing slowly.

2.3 Agriculture

Key Gender Problems and analysis of factors, which cause gender problems

Agriculture in PNG is divided into two major sectors: village and non-village agriculture. Village agriculture provides subsistence and cash incomes for approximately 85 per cent of the population. Non-village agriculture includes three sub-sectors: the largeholdings or estates; the smallholder land settlement schemes; and urban horticulture.

All PNG societies mark gender differences strongly and in distinctive ways varying between cultures. In agriculture the gender differences significantly structure the access to resources, divisions of labor, and returns to labor in the form of consumption patterns and income shares.

To summarize significant aspects of gender it is useful to divide PNG agricultural systems into three broad agro-ecological regions: the highlands (>1200 m), the mid-altitude zone (600 - 1200 m), and the lowlands (0-600 m). Overleaf are case summaries of lowlands, mid altitude and highlands time use allocations. These case studies show both sexes contributing substantial labor inputs to the production of cash crops for income, with men's contribution probably greatest in the case of highland coffee and most equitable with women's time use in the lowlands regions. However, in terms of rights of ownership to such long-lived tree crops and of rights to benefit from cash crop income, it appears generally to be the case that women are disadvantaged.

Market trading

Marketplace trade occurs throughout PNG and its significance varies largely in relation to urban demand and access. By 1993 the annual value of such trade was estimated at K300 million. Generally women dominate food crop marketing with the main exceptions being some markets in Port Moresby, the management of long distance trade in products such as sweet potato (from the highlands to coastal towns) and in some cases betel nut. While participation rates for women in market trading are high, market incomes and cash returns are usually relatively low.

Non-village agriculture

Agriculture outside of village-based systems on customary land takes three major forms: estates or largeholdings; smallholder land settlement schemes; and urban horticulture. The estate or largeholder sector in PNG agriculture produces a range of export crops (coffee, cocoa, coconuts, oil palm, tea, rubber, and, until 1989, cardamom), as well as livestock, sugar and stockfeed for the internal market. In 1985 it included over 800 largeholdings, employed 42,443 citizens, and land use involved over 386,000 hectares. While women are generally invisible in both the ownership and management of estates, their appearance in employment figures is also minimal. In 1982 women were only 8 per cent of the estate workforce, and 4 per cent of the agricultural wage workforce. In both cases substantially less than their overall 13 per cent in national wage employment. The invisibility of women in the official employment picture of the estate sector seriously under-
**Key Thematic Issues**

### Highland region agriculture

Characteristically most agricultural systems in the highland region are based on sweet potato as the major crop. Overall, population densities are higher than in the other two regions and in core areas they are much higher. Agricultural intensity is also generally higher, with more plantings before land is fallowed and often shorter fallows. Coffee is the most important cash crop: it has a seasonal harvesting period between May and September when its labor requirements are greatest (Samana: 1986 and 1989). Work patterns in Enga Province in 1968 when cash crop plantings were still minimal, showed women working for 26 hours weekly in food production, compared to 16 hours by men, with a further 2 hours of cash crop production by each sex. Twenty years later similar figures were reported. In the neighboring Southern Highlands in 1979, Duna women spent 27 hours weekly in food production, the men 19 hours. In Simbu Province in 1972, women spent 22 hours weekly in food crop production, men 15 hours, and two hours each in coffee production (Hide, 1981). The most extreme case appears to be that of Wola women in the Southern Highlands who have been described as working between four and six times more hours in agricultural cultivation than men (Sillitoe: 1985).

### Lowlands agriculture

Time allocation studies have been undertaken in parts of the Western Province where sago is either a joint staple or the sole staple food, and where cash crops are of minimal importance. These studies indicate that the contributions of men and women to food production are generally similar in terms of overall activity time, though sharply different for specific food getting components. Thus in the Kubo area of Nomad, men spent 49% of their total activity time, and women 58% of theirs, in subsistence activities. More specifically, men spent 5.7% in horticulture, 2% in sago making and 19.6% in hunting, fishing and collecting, while the respective figures for women were 7.6% in horticulture, 15.8% in sago making, and 12.1% in gathering and fishing. The similar inputs by men and women in gardening and the much greater contribution by women in sago making are confirmed by Dwyer (1994).

### Mid-altitude region agriculture

Very low population densities characterize the mid-altitude region, with low intensity agricultural systems based generally on one or more of such crops as sweet potato, taro, Chinese taro and sago. Subsistence food production usually involves a combination of agriculture, sago processing, and hunting and collecting, with only restricted cash cropping. Women’s share of total time spent on food production ranges from a high of about 66 percent (in Gulf and parts of Western province), to a low of 44 percent on the Papuan Plateau in the Southern Highlands. The overall average of several studies is about 60 per cent (Bonnemere: 1992; Kelly: 1993).
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estimates their actual contribution.

Originally the coastal plantations of coconuts and cocoa used primarily male migrant laborers. There is little or no information about the use of women workers. The situation is similar for the oil palm estates where the only study shows women working unofficially as assistants to their husbands employed as official laborers. In the case of the single sugar-producing estate no gender information is available on the regularly employed labor force but a substantial proportion of the more than 800 workers taken on for casual seasonal work in the 1980s were women.

Smallholder land settlement schemes have been a significant part of government policy to encourage cash cropping since the 1950s. Nakikus' (1985) review of the impact of such settlements on women in 1984 is still the best overall view as regards land tenure, income, nutrition, and the general failure of planners to take gender into consideration.

By 1990, some 15 per cent of PNG's population were living in urban areas. Surveys in the mid 1970s indicated that just over 40 per cent of urban households produced some of their own food. Most surveys in the 1970s described women as the major contributors to this agricultural subsector, supplying inputs of about two to five hours per week, with much smaller inputs by men. A 1981 survey in Moresby showed major variation in gender contributions by suburb and it was suggested that this variation was related to variation in women's place in the urban workforce. Recent surveys in the early 1990s have shown substantial differences between suburbs in Port Moresby in horticultural inputs, from 7 to 22 hours per week, with women's contribution at about 57 per cent.

2.4 Fisheries

Key Gender Problems

In many parts of PNG, especially in coastal regions, women fish regularly and provide substantial amounts of fish for family consumption. The Women in Fisheries Development program was initiated in 1989, supported by overseas aid funding. Its aims are both nutritional and economic and the target beneficiaries, women, children and youth in villages, have consistently been identified as deprived in these aspects of their lives.

Analysis of factors which cause gender problems

The gender problems encountered in this program typify the inadequacies of many similar agricultural development projects. The South Pacific Commission initially supported the Women in Fisheries Project in 1989 however funding was withdrawn in 1994. By then 800 women had been trained and a very small seeding fund established. The funding could not sustain the infrastructure required to maintain the momentum established during the training and the village-based leaders were left unsupported. Failure was attributed to lack of motivation at village level, lack of funds, expectation of payment by the newly-trained leaders (rather than the self-help ideal proposed) and the influx of cheaper protein sources such as lamb flaps and tinned fish.

A new management plan was drawn up in 1996 but as yet no evaluation of this has been produced. (Five-Year Management Plan for Women in Fisheries Development Program in Papua New Guinea 1996-2000, National Fisheries Authority)
2.5 Forestry

Key Gender Problems
Forestry and logging are, like mining, dominated by foreign companies and expatriate men mostly hold the managerial positions. Although there have been suggestions that locally operated portable sawmills could involve women in small-scale businesses, there have been no recorded cases of women working on these village-based projects.

The economic impacts upon women are similar to those in mining. The areas of land clear felled are often useless for agriculture, which result in women having to work gardens in distant locations on poorer soil. Environmental degradation associated with logging means that women's work is increased, hunting areas are devastated so protein intake declines and dependency on bought food increases.

Analysis of factors which cause gender problems
The most profitable operations are highly mechanized and the industry therefore employs local unskilled men for very short periods. There are few positions available for women. With no training programs for women and the cultural attitudes of both Papua New Guinean people and expatriate men ensure that women are effectively excluded from employment in logging operations.

The forest is normally seen as a domain where men work: hunting, cutting trees for building materials or clearing forest for new gardens. These exclusive attitudes are compounded by the prevailing view that operating machinery is a male skill.

The economic benefits of employment and moneys paid to local people are mainly managed by men and women benefit indirectly at best. The only available case study, of the Wasab in Madang Province, (Sagir: 1994) demonstrates the ways in which women are excluded from decision-making, have no control over the contracts made between men and logging companies and are not experiencing any economic or social benefits from this type of economic development.

No mention is made of the role of women in forest management in the latest publication form the PNG National Research Institute: The Political Economy of Forest Management in PNG (1997). There is a need for a more gendered analysis in research in the forestry sector.

2.6 Mining

Key Gender Problems
The situation of women in the mining sector in many respects exemplifies the ways in which economic development strategies have not taken the specific social and cultural situations of women into account and have not implemented policies that ensure that women benefit equally with men.

Given the economic importance of the minerals industry in PNG, a consideration of gender issues in this context is long overdue. At present the inclusion of gender and women as factors to be examined in Social Impact Assessments have not resulted in any significant changes in the way companies and governments respond to the findings or to the specific problems that emerge for women and families.

In 1990 the number of PNG men employed in mining and quarrying was 3,390. In comparison only 152 women were employed in this sector. Since that time many new mining projects have begun, notably the major gold mine on Lihir Island in New Ireland Province. Nevertheless, the ratio of men to women employed has remained about the same, at
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96:4. In the case of Lihir Gold, the highest participation rate by women has so far been 8%, but this was during the construction phase when a large number of women were employed cleaning workers' quarters and in catering.

Analysis of factors which cause gender problems

Mining is a male-dominated and conservative industry in almost all countries. In the PNG context the prevailing attitudes of local men and the lack of qualified women compound this conservatism. The jobs available for women tend to be either secretarial/clerical or unskilled domestic jobs. So far no PNG women have been appointed or promoted to any senior managerial positions.

As most mining projects are located in previously undeveloped areas, local women are expected to continue to provide families with food and are discouraged by these expectations from seeking training or work.

For men the situation is different because there is often the need for large numbers of unskilled workers during the construction phase and government policies on local participation are generally interpreted by the expatriate employers and the local men as meaning participation by men.

The financial constraints on mining companies mean that in the early stages there is pressure to begin production so that expatriate men mostly fill the managerial and professional positions. As the industry has grown in PNG there has been a flow-on effect from one project to the next (e.g. from Bougainville to Ok Tedi to Misima to Lihir etc.) which has meant that gradually more of the skilled or senior positions are taken by PNG men. Because so few women have been trained on these mine sites, the nationals in senior or skilled jobs are almost exclusively men and when women who have experience move jobs, it is usually to a similar position, not one at a higher level.

Given the types of primary industries that are attractive to overseas investors and their relatively low workforce requirements, the implementation of equal opportunity policies would not in itself improve matters for women. Women would be seen as competing with their own menfolk and their participation would be at the expense of men's. Such gender competition would exacerbate antagonism between men and women and probably increase the incidence of violence. Nonetheless it has become increasingly obvious over the past ten years that unless laws and policies that protect and affirm female participation are enforced (such as are set out in the Platform for Action: A Decade of Action for Women towards National Unity and Sustainability, 1995-2005) then the status of women will not improve.

2.7 Women and Credit

Key Gender Problems

Although there are some exceptions, such as the Wok Meri rural credit groups in the Highlands (see Sexton: 1986 and Warry: 1985), a major constraint to women's participation in small business projects has been their lack of access to credit and banking facilities.

Most women do not have control or ownership of land or other substantial resources which banks generally require as collateral for loans. In addition, problems of geographic access are now more acute for women in less populated areas as most financial agencies have been centralized to the larger centers. In recent years a number of micro-credit schemes have been initiated by aid agencies, and women have been trained to take over management and educate participants in
Social and Economic Impacts of Mining

The problems for women in mining extend beyond that of limited employment opportunities. The social and economic impacts of mining and other extractive primary industries affect the lives of women in many negative ways. Briefly, these include:

- Women can lose land for gardening and so become dependent on the wage labor of husbands, thereby losing their basic source of control over the domestic economy.
- In some areas (Ok Tedi, Bougainville) environmental degradation has meant that garden productivity has been reduced, or water sources polluted with the effect of increasing women's subsistence workload.
- When mining developments occur, local men gain employment and women are expected to continue to produce food for the family without male support. This has far-reaching economic implications as it perpetuates the cultural role of women as food producers, encouraging men to perceive their earnings as discretionary income. The withdrawal of male labor from subsistence gardening reduces the standard of living formerly attained with complementary work relations. Men decrease their input and the areas of land they clear. This leads to shorter fallow periods as women cannot undertake clearing for new gardens, resulting in smaller gardens and reduced production. It also increases the burden on women as providers.
- When mining leases and compensation agreements are negotiated women are almost invariably excluded from decision-making and are rarely consulted independently. Compensation payments are usually paid to groups of men who represent their clans or communities and business opportunities that are associated with the mining project are usually given to males. Women have no direct access to the large cash compensation payments, rarely participate in decisions about business developments or investment of money and so benefit indirectly, if at all.
- In many places where mining development has occurred, men spend large amounts of money gained from wages, compensation payments and royalties on alcohol. [In one study, 70% of male employees spent between 50% and 80% of their fortnightly wages on beer]. In the first few years most of the wealth is spent by men on cars, trucks, boats, beer and consumer items. Alcohol consumption by men creates many problems for women. Most women perceive drunkenness to be a major factor in domestic violence. In almost all social impact studies of mining projects an increase in marital conflict and violence has been observed. The combined effect of spending on vehicles and beer means that many road accidents occur in the first years of mining projects, often wiping out the major item of expenditure and occasioning death or injury to driver and passengers.
- The lack of employment opportunities for women and the presence of large numbers of wage-earning young men creates a situation where young women can be pressured to prostitute themselves to get money. In PNG prostitutes are stigmatized and often their own families and communities reject these women. They are at higher risk of infection from STDs and AIDS and are also more likely to be raped and assaulted.
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business practices. There are difficulties in the management and sustainability of these projects, particularly in more remote areas.

Credit programs face a number of constraints, including low and highly dispersed populations, inadequate infrastructure, the importance of the subsistence economy, and difficulties in achieving high repayment rates. Analysis of factors which cause gender problems

Rural women have little experience of banking generally, and have low levels of education. This means mechanisms and procedures associated with credit facilities are not widely understood. The requirements for loans are complex and women may be unable to write submissions, set out business plans or put up collateral. Systems that operate in urban centers in other Third World countries are often not appropriate for PNG women who are, in many instances, unable to assert personal control over money they earn. The lack of secure banking facilities in rural areas militates against this even further.

Credit projects have had limited success largely because of problems with repayments. While there are training and information sessions for rural and urban women, these tend to be sporadic and very basic. The PNG Women’s Credit Scheme, established through cooperation with ILO and UNIFEM in 1996, promises to deliver credit facilities to women, with market linkage and skills training backup.

Nevertheless a number of micro-credit schemes are now operating throughout PNG. Workshops have been conducted to educate women in the use of credit and in the management of loan applications and repayments, and government, NGO and international support for these activities has substantially increased. A more recent development has been the recognition that there needs to be greater coordination among different sectoral and agency initiatives in providing a supportive network for women. The Department of Home Affairs (1996 and 1997) has developed documentation of their major credit project including an Operations Manual. However anecdotal evidence suggests that there are several teething problems with the credit project particularly in terms of coordination at the provincial level as implementation has focused on the district level without adequate training.

2.8 Political Participation

Key Gender Problems

Women gained the right to vote in PNG elections at the same time as men and most exercise that right enthusiastically. This fundamental political equality is in many ways the only one that women have in PNG. In all other respects women are outside the political processes that affect the general population and they are confined to ‘women only’ spheres. The National Council of Women provides an umbrella organization for women’s groups at village and district levels. While this has the potential for promoting women’s interests at all levels of government in practice its influence is constrained by low levels of funding and many of its programs are supported by NGOs.

Analysis of factors which cause gender problems

The tradition of male representation of women’s interests prevails at every level of government. As the lack of skills in public speaking and debating excluded women from village politics in the past, so the pattern continues whereby men are expected to be representatives of their clans or local groups. At the recent 1997 election only two women gained seats, one of them an expatriate and widow of a prominent PNG man, the other a
woman from Milne Bay Province.

New reforms under the Organic Law on Provincial Governments redefine the roles and functions of provincial and local governments in ways that theoretically enable them to be more responsive to people’s needs. The structure proposed allows for one female representative to be appointed to the Provincial Assembly. Given the barriers that exist against women, this is more likely to mean that women’s political views will be assumed to be covered by this single representative and all other positions will be occupied by men.

Lack of political will to implement policies and to fund projects directly aimed at increasing women’s participation in public life means that even when problems are defined and analyzed very little will be done.

### 2.9 Violence against Women

#### Key Gender Problems

Violence against women is common throughout PNG with some studies indicating that 70% of married women have been beaten by their husbands. In many areas, both urban and rural, intolerable levels of insecurity affect women’s everyday lives. Their freedom of movement is restricted, they are not safe in their homes and they do not have confidence in legal protection or recourse to the law when they are victims of crime.

The problems of law and order in PNG have negative impacts on both men and women, but the fear of rape in many areas means that women are unable to travel, act independently or engage in activities that used to be normal aspects of everyday existence.

**Analysis of factors which cause gender problems**

Women are often not aware of their legal rights, and there is a genuine concern (O’Collins: 1997) that violence is becoming a normalized pattern of behavior. Many police consider that violence against women is justifiable if the woman has offended her husband or failed to attend to his needs. In some areas of the Highlands violence against women during tribal fighting in 1995-96 reached such a level that pack rape of women was considered to be a ‘normal’ feature of intervillage conflict (Toft: 1985 and 1986; Dinnen 1993)

Women’s status is equal in law. Most cases involving women as plaintiffs and accused are dealt at the village court level rather than in national courts. This means that custom usually prevails and in many instances effectively deprives women of their legal rights under national law. Studies of cases involving women reveal that they are often discriminated against in village courts. In cases involving marital disputes, adultery, domestic violence and desertion, women are usually dealt with much more harshly than men.

While there is some evidence that women are gradually more prepared to have recourse to litigation than in the past, men are much more litigious generally, and have greater knowledge of their rights, both under custom and national law.

The recommendations made by the Law Reform Commission in 1991 have not been systematically implemented.
2.10 Health

**Key Gender Problems**

Key trends from Table 3 illustrate the extraordinarily high rate of infant mortality and extremely low life expectancy for men and women in PNG as compared to other countries in the region. These indicators illustrate that health is one of the most critical issues facing women and men in PNG.

PNG has one of the highest maternal mortality rates in the world. This figure is not skewed because of better data collection in PNG, as it has been estimated that only one in 10 maternal deaths is reported. The direct causes of death are (in descending order) post partum hemorrhaging, puerperal sepsis, pro-

### TABLE 3

**Social Indicators, Selected South Pacific and South East Asian Countries**

<table>
<thead>
<tr>
<th>Major South Pacific Countries</th>
<th>Life expectancy at birth (years)</th>
<th>Infant mortality rate (death per 1,000 births per year)</th>
<th>Crude birth rate (children born per 1,000 people per year)</th>
<th>Total fertility rate (avg no. children per woman in a lifetime)</th>
<th>Crude death rate (deaths per 1,000 people per year)</th>
<th>Immunization rate (percent)</th>
<th>Adult literacy rate (percent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Papua New Guinea</td>
<td>56</td>
<td>67</td>
<td>34</td>
<td>5.0</td>
<td>10.7</td>
<td>72</td>
<td>52</td>
</tr>
<tr>
<td>Fiji</td>
<td>72</td>
<td>23</td>
<td>24</td>
<td>3.2</td>
<td>4.6</td>
<td>22</td>
<td>87</td>
</tr>
<tr>
<td>Federated States of Micronesia</td>
<td>64</td>
<td>52</td>
<td>37</td>
<td>6.5</td>
<td>7.8</td>
<td>52</td>
<td>65</td>
</tr>
<tr>
<td>Kiribati</td>
<td>58</td>
<td>60</td>
<td>33</td>
<td>3.8</td>
<td>10.9</td>
<td>65</td>
<td>93</td>
</tr>
<tr>
<td>Marshall Islands</td>
<td>61</td>
<td>63</td>
<td>39</td>
<td>7.2</td>
<td>5.2</td>
<td>63</td>
<td>91</td>
</tr>
<tr>
<td>Solomon Islands</td>
<td>62</td>
<td>44</td>
<td>38</td>
<td>5.8</td>
<td>4.4</td>
<td>38</td>
<td>22</td>
</tr>
<tr>
<td>Tonga</td>
<td>68</td>
<td>21</td>
<td>30</td>
<td>5.2</td>
<td>6.3</td>
<td>26</td>
<td>99</td>
</tr>
<tr>
<td>Vanuatu</td>
<td>63</td>
<td>45</td>
<td>na</td>
<td>5.3</td>
<td>7.3</td>
<td>45</td>
<td>64</td>
</tr>
<tr>
<td>Western Samoa</td>
<td>65</td>
<td>25</td>
<td>32</td>
<td>4.7</td>
<td>6.8</td>
<td>28</td>
<td>98</td>
</tr>
<tr>
<td>South east Asian countries</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indonesia</td>
<td>63</td>
<td>56</td>
<td>24</td>
<td>2.8</td>
<td>8.0</td>
<td>na</td>
<td>77</td>
</tr>
<tr>
<td>Thailand</td>
<td>69</td>
<td>36</td>
<td>19</td>
<td>2.1</td>
<td>6.0</td>
<td>na</td>
<td>93</td>
</tr>
<tr>
<td>Malaysia</td>
<td>71</td>
<td>13</td>
<td>28</td>
<td>3.5</td>
<td>5.0</td>
<td>na</td>
<td>78</td>
</tr>
</tbody>
</table>

*1993 or most recent estimate.

Key Thematic Issues

Longed labor and anaemia. The high rate of mortality must be viewed not only as a problem reflecting the decline in health generally but also as a factor that places greater strain on women’s psychological and physical well being.

In 1986, the life expectancy for women is estimated at 51.4 years for women and 52.2 for men, making it the lowest in the Pacific region (Gillett: 1991). In 1971 it was 41 for women and 40 years for men, so there has been a significant improvement over the intervening years. The improvement for women occurred in the late 1970s and has dropped in relation to male life expectancy in the last decade, increasing only one year since 1981. These figures are all estimates and in some respects unreliable.

However when better figures exist the picture they present is often worse for women

Table 4 illustrates the excessively high maternal mortality rate that causes almost a third of the deaths of all women in PNG in the 15-44 age group.

Given the very high maternal and infant mortality rates in the population it is clear that there is urgent need for implementation of primary health programs and improved service delivery regardless of the real incidence of HIV infection.

Analysis of factors which cause gender problems

While many of the major health problems, such as malaria and tuberculosis, affect people regardless of gender in PNG, as elsewhere in the world, women’s reproductive health is a major indicator of gender differentiation. As 50% of the female population in 1990 was of childbearing age the problems in maternal health in PNG must be viewed as among the most serious issues in the country.

Poor maternal health is in large partly due to malaria and other common illnesses as well as poor nutrition and inadequate spacing between pregnancies. Death following self-induced abortion is undoubtedly common, although accurate figures are difficult to obtain.

Malaria is a major health problem in many areas of PNG and over the past few years it has spread to areas that were previously unaffected. Public health preventative programs have been designed and all provinces have excellent strategy plans but funding has been cut to the point where any systematic implementation is impossible. In those areas where malaria is endemic, eradication programs should be implemented during the early stages of any development project as incomers often lack any immunity, and constant malaria infection of workers creates high levels of absenteeism and inefficiency.

---

**Table 4**

**Causes of death for women aged 15-44, 1985 (%)**

<table>
<thead>
<tr>
<th>Cause</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Obstetric causes</td>
<td>29.0</td>
</tr>
<tr>
<td>Diseases of genital organs</td>
<td>6.0</td>
</tr>
<tr>
<td>Malaria</td>
<td>4.0</td>
</tr>
<tr>
<td>Pneumonia</td>
<td>2.0</td>
</tr>
<tr>
<td>Diseases of other parts of the digestive system</td>
<td>2.0</td>
</tr>
<tr>
<td>Diseases of the skin and subcutaneous tissue</td>
<td>2.0</td>
</tr>
<tr>
<td>Anaemia</td>
<td>1.0</td>
</tr>
<tr>
<td>Diseases of muscular/skeletal</td>
<td>1.0</td>
</tr>
<tr>
<td>Ill-defined intestinal infections</td>
<td>1.0</td>
</tr>
<tr>
<td>Fractures</td>
<td>1.0</td>
</tr>
<tr>
<td>All other causes, known and unknown</td>
<td>52.0</td>
</tr>
</tbody>
</table>

The incidence of tuberculosis is allegedly increasing in many parts of the country but the cuts in funding mean that in many places it is undiagnosed and untreated. Respiratory illnesses are a major cause of morbidity and mortality for males and females of all ages.

Poor nutrition, high maternal mortality, the very arduous workload and “the serious degree of violence against women” (UNICEF and GoPNG 1996:27) are the perceived reasons for the relatively low life expectancy for females. While questions about cause and effect remain problematic the lack of funding for improvement of women’s health reflects a deep-seated reluctance on the part of government to privilege women in any program (even when they are demonstrably disadvantaged) or even responds to their gender-specific needs. In this area, as in violence against women, the issues that need to be dealt with and many of the strategies for doing so, have been identified. The lack of will to develop and implement policies that require funding is perhaps the major cause of women’s health problems.

### 2.11 Education

#### Key Gender Problems

The illiteracy rates in PNG are high on a global average, however the gender disparity is even more severe. The rate of illiteracy among adult women is estimated around 60%.

More males than females are represented at every educational level. The primary school enrollments have increased over the last decade but are still low. In 1994 they stood at 67% for girls and 80% for boys (cf. 51% and 66% respectively in 1980). Secondary school (years 7-10) enrollments are very low for girls, with little improvement relative to boys over two decades. In 1994, the enrollment rate for girls of secondary school age was 17.4%, for boys 21.3%. Overall, only 40% of school-age girls attend school (Gannicoot and Avalos: 1994; Gibson 1996).

#### TABLE 5

<table>
<thead>
<tr>
<th></th>
<th>Male</th>
<th></th>
<th>Female</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Illiterate</td>
<td>%</td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>Number</td>
<td></td>
<td></td>
<td>Number</td>
</tr>
<tr>
<td>20-24</td>
<td>167,389</td>
<td>43,660</td>
<td>26.1</td>
<td>159,792</td>
</tr>
<tr>
<td>15-24</td>
<td>379,906</td>
<td>106,832</td>
<td>28.1</td>
<td>343,433</td>
</tr>
<tr>
<td>15+</td>
<td>1,083,133</td>
<td>437,905</td>
<td>40.4</td>
<td>997,211</td>
</tr>
</tbody>
</table>

GRAPH 2

School attendance by gender and age, PNG, 1990

Numbers at school

GRAPH 3

Gender Ratio at School, by age, PNG, 1990

Percent

| TABLE 6 |

**In school and out of school factors affecting female enrollment and retention**

<table>
<thead>
<tr>
<th>Out of school factors</th>
<th>In school factors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cultural/historical factors</td>
<td>Age of entry</td>
</tr>
<tr>
<td>Geographical factors</td>
<td>Supply of teaching materials/aids</td>
</tr>
<tr>
<td>Attitudes of parents</td>
<td>School fees</td>
</tr>
<tr>
<td>Disillusionment with schooling;</td>
<td>Sexual liaison and sexual harassment</td>
</tr>
<tr>
<td>- restricted high school entry</td>
<td>Quality of the learning Environment</td>
</tr>
<tr>
<td>- limited employment prospects</td>
<td></td>
</tr>
<tr>
<td>Family labor requirements</td>
<td></td>
</tr>
<tr>
<td>Marriage</td>
<td></td>
</tr>
<tr>
<td>Tribal fighting</td>
<td>Environment</td>
</tr>
</tbody>
</table>

Analysis of factors which cause gender problems

Tertiary education refers to all institutions above year 10. Women constitute only 30% of tertiary students and they are concentrated in the fields of nursing and teacher training. Girls and women generally face many obstacles in gaining an education. In all major studies cultural factors have been found to be the major impediment to increasing the enrollment of females at all levels of education. Boarding facilities for females are often insecure and there have been numerous rapes of female students. Pregnancies occur at an unacceptably high rate and pregnant students are unable to continue their studies. There are few affirmative action quotas for girls and evidence suggests that these are not always implemented at the local level (Yeoman: 1985; Oliver 1987).

The low enrollment of women at all levels means that this is not likely to improve dramatically over the next decade. Illiterate women are unable to gain access to many of the informal education and training programs that exist. The discrepancy between male and female education levels creates a flow-on effect that impedes the participation of women economically and politically.

There are regional variations in the gender patterns of enrollment and retention rates at secondary level. These reflect differences in the historical experience of different regions. Those with strong mission education systems that promoted single sex education for girls, such as Milne Bay Province and Manus, have higher enrollments and retention rates for girls than other regions. Similarly data illustrates that literacy levels are lowest for women in the Highlands. Several NGOs have developed literacy courses for women in the Highlands and although there have been teething problems with the development of these programs by non-Melanesians (see Schoeffel: 1987), there are currently many successful projects running (see Chapman:1996), especially through indigenous NGOs (Soondrawu: 1993).
3.1 Introduction

The development of a sustained commitment to gender sensitive policies and programs cannot take place unless there are major shifts in attitudes and practices at all levels of government, non-government and community administration, and within families and households. Although the goals of ‘integral human development’ and ‘equal participation’ were adopted in the PNG Constitution, there has been little success in translating these policy statements into sustained action.

The past five years have seen a marked increase in awareness among women and men that equal participation and a greater sense of partnership is an important goal. Government and non-government agencies have initiated a number of programs aimed at improving the status of women in society and achieving the goal of integral human development. Greater coordination and cooperation are now required to overcome isolationist or competitive attitudes that hinder sustained action.

The 1997 Human Development Report refers to the need “to mobilize alliances and partnerships”. In analyzing the significance of different key gender issues, the aim is to develop appropriate participatory strategies. These will ideally involve “alliances, partnerships and compromises” between all agencies and organizations working towards more sustained gendered development. Governments, NGOs and other institutions do not empower people. People empower themselves. Through policies and actions governments can either create a supportive environment or put up barriers to empowerment (UNDP: 1997, p. 96).

The development of a more equal partnership will also involve identifying past and present influences which affect gender relationships, and working with men as well as women to bring about positive and sustainable change. It will also be important to recognize the diversity of male responses to gender inequality as these responses mirror the multidimensional nature of communities throughout PNG.

The identification and implementation of appropriate participatory strategies has to take into account the specific needs of women in particular socioeconomic and environmental situations, from different ethnic groups, and at different stages in their life cycle. Awareness of the historical background of cultural, religious and colonial attitudes and practices helps to deepen understanding of where women are coming from so that appropriate participatory strategies can be determined. Education, employment, and household income and consumption patterns may all have a differential impact on the degree to which women currently participate in the wider society. While it would be impractical to attempt to document all their life circumstances, a number of significant factors affect the capacity of women to participate in the economic and political life of their communities, and that of the nation as a whole.

This section will deal with the major causes of the low status of women in PNG. This includes the attitudes of men, violence and discrimination, the lack of women’s public decision-making powers, their low position in the workplace, low levels of literacy and health, and barriers in accessing credit. The interventions suggested in this section are aimed to address the core structural forms of inequality between genders in PNG in a way that is inclusive of men.
3.2 PNG Platform for Action

Before mapping out suggested interventions in PNG it is worth noting that the major problems and issues facing the women of PNG have been documented in the PNG Platform for Action: A Decade of Action for Women Towards National Unity and Sustainability 1995-2000. This document was developed from extensive consultation with Government, non-government organizations and individuals, particularly women, throughout the nation. It is thus the most comprehensive identification of issues and problems facing women in PNG.

The PNG Platform for Action recommends strategies for addressing the critical areas of concern of women, which includes priority recommendations for each of the nine critical areas of concern. This is an extensive, and somewhat lengthy list, and very little of it appears to have been implemented. The critical areas of concern identified as the major problems facing women of PNG are listed in Appendix 3.

The Post-Beijing Declaration for Action on the Development of Women (dated 22 November 1995) and the Post-Beijing Report identified four key priorities from the Platform. These priorities identify the key areas for interventions:

- To strengthen current national, provincial, and local women’s credit facilities and to conduct a comprehensive feasibility study leading to the participation in Women’s World Banking;
- To mainstream gender issues in all government policies and development planning and administration;
- Bearing in mind the urgent need to increase the health, education and literacy status of women in PNG, to increase funding for women and children and related programs by 10% each year;
- To work towards the establishment of the Office of the Status of Women.

3.3 Discrimination and Decision-Making

In order to address problems related to the low status of women, it was noted in the Country Strategy Note 1997-2001 that the Government and NGOs “recognize that partnership between men and women is vital and have started to undertake the mainstreaming of gender issues and gender training” (UNDP/GoPNG: 1995, p. 10). The aim should be to realize the second constitutional goal that all citizens, men and women, “have an equal opportunity to participate in, and benefit from, the development of our country” (Constitution of the Independent State of Papua New Guinea 1975, National Goals and Directive Principles).

“This means that women must participate equally, just as much as men. We must implement policies to fulfill this national goal and directive by introducing specific measures to increase the number of women involved in all levels of political, economic, and social participation and decision-making. The Government must ensure the enforcement of all existing laws protecting women’s equality rights and freedoms (Individual and Community Rights Advocacy Forum [ICRAF]: 1997, p. 15).”

Critical areas that need to be dealt with are:

- The inclusion of women in the decision-making processes and community consultations in equal numbers to men.
Potential Areas of Intervention

- Development of programs aimed at improving women’s status and addressing systematic discrimination at local and government levels.

All facets of women’s legal, social and economic position are affected by the way in which men and women view women’s role in their particular community, or the wider Papua New Guinean society. In some situations negative community attitudes, plus a fear of the impact of changed power relations, may be barriers to greater access to social and economic opportunities. For women who are employed in the formal work force there are inherent tensions in negotiating a more balanced sharing of domestic responsibilities. In all these situations, domestic violence and marital disharmony may be added elements, which militate against positive outcomes.

What is perhaps most difficult to counter is the passive resistance to change among male decision-makers, whether in the formal sector or in village communities. Policies or projects that promote the advancement of women may be agreed upon, but there is no serious commitment to implementation. Tensions and conflicts within and between women’s groups and between government and non-government agencies may provide further justification for inaction.

In some Papua New Guinean societies women’s rights have been so depleted and negated by negative attitudes, and the distorted impact of colonial and modern developments on the existing social structure, that women do indeed feel powerless.

At the same time it is clear that attitudes are changing and that progress, however uneven and patchy, is being made particularly among younger men and women. Although negative male attitudes may create problems for some professional women, others have found that their success is accepted and encouraged by their husbands and kin.

Not all of the men are unconscious of their own attitudes and their impact on women’s careers. Some have stated quite directly that in order for women to have equal opportunities men themselves must change their way of thinking (M.A. Gibson: 1993, p. 91).

- Gender analysis training for decision-makers in Government, non-government organizations and the private sector.
- Implement Train the Trainer gender analysis sessions for senior male public servants.

Training is essential as a first step in addressing discrimination against women, particularly in the workplace, however it is also essential that the participants see the training as valuable, high status, and reputable. Training some high-level male gender analysis facilitators could be an important step towards increasing the status of gender training in the eyes of some male decision-makers.

It is essential to have guidelines and regulations on discriminatory behavior to accompany the training and awareness program of gender analysis and workplace discrimination. These regulations should also be monitored and enforced.

- Support provision of legislation, possibly through a Human Rights Act, “to provide for the prevention and protection of sexual harassment from bosses and colleagues in the workplace. This legislation should
Potential Areas of Intervention

have a mechanism for complaint, remedy, compensation, and punishment procedures” (ICRAF: 1997, p. 18).

Any analysis of gender issues needs to acknowledge that successful approaches to renegotiating male/female relations involves a shifting of power and resource management to a more equal and shared societal framework. This will not happen without some tension and resistance. Developing ways of mediating and resolving these conflicts will be essential for a successful outcome.

Many projects that aim to increase the status of women have worked exclusively with women, and seen women as having the power to create change. However this may lead to women suffering further discrimination, isolation, or in some cases violence.

It is essential that intervention strategies do not put women at further risk. Speaking out on issues of gender equity can attract negative attention and cause women to be publicly humiliated, ostracized and beaten. An example of this was the public trial of Sarah Garap, who had an article on the hardships of women published in the local newspaper. She was working as the Provincial Women’s Officer in Simbu at the time. She attended the markets the day following the publication of the article and was confronted by many people on the article. Gradually the crowd grew to over 300 and it became a public trial with the District Manager demanding compensation.

Church and culture

Often custom and religion are used against women. Selective parts of the Bible are quoted, usually from the Old Testament with little reference to the whole concept of Christian-ity. Customary law is also very selectively used in relation to those aspects of culture which are retained. The maintenance of discriminatory customs against women such as polygamy and punishment often are maintained.

- Further study and work needs to be conducted into the selective use of culture in justification of the subordination of women.
- Possible interventions in this area would be gender analysis training for church personnel, and strengthening of Women’s Desks within the church.

3.4 Violence

In her speech to the United Nations Fourth World Conference on Women, Ms Felecia Dobunaba, Head of the PNG Delegation, noted domestic violence as a priority issue in the national report. Domestic and other forms of violence are a major concern in PNG and have a pervasive impact in many other areas, especially on women’s health, decision-making and their general well being.

The major problem facing women in PNG was is male attitudes and violence towards women. Although law and order are perceived as critical issues for both genders in PNG, there is a distinct gender difference in attitudes towards these issues and assessing the effects of violence. Such high rates of domestic violence against women leads commensurately to a low status of women and low participation of women in decision-making.

A particularly disturbing aspect of domestic violence is the tendency to view it as socially acceptable behavior, rather than recognizing it to be a deviant and criminal act in clear violation of a woman’s rights.
Communities which allow violent acts against women to be perpetuated with very little censure or minimal punishment indicates that informal social controls are being eroded and new structures do not provide a solid moral foundation for an adequate response to the situation.

**Men as actors of change**

Male attitudes to women and their propensity to violence against women are key structural and systemic problems preventing the advancement of women. Addressing structural causes of inequality is not easy and will take time. Men need to become a more active in gender analysis as the targets and beneficiaries, as well as teachers and role models.

- **There is a need for study and work to strengthen efforts of men as leaders and actors in promoting gender equity.** A Men Against Violence group was established at UPNG several years ago, however after the women who assisted with the establishment of the group took a “backseat” the group disintegrated.

- **Maxine Makail from ICRAF considers that it is too late for many men to change their attitudes.** She believes that a more effective strategy to start educating boys before they have been socialized into sexist behaviors.

**Learning from other Melanesian Countries**

The Fiji Women’s Crisis Center is the leading regional center on issues of violence against women. Several women from PNG have attended training sessions held at the center, however there has not been a concerted strategy to ensure the ongoing training of counselors and advocacy workers in this specialized area.

**ADDRESSING MALE ATTITUDES: MI MAN TRU**

The Department of Health ‘Mi Man Tru’ campaign is encouraging men’s to change their attitudes and become more responsible fathers and husbands. An urban billboard campaign is encouraging ‘real men’ to share in housework, decisions on smaller families with adequate spacing between children and safe sex. The billboards are illustrated by local artists and include slogans such as:

- 3 children. Both of us decided that’s enough. I’m a real man!
- My wife’s health is my affair because I’m a real man!

A national series of radio scripts will also be aired to reinforce the message and encourage discussion on gender roles in the community.

**Women in Prisons**

Very little positive action appears to have been taken to reduce the number of women who receive prison sentences. After discussing the reasons why women were imprisoned, Anou Borrey (1992: p.25) concludes that:

Many elements come into play against the position of women. We actually end up with a mixture of female prisoners so strange that we cannot but wonder what they are doing in prison.

Because the rate of imprisonment of women is less than one-sixth of that of men, maintaining and upgrading of facilities for female prisoners and the provision of training and rehabilitation services are often seen as less important. The Report on the Prisons of Papua New Guinea 1963-1986 (Department of Corrective Institutions: 1991) discussed the cost of upgrading facilities for small numbers of female detainees. It noted that the constitutional requirement that offenders should not
normally be removed from their home areas was a valid objection to any solution which involved a single centralized women’s prison (See various Annual Reports of the Department of Corrective Institutions. Most women offenders are unlikely to be a danger to the general community and one solution would be to make greater use of probation as an alternative to imprisonment.

The 1992 Annual Report of the Probation Service noted that 588 women and 3,398 men were under the supervision of the probation service, only a slightly higher proportion of women than those in prison. However, out of 263 voluntary probation officers, only 10 were women, reflecting the interplay of cultural and attitudinal factors involved in recruitment and retention (See Annual Reports of the Department of the Attorney General Probation Service).

- Greater understanding and acceptance by village and local courts of the use of compensation, community work, and probation could provide more humane and just alternatives for many women in conflict with the law.
- Increased employment, training and promotional opportunities for women in the police service, the courts and corrective institutions would make women more visible, help ensure equal treatment, and lessen incidents of harassment and discrimination.

3.5 Health

The largest problems facing women, children and men in PNG are high infant and maternal mortality rates and the life expectancy. The PNG Department of Health estimates that 80-90% of maternal and infant deaths could be prevented if the following changes occurred.

- Adequate antenatal care. Cuts in funding to health services have had a disastrous effect on service delivery, especially in rural areas. Buildings are often substandard, health workers are not paid for weeks on end and basic equipment and pharmaceuticals are not supplied. This lowers morale of health workers and makes their it impossible for them to do their jobs. There are also cultural factors that inhibit women from seeking antenatal care (see Marshall: 1985).
- Improved nutrition. Nutritional status varies greatly with respect to gender in PNG. In most societies women and girls eat less food, have less protein and iron in their diet than men, and are relatively undernourished.

COMMUNITY FOR PEACE

This recently formed group is made up of non government organizations including Individual and Community Rights Advocacy Forum (ICRAF), National Council of Women (NCW), Young Women’s Christian Association (YWCA), and Lifeline PNG, as well as individuals. It started as a small group protesting violence in PNG society, particularly violence against women. The police prevented the group marching to Parliament House, however after repeated attempts, a group of 600 men and women successfully delivered petitions against violence to Parliament House. This success was due to their increased numbers and support of the newly elected member of parliament, Lady Carol Kidu, who negotiated with the Prime Minister to have the gates opened. Although the Prime Minister did not meet the group, his office organized a meeting with the executive of ‘Community for Peace’.

The petition calls for better training of police officers, an increase in police presence on the streets, an increase in money spent on personal security and the implementation of recommendations of the Law Reform Commission Reports, particularly Report 14 on Domestic Violence.
Potential Areas of Intervention

(Badcock: 1988; Gillett: 1990). Women’s work in garden production is often arduous and during pregnancy this places great strain on her body’s resources. In some areas cultural restrictions on foods that can be eaten during pregnancy and lactation have a deleterious effect on health and postnatal recovery.

- Greater knowledge and use of family planning methods, and use of contraception by sexually active women younger than 18 and older than 35.

There are very strong cultural factors promoting the desire for large families. More than 35% of people belong to Christian denominations that prohibit or discourage the use of contraception. In areas where these churches have provided health services, no contraception advice or provision of contraceptives is available to women. Health authorities have developed excellent outreach programs, but proper implementation is hampered by lack of funds (Dickson: 1993). UNFPA has been extremely active in implementing awareness and information programs in family planning throughout PNG.

- Referral of high-risk pregnancies to hospitals.

Obstetric facilities to deal with high-risk births are limited and require women to leave their villages. Many are reluctant to do this even when their condition is potentially life-threatening (Street: 1993).

Comparative studies indicate that lack of maternal care in pregnancy and childbirth is the most significant factor in maternal mortality. Since 1990 the percentage of supervised births has risen from 24% to 49% however this is still low compared with other Pacific countries. Despite numerous studies which have stressed the need for improvement of women’s health services, there has been an overall decline in this area which is reflected in the increases in maternal and neonatal deaths in provinces such as Milne Bay, Morobe, Madang and Enga (Alto et al: 1993).

3.6 Education

The current disparity between the education levels of males and females in PNG is stark (up to a 10% difference in population). This situation becomes more alarming as the disparities between levels of education increases. There is a dire need to address this through a comprehensive and coordinated approach.

As stated in a National Council of Women (NCW) Country Report in 1992:

Increased female enrollment at schools has largely happened in the absence of any coordinated policy approach in favor of increasing female enrollment at all levels of education. The past and present National and Provincial Education Plans have all provided statements of support for women’s education, but the intention has never been translated into action. Lack of resources and management capabilities especially at the Provincial level, make it difficult to develop and fund projects aimed at improving the educational status of women (NCW: 1992, p. 9).

- There is a need for a national coordinated approach to gender equity in education. This could occur through the development of a focal point for the mainstreaming of gender equity issues throughout PNG educational institutions, to act as a clearinghouse and central database.
Many studies and papers have cited the need for a comprehensive and coherent coordinated approach to gender equity issues in education in PNG (Soondrawu: 1993; Gannicott and Avalos: 1994). To date several disparate projects have addressed gender equity within their scope however there has not been a project or study which has looked at the whole sector to address the systemic issues which have led to current gender inequalities.

Several reports have indicated that although policy documents identify gender equity as an important objective within the PNG education system, there has not yet been a central point for the development of guidelines and strategies for the implementation of this objective.

Major stakeholders in this area include the National Department of Education, Office for Higher Education, Department of Personnel Management, UPNG, University of Goroka, community teacher colleges, Women’s Division of the Department of Home Affairs, Gender Unit in National Planning Office, and selected NGOs.

- **Mainstream gender equity issues throughout teaching practice and the curriculum.**

Ensuring that teaching practice and texts do not discriminate against girls is essential in a gender equity approach to education. This is aimed at addressing the problem of lack of relevance of school texts and teaching styles for females.

There are several projects that are already working on improvements in this area. This includes the AusAID Primary and Secondary Teacher education Project for PNG and the UNFPA small project on Population Education that is developing gender sensitive curriculum for high schools. There is a need for stakeholders to come together to discuss strategies in this area to ensure consistency and effectiveness in gender projects.

- **Increase access, enrollment, retention and performance of girls in non-traditional areas of tertiary study for women through support mechanisms and mentoring programs.**

In many areas of tertiary study women are virtually nonexistent (for example in the applied sciences, law, medicine and commerce). In these areas women need support and encouragement to undertake and complete tertiary studies. A support program for them and other women in nontraditional areas at tertiary institutions would be an important step. An example is the PNG UNFPA Role Models project that involves role model visits to schools.

The implementation of mentorship programs would be of great assistance to women pioneering new fields.

**ROLE MODELS**

The United Nations Population fund (UNFPA), in conjunction with the National Council for Women (NCW), is implementing an innovative project addressing changing attitudes and encouraging gender equity through education and role modeling. This project is titled ‘Role Models for Gender Sensitization’ and presents positive male and female role models for students in schools. It looks at the need for husbands to support their wives and share in familial roles. An education kit of gender equity will be distributed to each school in PNG as a part of this awareness program.
4.1 Introduction
As a general comment, the degree of sophistication in data collection, compilation and publication in PNG can be described as modest. Reliable national and provincial data are not readily available. Most government departments concerned with social conditions do not collect data on a regular basis. Whilst health and education are exceptions to this, the data that they produce are of limited scope and reliability. National censuses and surveys suffer from difficult field operations, both logistically and with respect to the response error.

Perhaps the most important national source of recent data is the 1990 Census of Population and Housing. However, due to real and perceived difficulties in field operations, PNG censuses do not provide as comprehensive data as do other Pacific Island censuses. Employment and demographic measures of fertility and mortality are areas on which limited data are collected.

4.2 Economic activity
Data on economic activity from the 1990 census includes only the question on economic activity itself. This question is less than adequate in capturing women’s economic activity and hence the data is of limited use for gender analyses. This is in large partly due to the use of the category ‘housework’.

Whilst this category may have some relevance for the urban population, its use in rural areas is of questionable validity. Gender bias in field operations is clearly evident in the results. Amongst rural females aged 10 and over 187,000 were reported as engaged in housework, compared to 18,000 males. This represents 18 percent of the female rural population aged 10 plus, stretching the imagination in a subsistence economy.

By way of ‘compensation’, rather fewer females than males are reported as being engaged in purely subsistence activities (277,000 females and 314,000 males) and as ‘unemployed’ (22,000 females and 45,000 males). This latter category is of doubtful validity, especially in rural areas. Even in urban areas a pilot question about whether the respondent was looking for, or available for, work in the last seven days was found to be ‘not meaningful’ (National Statistics Office: 1994, p. 14).

For both sexes census data on economic activity are divided into two main groups, ‘monetary’ and ‘non-monetary’. This represents a departure from the more usual grouping, ‘economically active’ and ‘not economically active’. Subsistence activity is aggregated with the ‘not economically active’ that includes students, those doing housework and the sick, elderly and disabled. This implicitly places value on monetary activity while devaluing subsistence activity in which women are particularly are engaged. The ‘unemployed’ is also included in this non-monetary grouping.

There is need for further research to be done in aggregating women’s subsistence and other unpaid work. Current data in this area is misleading.

Other census information on economic activity is not available at the national level. Occupation is available for the urban population only with the assumption that all rural residents are engaged in agriculture. Whilst this may be largely true the assumption precludes knowledge of the development of small-scale rural economic activities such as food processing, in which women are increasingly becoming engaged.

For the data on occupation that are gathered for the urban population, available tabulations are not adequately disaggregated by sex. Detailed occupation by sex is tabulated...
by citizen/non-citizen status only, omitting tabulations such as occupation by sex and by educational attainment which are important for any gender analysis of the labor market.

Information on industry is not available in census data. A 1989 pilot question on industry in urban areas was omitted from the census because it was 'found not meaningful' (National Statistics Office: 1994, p. 14).

Other sources of data on employment in urban areas have not been available in recent years. For example, the most recent data on urban employment refers to 1989.

Administrative records of employees, such as kept by the Public Service, do not usually provide useful data on employment because the sex of employee is often not recorded. In rural areas, within the overall classification of subsistence activity, data are lacking on the nature of that activity.

Women’s involvement in agriculture, fishing, forest resource harvesting and management of the environment are all areas where detailed information is lacking. Mining, employment in mining and its impact on communities, families and women and men is another area where information is deficient. Clearly, small-scale studies are appropriate in these areas.

Additional work is needed in gender disaggregating occupational statistics. Substantial questions on industry need to be included in the census form.

Although extensive studies have been done in industry (particularly forestry), there is scant literature in this area that addresses gender issues. There is a need for a gender study in forestry to be conducted using case studies from a variety of regions in PNG.

Women’s involvement in credit schemes has not been documented extensively although this is a burgeoning area for development assistance. It is essential that training is provided to enable accurate records to be taken on women and credit facilities and repayment rates.

- It is recommended that donors and other funders of credit schemes work together on ensuring consistent data is collected on credit schemes throughout PNG. The Investment Promotion Authority has a registry of Women in Business and it may be possible for organizations running credit programs to feed information into this central national database.

4.3 Demographic indices
Knowledge of current demographic trends in PNG is either lacking or unreliable. The 1990 census did not include questions designed to obtain information on which to base demographic estimates of fertility and mortality. Where estimates of life expectancy have been made available they are valid only for females since the data on which these estimates were made was collected only for females. Sex differentials in mortality are thus unknown.

The widely used estimate of male life expectancy in 1980 was assumed to be approximately two years less than female life expectancy, based on demographic models of sex differences (of doubtful applicability to PNG). The 1990 census does not provide estimates of life expectancy for either sex, though data to estimate female adult mortality were collected while child mortality was not. Estimates of child mortality were obtained in the 1991 Demographic Sample Survey (commonly called DHS) so that life expectancy estimates have been made available. This 1991 survey
Identification of Major Information Gaps

is of questionable reliability, however, and covered only a selection of provinces due to financial constraints. A 1996 Demographic and Health Survey has been conducted which should fill many of the gaps in demographic and reproductive health knowledge.

Further gender-disaggregated data needs to be consistently collected throughout different PNG regions. The standardizing of questions between departments will enable regional studies to contribute towards national data.

4.4 Social Conditions

Health
Data on health from service delivery records are significantly under-reported. Service delivery records at health posts are often not compiled at higher levels. This appears to be due to inadequate communication between the different levels of service management. The annual Handbook of Papua New Guinea Health Statistics contains data provided by provincial offices. Significant information gaps hamper effective health planning. Health data are, however, the most useful source of information addressing the social impact of economic policies.

Education
In education, discrepancies exist between enrollment data from schools and attendance data from census reports, casting doubt on the reliability of both.

There is a need to develop a comprehensive national study of gender equity barriers in PNG educational institutions (schools and tertiary education) focusing on issues such as harassment, bullying and sexual and physical assault. The study should also include a review of campus security and safety mechanisms for women.

The first step towards the development of a coherent approach to the issue of gender equity in education is to collate information on current knowledge. Baseline data are needed for many of the issues and patterns that influence the lack of access, low enrollment, poor retention and weak performance of females in education in PNG.

Although extensive anecdotal evidence appears in different studies there has to date been no extensive or comprehensive national study on issues of sexual discrimination in PNG educational institutions. The study could identify major indicators and patterns and trends in the occurrence of barriers to gender equity:

- Discrimination (both covert and overt to include harassment, bullying, teasing, sexual assault);
- Violence in educational institutions (a gendered analysis of the effects on students and teachers);
- Cost of education;
- Lack of access to private counseling;
- High rate of teenage pregnancy and marriage;
- Parental/spousal influence;
- Lack of relevance of curriculum and teaching methods;
- Accommodation issues for women and girls in boarding situations (student and teachers);
- Regional and clan variance;
- Safety for women on campus: review the need for additional facilities on tertiary campuses;
- Critique of the effectiveness of current of codes of conduct, policies or guidelines being used in educational institutions for preventative behaviors and disciplinary actions.
This study could also investigate how Recommendation 29 and 30 from the Final Report on Domestic Violence (Law Reform Commission: 1992) have been implemented:

Recommendation 29: That anger management and conflict resolution skills be included in the curriculum at both primary and high school levels and that in-service training on these topics be provided for all teachers.

Recommendation 30: That the Education Department and the Teaching Services Commission implement the recommendations from the Gibson Report (Education Research Division Research report No. 65). Also that clear policies be developed with respect to spouse beating, so that a teacher who physically assaults his or her spouse will be charged and disciplined. Repeat offenders will be dismissed from the teaching service and teachers who are victims of domestic violence will be supported and not penalized.

Violence
A key area of concern in contemporary PNG, especially for women, is the increasing level of violence. Information on its impact is lacking. Some studies have been conducted on domestic violence and violence towards women and attitudes to such violence, however, the general issue of violence is under-researched.

Poverty
Until recently no data was available on poverty. This situation had been improved by the recent poverty assessment that involved a 1996 household survey of income, consumption and expenditure. This survey will provide valuable data on gender dimensions of poverty.

Male gender studies
There is general lack, as far as gender analyses are concerned, in data and studies addressing males. Male attitudes have been identified as a major impediment to the progress of women in many areas of life, including education, employment and credit. There is a lack of behavioral and attitudinal studies addressing males and on the impact of male attitudes and behavior on communities and development.

4.5 Availability of Data
One of the major problems in national data availability is decentralization. The extent and quality of data vary considerably among provinces, and national compilations are of patchy reliability. Administrative records are often created and/or stored in ways that does not easily allow tabulation or gender-disaggregation. In addition difficult field operations reduce the usefulness of national data col-

AUSAIID BASELINE STUDY ON VIOLENCE
In 1997 AusAID commissioned a study of the work NGOs in PNG are doing to address issues of violence, particularly against women and girls. Although this report has not yet been made public, the results of the survey and fieldwork illustrate that very few NGOs are working on violence issues. The key organizations active in the area are: the Individual Community and Rights Advocacy Forum (ICRAF), East New Britain Social Action Group (ENBSAG), Simbu Women’s Resource Center (SWRC), and the East Sepik Council of Women (ESCOW).
Identification of Major Information Gaps

Collection exercises. Whilst censuses and national surveys are necessary to provide population counts and overview information, such exercises do not provide much by way of data that are useful for analyzing gender dimensions. National overview statistics do not identify how interventions can be made to assist women in tangible ways.

Given the difficulties involved and the limited usefulness of aggregate data, it would be both unrealistic and misguided to look to improved national or provincial data collection systems as the main source of relevant gender-disaggregated data. Local level data are, in any case, often the most appropriate for examining the gender and social effects of development processes and economic policies, particularly on subsistence communities and on the poorest sections of communities. However, the current availability of local level data is also poor. Efforts to improve the availability of information and data on women in PNG should concentrate on studies at the local level.

4.6 Updating and building on recent studies

Statistical Country Profile

There has been an extremely timely updating of the seminal work by Heather Booth of the statistical profile of gender in PNG. The Gender Desk in the National Statistics Office produced a draft of this updated profile in 1997. Although the profile incorporates data from recent studies, much of the comprehensive statistical data is drawn from the 1990 census. This is because there has not been any comprehensive collection of data since this census.

Law Reform Commission

Strategies to address systemic violence and discrimination in PNG were identified through the Law Reform Commission in the Final Report on Domestic Violence in 1992. However, many of the recommendations were never implemented and the Commission no longer exists. The recommendations were comprehensive in their coverage of legal measures including the present legal provisions and their deficiencies, the police, criminal law, district courts and protection orders, and village courts. It seems unnecessary to recommend any other options for addressing issues of violence against women, other than to reiterate the importance of implementing the strategies already identified from this seminal report. Possible intervention strategies in this area:

- Support and strengthening of ICRAF paralegal training for women

There are many areas where further study and research would be useful in developing gender-disaggregated data that would assist a comprehensive gender analysis within PNG.

It is important that studies that are conducted are made public and shared with participants and stakeholders. There is a great deal of anecdotal evidence to suggest that people in PNG, particularly women, are tired of 'being studied'. It is also essential that scarce resources are not wasted on unnecessary or inaccurate studies.

It is recommended that major donors in PNG hold an annual meeting with UPNG and the National Research Institute to discuss upcoming studies. This would enable collaboration between academics and donors and others and avoid possible duplication in research.
Appendix 2
Chronology of Women’s Movement in PNG

1950 – 1960s
Early missionaries established women’s groups aimed at improving family welfare and to equip women to be good mothers in different parts of the country.

1973
The National Government launches its’ Eight Point Plan (Eight Point Improvement Plan), the 7th of which called for “a rapid increase in the equal and active participation of women in all forms of economic and social activity.”

1974
Mrs Tamo Diro was appointed as an advisor on Women’s Affairs to the Prime Minister. A Women’s Unit was established within the office of Home Affairs within the Department of Decentralization. By this stage there was at least one Provincial Women’s Activities Officer in every province.

1975
Papua New Guinea becomes a member of the United Nations on the 10 October.

The United Nations declared as the International Women’s Year. Delma Boden was appointed to coordinate the PNG involvement in International Women’s Year. To commemorate the year PNG held its first National Convention for Women.

1976
Annual Convention on Women was held in Rabaul.

1977
Annual Convention on Women was held in Lae which resolved that March 24th be made the National Women’s Day.

1978
The National Council of Women under the leadership of Dame Rosa Tokiel decided to establish its own office and staff to run its own programs. K94,000 was allocated to NCW by the National Government.

The Women’s Office in the Prime Minister’s department was re-organized and also established a Women’s Activist with the Office of Social Development Section in the Department of Decentralization.

1979
The National Council of Women Incorporation Act was passed through Parliament. Provincial Councils of Women were established in provinces with membership from the existing women’s groups.

The United Nations create the Convention on the Elimination of all forms of Discrimination Against Women.
Appendix 2: Chronology of Women’s Movement in Papua New Guinea

1980
In June 1990, The Department of Community and Family Services was created, with the Womens Activities Section.

1982
The National Government allocated K350,000 to fund womens projects all around the country. During this year the Department of Community and Family services was abolished and the womens functions was transferred to the Office of Youth & Recreation which then changed the office title to Office of Youth, Women, Religion and Recreation.

1983
In May 1983 the Womens Division was established within the office of Youth, Women, Religion and Recreation. The office was staffed by an Assistant Director and Program Manager. Policy and Program Development supersede previous functions of the division.

The same year, the Womens Division set up and established a national coordinating committee which acted in an advisory role to the ministry on policy, program and training matters for women. Its membership was derived from the six (6) major churches and YWCA and including the National Council of Women. This was due to the fact that not all womens organizations were yet members of the National Council of Women.

During the same year a national Workshop was organized at St. Joseph’s Lae by the Women Division to develop a National Program for Women. The government had refused to grant further funding for national women’s activities unless there was a program in place. An additional task of the Women’s Division was to develop ground work for the National Women’s Policy.

1984
The government introduced the first ever National Development Program for Women with major aims to:

(1) Mobilize women into the development of the country consistent with the national Goals and Directive Principles especially Goals 1 and 2 and the 7th point of the Eight Aims.

(2) To build up a strong network of womens organizations from districts to national levels to implement this mobilization.

Government funding became a stronger focus and K100,000 was allocated to this program.
Appendix 2: Chronology of Women’s Movement in Papua New Guinea

1985
In 1985 The Office of Youth, Women, Religion and Recreation was split into two separate Departments – The Department of Youth and Development and the Department of Home Affairs – Women became a part of Home Affairs. After 8 months the 2 departments were amalgamated.

In response to the end of UN Decade for Women – 1975-1985, PNG held a National Women’s Forum to review progress made and prepare for participation for the Nairobi Conference (the United Nations Third World Conference on Women). The review highlighted the need for Government Policy on women.

During the period 1985-1987 the National Council of Women was defunct and there were calls for its reorganization.

1986
Department of Home Affairs and Youth Established and the Women’s Division grew.

A special conference was held at the Administrative College to revive the National Council of Women. A committee was appointed, headed by Mrs Au Doko Aruai to make recommendations for improvement. During 1986 serious work commenced on the National Women’s Policy.

The period from 1983 to 1986 was very quiet for NCW because there was no financial backing from government. Ms Angela Soso was the president during this period.

1987
Intensive consultations began with Women’s Organizations and the provinces on the development of the National Women’s Policy.

1988
The National Council of Women was revived under the leadership of Mrs Bungtabu Brown. The Women Division provided secretarial support to NCW to have it function effectively until the National Council of Women recruited its own staff.

1989
Mrs Bungtabu Brown introduced a new concept – the establishment of a Commission on the Status of Women. A special conference was organized in Madang to discuss the proposal. The proposal was accepted in principle but faced heavy criticism from the churches and the government.

1990-1992
Pacific Mainstream Project piloted in 4 countries of the Pacific, including PNG.
Appendix 2: Chronology of Women’s Movement in Papua New Guinea

1990 A special meeting was held in Lae. A no confidence vote in Mrs Bungtabu Brown was passed. Maria Kopkop was appointed with a Caretaker Committee.

1991 In January 1991 the National Executive Council endorsed the National Womens Policy.

A Convention took place in Goroka which adopted new rules for NCW and proper elections were conducted which elected Maria Kopkop as president.

1992 In October the PNG National Womens Policy was launched. A Gender and Development Unit was established in the Department of Finance and Planning. A Review of National Women’s Machinery was developed by a committee comprising of DHAY, NPO, NCW and PM’s Department.

1993 – 1994 Gender Training of Trainers for Planners and Community leaders agencies involved included the NPO, DHAY and the National Council of Women.

1993 The Madang NCW Convention passed the Madang Declaration for the Advancement of PNG women and elected Dame Abaijah as president. The convention called for amendments in the NCW Act and the establishment of the Office of the Status of Women. It also calls for training of womens’ officers and women leaders to be more aware of their complementary roles in a changing PNG.

Gender Awareness Training undertaken through project cycle for Planners and others separately for awareness purposes through both the statistical and planning component through NPO and Advocacy through DHAY.


The United Nations holds the International Conference on Population and Development in Cairo, Egypt.

A National Womens’ Machinery Committee was appointed and directed to present its findings to the National Council of Women Annual General Meeting. The committee’s recommendations were disregarded by NCW and appointed its own review committee led by Mrs Nahau Rooney. This committee called for a separate ministry to be headed by the Womens’
Nominated Representative and new legislation for National Council of Women enabling women to discuss issues of regional focus and improving on national issues.

Pacific Womens Regional Meetings opened up to include relevant central agencies and the National Council of Women enabling women to discuss issues of regional focus and improving on national issues.

1995

Establish National Steering Committee to prepare for the United Nations Fourth World Conference on Women (Beijing Conference). Many preparatory meetings were held throughout PNG with the development of the government endorsed document PNG Platform for Action: A Decade of Action for Women Towards National Unity and Sustainability 1995-2000. The Granville Declaration on Emergency Action for Women’s Development and the Future of PNG was also signed prior to the Conference. Over 100 women from PNG attended the Beijing Conference.
Appendix 3
Papua New Guinea
Platform for Action

The PNG Platform for Action includes priority recommendations for each of the 9 critical areas of concern. The critical areas of concern identified as the major problems facing women of PNG are listed below with some of the main issues:

**HEALTH**
Major health problems, which need to be addressed, include:
- Maternal mortality rates;
- Female malnutrition across the life cycle;
- Poor access to reproductive services.

**OPTIONS /APPROACHES :**
Increase access to affordable community based health care services, particularly those provided through mobile maternal and child health clinics, village patrols and community based distributors.

**EDUCATION, TRAINING AND LITERACY**
Major education problems, which need to be addressed, include:
- Female illiteracy;
- Poor enrollment and attendance rates of girls in school and tertiary institutions.

**OPTIONS /APPROACHES :**
Encourage gender balance through affirmative action and quotas for women and girls in the allocation of scholarships. Promote policies which ensure that there are at least 50% of females in all educational institutions.

**MECHANISMS TO PROMOTE THE ADVANCEMENT OF WOMEN AND SHARED DECISION MAKING**
Major problems, which need to be addressed, include:
- Lack of women in most senior decision making bodies e.g. National Parliament, the bureaucracy and the private sector;
- Poorly resourced national machinery for women.

**ECONOMIC EMPOWERMENT AND EMPLOYMENT OPPORTUNITIES AND CONDITIONS**
Major economic problems which need to be addressed include:
- Poverty of women and lack of control over economic resources;
- Lack of access to credit;
- Inequality in the workplace.

**OPTIONS /APPROACHES :**
Legislate and where appropriate introduce policy measures to enable women to participate freely and more effectively in commerce both as employees and entrepreneurs. Impose controls on transport levies to assist small business operators.
Develop national employment policy with emphasis on equal opportunity in employment.
Enforce laws and develop policies against sexual harassment, adultery and enticement in the workplace.

**LEGAL AND HUMAN RIGHTS, VIOLENCE, PEACE AND NATIONAL UNITY**

Major problems which need to be addressed include:
- Domestic violence, rape and sexual assault;
- Lack of access to, or incentive to use counseling and other support mechanisms;
- Lack of legislative measures available to women.

**OPTIONS/APPROACHES:**

Make available support services for women including rape crisis centers, shelters for women, private facilities for interviews at police stations and court advocates to enable women to take perpetrators of violence to court.
Monitor, review and strengthen legislation against sexual abuse and prostitution.
Promote legislation and enforcement of policies aimed at eliminating domestic violence.
Implement the recommendations of the Law Reform Commission No. 14 on violence against women.
Liaise with police and other relevant agencies to establish an integrated database on violence against women.
Enforce legislation on child abuse including incest, rape and prostitution and provide appropriate support services and counselling.
Increase the number of police officers with special training to support women who are subjected to violence.
Ensure that school curriculum includes gender issues highlighting the changing roles of girls and boys and promoting equal responsibilities in family and community life.

**CULTURE AND THE FAMILY INCLUDING A SECTION ON YOUNG WOMEN AND GIRLS AND SPECIAL GROUPS OF WOMEN SUCH AS WOMEN WITH DISABILITIES, ELDERLY WOMEN, REFUGEES AND DISPLACED WOMEN.**

Major problems which need to be addressed include:
- Cultural practices which discriminate against women (e.g. bride price, polygamy);
- Clash between traditional culture and modern culture;
- Increasing urbanization.

**OPTIONS/APPROACHES:**

Provide appropriate training for village court magistrates and officers to adequately deal with the problems relating to adultery, domestic violence, polygamy and desertion.
Introduce family life and adolescent education awareness at grade six level.

**TRANSPORT, SHELTER AND WATER, AND COMMUNICATION**

Major problems which need to be addressed include:
- Access to safe, reliable and affordable transportation;
- Access to secure, adequate and affordable shelter and water;
- Access to communication systems and appropriate technologies.

**OPTIONS/APPROACHES:**

Ensure women’s needs such as safety, accessibility and affordability are taken into account.
consideration when transportation policies are formulated.
Develop and implement government housing policy and programs that are supportive of women, especially single mothers.
Research and implement innovative distance communication systems and technologies appropriate to the varying geographic conditions of PNG.

**AGRICULTURE AND FISHERIES**
Major problems which need to be addressed include:
- Women’s access to extension services and appropriate technology;
- Recognition of women’s traditional and unpaid roles in the sectors.

**OPTIONS/APPROACHES:**
Develop and support an agricultural subsistence improvement program for women using appropriate technology. Create markets for subsistence women farmers with subsidies for transporting goods to the nearest market.
Support short courses for women to learn the various methods of fish preservation and food processing particularly fruit for canning and making jams, sweet potatoes, yams, bananas and breadfruit.

**ENVIRONMENT AND DEVELOPMENT**
Major problems which need to be addressed include:
- Destruction caused by logging and mining on the environment and the effects on women and their families;
- Increased information and access to sustainable farming methods and recycling.

**OPTIONS/APPROACHES:**
Increase women’s representation in environmental management and development, particularly on forestry, mining and landowner boards.
Enforce legislations to strengthen existing mechanisms in the Consumer Affairs Bureau to monitor prices and quality of foods, materials and medicines imported and produced in PNG.
Appendix 4
Profile of Major Stakeholders

(A) STAKEHOLDERS ROLES IN POLICY AND IMPLEMENTATION OF PROJECTS

Institutionalizing WID and GAD in PNG
A good deal of the confusion which exists in the history of WID/GAD machineries in the country now, can be explained by the fractured history of institutionalization within the bureaucracy and the constant reorganization and attempts at reform of the bureaucracy or parts of the bureaucracy. Other contributing factors include a lack of a women’s movement in the country that is focused, motivated and organized which could press for their interests on the state of PNG. The manner in which women’s and gender issues were introduced to the country was largely imposed by donors since 1975 UN’s Women’s International Year. The high rate of female illiteracy means that women are only now being educated (mostly informally) about gender issues and how interventions can be made within the state apparatus. This explains the ad hoc manner in which women’s machineries have been developed (or their lack of) within the national and provincial levels.

The current restructuring within the national and provincial governments means that women’s machineries at both tiers of government are in a state of flux. This restructuring is also affecting the national and provincial councils of women. Linkages between the national department and the provincial departments are weak. The government women’s machinery at both the national and provincial levels does not have a network through which implementation of policy and programs can take place. It is the non-government women’s machinery that has this network through the Provincial Councils of Women.

Government Focal Points

National Women’s Machinery
The implementation of donor funded projects has been hampered by lack of staff and resources in the Women’s Division of the Department of Home Affairs. the agency responsible for overseeing the implementation of women’s projects in the provinces. This is the focal point for national policies and legislation on women and gender issues. It is also empowered to enforce, administer and implement various international conventions to which Papua New Guinea is a signatory.

The Women’s Division has tried to improve inter agency cooperation with the establishment of the Inter Departmental Women’s Advisory Committee (IWAC) which could act as a formal venue for coordinating women’s policy issues within the Government. The IWAC also acts as an advisory body to the Ministry on policy, programs and training matters for women in Papua New Guinea. It was the intention to have Departmental Women’s Advisory Committees established in all provinces. However, to date these have not been set up. The IWAC concept has not worked partly due to the fact that when it was convened in the early 1980s, Departments nominated fairly junior staff to represent them.

Preparation for the UN’s Fourth World Conference in Beijing in 1995 was a catalyst for convening a group of representatives from departments, agencies, and non-government organizations. During the preparations for Beijing, interagency cooperation was better than it had ever been. Unfortunately, this committee was disbanded soon after the Beijing conference.

The functions of the Department of Home Affairs are supposed to be taken on by one
Provincial Women's Machineries

Provincial structures of Home Affairs depend on the officer(s) and their ability to use the provincial government bureaucracy. Those who possess good lobbying skills and initiative are able to create a unit and develop cooperative working relations with officers within the provincial bureaucracy and the provincial councils of women. Often this harmonious working relationship breaks down when a change in personnel occurs in the leadership of the Provincial council as well as within the provincial women’s office.

As an example, there are ten officers in the Provincial Department of Home Affairs in the Department of Eastern Highlands. Two are specifically assigned as women’s officers. They plan and conduct programs for the various women’s groups within the province. These two women’s officers also act as the secretariat for the Eastern Highlands Provincial Council of Women. They have successfully lobbied for an executive officer to be paid by the provincial government to oversee the work of the council in the eight districts that come under the Eastern Highlands province. They are presently negotiating for a credit/women’s/community officer to be hired as a casual employee at the scheme that was launched by the national Department of Home Affairs in 1996. However, only three of the eight district administrators have agreed to this arrangement.

With the recent Provincial and Local-Level Reforms (1995) the national Department of Home Affairs presence in the provinces is located in the Department of Provincial Affairs in the form of one or two officers, in some provinces no positions exist to take on these functions. In some provinces, women’s officers have gone down to the districts as community district officers¹. Each district may

A few government departments have gender desks or units: Department of Agriculture and Livestock, Prime Minister’s Department, the Department of Planning and Implementation, Investment Promotions Authority, the Department of Commerce, the Department of Labour and Employment, and until 1997, Fisheries. The working relationship of various government departments with the Women’s Division of the Department of Home Affairs varies from time to time.
cover from four to seven local level governments. It varies from province to province. There is no direct link between the national and provincial government women’s machineries.

**NON GOVERNMENT FOCAL POINTS**

**National Council of Women (NCW)**
There is full time secretariat which oversees the work of the National Council of Women (NCW). It plans, coordinates and organizes programs for its member organizations either on its own or in consultation with various national government departments. It also liaises with various donors who use the council’s network to run donor-initiated projects. For the first time in 1997 the PNG NCW became an executing agency for a project, the PNG UNFPA Role Model project.

A women’s congress is held every three years when a new executive is elected. An Annual General Meeting is held every eighteen months. The national executive meets quarterly. Special national and regional workshops and consultations may be called from time to time when the need arises. For example, in September 1997, a special national consultation on the new provincial and local-level reforms was called with all presidents and women’s officers of member organizations; some district presidents attended as well.

The secretariat is kept busy with consultations with government departments, aid donors, non-government bodies and project consultants, partly as a result of the emphasis in development cooperation programs to consult with civil society.

**Provincial Councils of Women (PCW)**
The executive members of most provincial councils reside in their villages. Except for Milne Bay, Manus, Eastern Highlands, Western Highlands, Enga, New Ireland, Bougainville and East Sepik, most provincial council do not have an office or staff and so communicating with provincial councils can be a problem. West New Britain, East New Britain and Western Province have a good operational base.

Provincial councils organize and run their own programs independent of the provincial Department of Home Affairs although technical assistance may be requested from the provincial department. Provincial councils may also request direct technical assistance from the national Department of Home Affairs. Where harmonious working relations between the Council and the Women’s Officer exist, technical assistance and some secretariat support is forthcoming from the provincial Department of Home Affairs. Financial support from the provincial governments also varies from excellent, as in Manus, to none at all, as in Oro. Most of the councils in the Papuan Region do not have an office, or a good working arrangement with the women’s officers. These are Southern Highlands, Gulf, Western, Oro, National Capital District, Central Province and include Sandaun Province. At least three provinces have male women’s officers.

With the provincial and local-level reforms, the channels for technical and financial support have expanded. The difficulty lies in the ability of local-level and district women’s councils to gain access to such resources. Theoretically women’s councils at all levels, i.e. provincial, district and local, should be able to submit annual requests for funding projects. However, because local-level council elections have only just been held, women’s knowledge of the new system is limited. Most PCWs and District councils raise their own
money for administration, travel and program costs. The PNG NCW has only been able to run one national consultation on the new reforms but did not focus on how to access government resources now being distributed to lower levels of government.

An added problem the lack of infrastructure at the district level. Most districts do not even have houses for government officers, and government workers (technical staff) are still operating from the provincial headquarters. Some provincial governments, such as Oro, did allocate funding for building new district headquarters, but emergencies such as the drought have drawn on the budgetary allocation for the construction of district headquarters for the last two years.

A number of provincial councils of women have begun to restructure their councils in line with the new reforms. In provinces where district and local-level women’s council’s did not exist, some have since been organized. In Milne Bay Province in the old provincial system, the PCW had seven districts; under the new reforms, there are only four districts and so the Milne PCW is reorganizing its district councils into four instead of seven. This is happening ahead of the PNG NCW’s amendment of its constitution, structure and rules.

Non-Government Organizations
The Churches and non-government organizations run programs in support of women independently of the PNG NCW. The program goals and objectives of these agencies are similar to those in the PNG Platform of Action, although the church’s organizations place a stronger emphasis on spiritual concerns.

The church women’s networks are well mobilized because of their closeness to the communities they serve. Each parish runs programs for the congregation. The seven mainline churches are grouped together under the Papua New Guinea National Council of Churches (NCC). The NCC may conduct national programs for its member churches from time to time. The Evangelical Alliance churches are also grouped together. The women’s network under this alliance is not functioning at the present time (1997) and so individual Alliance churches continue to conduct programs for women and the community at the parish and congregation/community levels. Most of the church women’s organizations are part of the church establishment and so interventions have to be made through the churches.

With the exceptions of the East Sepik Council of Women (ESCOW) and the East New Britain Social Action Committee (ENBSAC) – both of which are provincially based – all NGOs mentioned in this study operate nationally through their member organizations or networks throughout the country. NGOs operate autonomously though they may be a part of a network such as the case of PNG Trust which networks with Melanesian Environment Foundation and Individual and Community Rights Advocacy Forum (ICRAF).

Most NGOs focusing on women’s programs are affiliated to the PNG NCW (notable exceptions include the YWCA, CWA and Girl Guides). The Soroptimists (Lae) and Business and Professional Women’s Associations (BPW) are also affiliated to the PNG NCW. These international women’s organizations maintain some autonomy in deciding programs and activities to support but with some input from the parent (international) organizations.
Political Networks
The absence of women in public political life and the low level of success by women in the formal political arena is symptomatic of the infancy of a ‘woman’s movement’ in Papua New Guinea. The women’s movement is overwhelmingly based on local women’s participation.

A few women candidates were endorsed by the major political parties in the 1997 national elections but none were successful. Out of a total of 56 female candidates who contested as independents, only two were elected (one of whom is the first female to be elected as governor). Prior to being elected, she served a term of three years as the national president of the National Council of Women, and was elected with support from a bloc vote of women from the Milne Bay province. The second elected female member of parliament, Lady Carol Kidu, is a shadow minister for the social sector. She received strong backing from the United Church, women and youth groups and people from the settlements in her electorate and has emerged as a spokesperson for disadvantaged groups both nationally and within her electorate.

A female wing of the Peoples Progress Party was established in the lead up to the 1997 elections but was so strongly associated with the New Ireland branch of the Party, that since its defeat at the recent (1997) elections, the female wing has diminished.

An advisor to the Prime Minister on women has been appointed as a member of the Prime Minister’s political staff. However the position remains politicized and appointees are generally supporters of the Prime Minister and not necessarily well-versed gender specialists.

The Provincial Government and Local-Level Government reforms have ushered in a new wave of restructuring within the bureaucracy, which has resulted in the relocation of the women’s desks or units within departments.

The new Organic Law on Provincial and Local Level Governments created two nominated seats for women. The National Council of Women is to be consulted on these appointments at the district or provincial levels. This gives greater political power to the National Council of Women which now has some influence over who gets nominated to the various local government councils throughout the country. Women or women’s groups who want to influence the selection of nominees will now have to be affiliated to the NCW at the village, district or provincial level, or through their church or NGO membership. Under the reforms the provincial and local level governments decide on funding allocations, thus creating a political opening for women to participate directly in the development of their communities. NCW has organized consultation on the reforms with presidents of all its affiliates to enable women to understand the reforms and what they mean for women and for the National Council of Women in particular.

Traditional and Indigenous Networks
It is difficult to make generalizations about indigenous networks in a country with over 700 cultural and linguistic units but judging from the voting patterns, the country is still largely clan/tribal based. In rural PNG women are tied to the village, lineage, clan and tribal affinities, which remain strong. But in the rural areas we also see the strength of church networks, by parish and denomination. Women (and men) identify strongly with their...
church and its wide networks. These are important when there is a death, a feast or brideprice is being paid.

It is difficult to make a similar characterization of communities. Where concentrations of tribal or provincial groups conglomerate in peri-urban areas, e.g. Engan, Kiwai, Gulf or Oro peoples in Port Moresby. Among those in formal middle class employment, wantok and church networks tend to influence the strength of linkage in the urban areas. Traditional affinities have been expanded somewhat with intermarriage (tribal, clan, province, race and nation) and friendships created through sports, church, work, school clubs and membership in community organizations.

(B) OUTLINE OF THE GENDER WORK OF STAKEHOLDERS

Government of PNG

Women’s Division, Department of Home Affairs

The Department of Home Affairs is the government focal point for gender and development issues. The Women’s Division has been in existence since 1974 (then known as the Women’s Unit under the Department of Social Development and Home Affairs). Appendix 2 outlines the historical development of the women’s movement in PNG and identifies the development of various women’s machineries.

The Division has taken on the implementation of various donor funded projects such as the UNFPA funded Family Life Education Project, the Population and Family Planning Program funded by the World Bank, ADB and Australia and has undertaken two credit schemes, one funded by the NZODA limited to eight provinces and the second nationwide scheme funded by the church launched in 1996. In 1997 the Women and Fisheries project, to be funded by Japan, was also transferred to the department. Many other projects currently being managed by or through the Division are discussed within the donor section. These projects include the ADB funded institutional strengthening activity which facilitated the development of the 5 Year Management Plan launched in 1994.

The most innovative program in Home Affairs addresses the consequences of male violence. The Men Against Violence (MAV) Program within the Department of Home Affairs is the only program to address the issue of male violence directly by offering violent men alternative models of behavior.

National Planning Office

A Gender and Development Unit exists within the Social Planning Division of the National Planning Office. The Unit was set up under the UNIFEM Pacific Mainstreaming Project to coincide with the endorsement of the National Women’s Policy. Its principle objective was to initiate a gender sensitive approach in national policies, programs and projects and prioritize women’s concerns in the process of national development. The GAD unit exists to facilitate gender mainstreaming in government departments responsible for policy and planning and to conduct intersectoral workshops on gender awareness for department officers at the national and provincial levels.

Except for the burst of activity in 1990 when planners and other senior officers of departments attended gender sensitive training, its effectiveness has not lived up to its strategic location. The number of officers in the Unit has been reduced to one. The National Planning Office operates on a national level from the office in Waigani, Port Moresby. Provincial work from the office regarding gender issues would be coordinated through Provin-
cial Departments of Home Affairs.

Though gender mainstreaming appears to have again been marginalized by adding new responsibilities for this one officer, she has used the opportunity to mainstream gender in the new areas under her responsibility of law and order, and administration.

A manual ‘Gender Training for planners in Papua New Guinea’ has been completed by the Unit.

Department of Agriculture and Livestock (DAL)
The Department of Agriculture and Livestock is a national level department and in the provinces it combines with fisheries, forestry and other industries as a part of the Provincial Department of Primary Industries (DPI).

The 1993 WID sector Review by UNDP identified key areas for gender sensitization in DAL. These included: The development of sex disaggregated and gender specific data in agriculture and livestock; recruitment planning for women in the Agricultural Training and Manpower (sic) Program; planning and support for non government women’s associations involved in promoting agricultural production; inclusion of a gender sensitive approach to curriculum development for in-service training courses; strengthening of provincial agricultural extension programs to develop strategies for promoting special women to women’s extension components; involvement of women’s groups in smallholder market access and food supply project; inclusion of women in the Marketed Fruit and Vegetable Project; and increasing training for women and distribution of livestock.

Women’s major role in food production in the subsistence sector has been recognized by the establishment of a Women and Development Unit in 1996.

Department of Health (DOH)
The Department of Health operates as a national body (National Department of Health) with provincial departments.

Although a great deal of money has been invested in the PNG health system over the past couple of decades, it appears that standards are decreasing in some areas. Due to the high rate of maternal and child mortality, DOH has a major focus on maternal and child health. In many provinces the basic services are not available and The Department adopts a primary health care approach to health improvement. The increasing incidence of tuberculosis, malaria, and sexually transmitted diseases has prompted an expansion of the immunization program targeting women and children.

Several national and international donors are working with the department on projects which have women and the girl child as a primary focus. WHO and UNFPA, in conjunction with the DOH, is completing a technical assistance project in maternal and child health and family planning. DOH is also working jointly with UNFPA on a project to strengthen reproductive health, focussing on services in East Sepik, Madang, Manus and Central.

The most innovative project on gender which the DOH has pioneered is the billboard awareness campaign. Titled ‘PNG Artists for Health: Mi Man Tru’, the project aims to address issues of the husband’s responsibility for the health of his wife and family. The campaign is aimed to break down the stereotype of a ‘real man’ as someone who does consider the needs and concerns of his family. The ‘real man’ pictured in the billboards takes up some of the family burdens: As a teenager he thinks twice before enjoying in sexual activity; as a ‘Midnight Cowboy’ he is not afraid to practice safe sex, and as a father he dis-
Appendix 4 Profile of Major Stakeholders

cusses the size of the family with his wife and
is proud of his ‘only girls’ family. This project
aims at attitudinal change, and was launched
in August 1997 with billboards throughout
NCD and a series of national radio scripts in
Tok Pisin.

**Department of Fisheries and Marine Resources**
The National Program for Women in Fisher-
ies was established in the late 1980’s to trans-
fer post harvest technology skills and
knowledge to rural women through informa-
tion, education and training. A Women in
Development Officer was appointed to the
Department of Fisheries and Marine Re-
sources. The Women’s Division in the DHA
followed this initiative with training courses
in 1989. The Fisheries Council in 1990 rec-
ommended the commitment of funds to fish-
eries activities focusing on women. The
Department of Home Affairs then appointed
a liaison officer in DHA to work closely with
the Department of Fisheries and Marine Re-
sources Women In Development Officer.

In 1993 there was a cooperative signing of
a Memorandum of Understanding between
the Fisheries Department and the Department
of Home Affairs. The Fisheries Authority pro-
vides technical inputs (staff) to the Women’s
Division which provides support to women
through the Provincial Councils of Women to
encourage and increase the participation of
women in fishing industries both as contribu-
tors and beneficiaries. The Fisheries Author-
ity sent a representative to the United Nations
Fourth World Conference on Women in 1995.

The Department of Agriculture and Live-
stock (DAL), the Department of Fisheries and
Marine Resources only has a national level
structure. At the provincial level it joins with
agriculture and livestock as a part of the Pro-
vincial Department of Primary Industry.

**Department of Commerce**
The Department of Commerce funded the
Small Business Development Services project.
One aspect of this project was to ‘conduct
business skills training for women entrepre-
neurs including participants for credit
schemes managed by the Department of Youth
and Home Affairs’.

At the local level the Provincial Departments
of Commerce provide advice for investment
and business skills training for clients. The
Division of Commerce also provides resource
people for business training courses which
are run by the Department of Home Affairs.
Although not specifically aimed at women,
some recent projects run by the Department
of Trade and Industry are available to women
include the Small Business Development Ser-
vice.

**NON GOVERNMENT ORGANIZATIONS**

**National Council of Women (NCW)**
An Act of Parliament in 1979 established the
NCW as a statutory authority but it exists as
a program of the Department of Home Af-
fairs. The NCW reaches out to the twenty
provinces through its provincial councils
(PCWs). Though the PCWs vary in strength,
leadership, communications and outreach
and have different links to NGO’s in the vil-
lages. The PCWs are supported by Provincial
Government.

The NCW has a large network both across
the country and down to the villages. Its
membership includes the provincial councils
of women (20), non government organizations
and most of the churches in PNG under Papua
New Guinea Council of Churches (PNGCC)
or the Evangelical Alliance, Seventh Day
Adventists and Bahai. The non-government
membership includes Women in Politics (WIP),
UPNG Women’s Association, UPNG female
students, University of Technology Women, the Teachers Union, PNG Nurses Union, Business and Professional Women, ICRAF, Ramu-Sugar, Wanchef, the Filipino Women’s Association and YWCA. Except that of the national secretariat, all the work done in member organizations is voluntary. The most pressing need is to strengthen the network with an office, full time staff and communications links to the provinces and districts.

Of the non government organizations affiliated to the NCW, most are NCD-based (the exception is the Nurses Union). The Teachers Union is affiliated but not a member of NCW. Although there has been an increase in the number of NGO’s in the country in recent years, many NGO’s exist only in the provinces and do not have a national organization.

PNG Watch Council /NANGO
In 1996 a number of NGOs were requested to affiliate to an umbrella NGO known as the PNG Watch Council for Socioeconomic justice. This alliance was basically a resurrected National Alliance of NGOs (NANGO) which had become defunct in 1995 (due to internal politics and leadership struggles). However, the PNG Watch Council has been active in political issues and NANGO may reemerge as the national NGO alliance. A meeting of stakeholders was held in Port Moresby in late September 1997 to discuss the network.

YWCA
YWCA is one of the oldest NGOs in PNG (since 1962). The YWCA has a national office in Port Moresby as well as branches in Port Moresby, Lae, Goroka and Tabubil.

The current President is Dame Rose Kekedo. Initially YWCA’s activities centered on the provision of hostels for girls and women, vocational and child care centers and preschools. However, YWCA is they are now involved in a wide range of projects exclusively for women, children and communities throughout PNG. The major sectors of work are house, education and refugee support. YWCA also has a handicraft shop in Port Moresby which sells handicrafts created by PNG women.

One of the most successful projects the YWCA is currently running is supported financially through its Australian counterpart YWCA. This is a rehabilitation program for women prisoners to teach skills to assist these women to reintegrate into their communities. The development of a support peer network for women prisoners is another aspect of this project.

The YWCA in Goroka has been running a highly successful literacy project for several years. Adult literacy and numeracy classes are given to women who have never had access to formal schooling to provide them with basic skills, such as being able to read bank statements and other essential documents.

Women In Politics
Formed in 1987, the group aims to increase women’s awareness of political processes, to lobby political parties and pre-select women to stand for seats in national and provincial elections. Many of the active members of the group stood themselves as candidates in the 1997 election. Dame Josephine Abijiah, one of the two women voted into parliament at the recent election, has been an active member of the group.

Business and Professional Women
The Association of Business and Professional Women is a voluntary association of women within professions and private enterprises.
The group’s primary aim is to provide support for other professional and business women, although it has also lobbied government and the private sector to increase the recognition for, and participation of women in professional and business activities. The group has been active in promoting the education advancement of young women through scholarship schemes.

Public Employees Association (PEA)
Approximately one seventh of the members of the PEA are women. It is the only union organization with a Women’s Unit. Although the unit is under-resourced, priorities for the unit include: Terms and conditions of employment; selection and promotion procedures and other personnel practices; sexual harassment; housing; superannuation, and child care.

PNG Teachers Association (PNGTA)
Over 50% of the PNGTA are women. The focus of the group is on the professional development of teachers and on improving the social and economic aspects of teaching. The PNGTA plans to develop an office for women and to increase the participation of women and improve their terms and conditions of employment.

PNG Nurses Association
Many of the members of this association are also members of the PEA. The association focuses on the working conditions of its members.

Country Women’s Association
This is traditionally a more conservative group dealing with welfare issues facing women in health and education, particularly in the provision of basic services. The association is comprised of mostly expatriate women although there are attempts to attract more PNG women members. The CWA in PNG tends not to get involved in women’s NGO meetings, and did not participate in the Beijing Conference preparations.

PNG Family Planning Association
The Papua New Guinea Family Planning Association has been involved in family planning advocacy and service delivery. It has recently lost its funding source from the United States of America. A small group of members are trying to maintain the work of the association.

Girl Guides
The Girl Guides, like the YWCA, is also active in hostel accommodation and leadership training. It has a large membership base and active groups in Port Moresby, Lae and all major urban areas. However, unlike the YWCA it is not as involved in advocacy issues or project work aimed at the empowerment of women (such as the YWCA’s prisons project).

ICRAF
The Individual and Community Rights Advocacy Forum Inc. (ICRAF) has a Women’s Desk (staffed by Ms Hilan Los). The organization has developed policy (March 1997) on Gender equality which incorporates equal participation, education, employment, family law, and domestic and sexual violence against women, and it has drafted amendments to the Criminal Code Act, Health and Safety, and Equality in the Legal System.

ICRAF focuses its work on strategic gender needs of women and aims its project work at eliminating or decreasing structural forms of discrimination against women.

ICRAF has been providing awareness programs on women’s legal rights and discrimi-
nation. ICRAF also operates the only Rape Crisis Center for women in Papua New Guinea.

**East Sepik Council of Women (ESCOW)**
The East Sepik Council of Women is the most successful provincial Council of Women in PNG. For many years it has been the leading organization in rural based gender projects. Its programs have included: Awareness programs on womens’ and childrens’ rights; health and environment issues; police violence and training issues, and; community discussion of gender issues using drama, radio and song.

**PNG Integral Human Development Trust**
This Trust acts as an umbrella organization for a large network of literacy organizations. It has been active in working with local communities to identify their development needs and has provided literacy materials relevant to small communities. The Trust provides training for Tok Priskuls and adult literacy.

**East New Britain Social Action Committee**
A small provincial based NGO, the ENBSAC has a good reputation for running effective extension volunteer programs. The group has been in existence for over 20 years. The programs are aimed at supporting and strengthening village based women’s organization, adult education, literacy, leadership and health. It works closely with Save the Children’s Fund and it has attracted a great deal of other funding for specific projects over the past decade.

**Foundation for Law, Order and Justice (FLOJ)**
The Foundation for Law, Order and Justice is non-government, non church organization with a Board of Trustees drawn from the government and private sector. The foundation is involved in research, community awareness, policy development and project work and aims to reduce crime and violence through community development. The training package for community capacity building includes a section on women and gender equity.

**Australian NGO Development Agencies**
There are numerous Australian NGOs working in PNG, many with funding assistance through AusAID. They play a key role in development projects in PNG and are major stakeholders in policy, project identification and implementation.

The Australian organizations which deal exclusively in women and gender projects are Soroptomists Overseas Development Program, International Women’s Development Agency (IWDA) and the Young Women’s Christian Association (YWCA) which runs a very small program in PNG (outlined in the YWCA section of PNG NGOs). The Soroptimists ran a small business training course in Lae in 1995. The IWDA has been working closely with the East Sepik Council of Women in a rural support program, the training of birth attendants in villages, and in a women’s environment and awareness project. IWDA also played a major role in the preparations of some PNG NGOs in the lead up to the United Nations Fourth World Conference on Women. Funded through AusAID, they ran the Pacific Women’s Documentation Project, which involved the development of materials of PNG women, with other Pacific women, and participation in the NGO Forum in China.

The Adventist and Development Relief Agency focuses in water supply housing and small industry. Rotary has also been active in water supply projects. World Vision Australia ran a preschool and adult literacy project through their PNG counterpart and the Bunapas integrated health project. Save the
Children’s Fund has operated the Madang kindergarten project. The Credit Union of Australia is active in financing cooperatives in rural regions, Caritas Australia in Civic Education.

Many Australian NGOs have been active in Bougainville restoration or refugee programs including Australian People for Health, Education and Development Abroad (APHEDA), Australian Refugee Council, Community Aid Abroad, Overseas Service Bureau, Marist Mission Center and Moral Rearmament.

**CHURCHES**

The churches are extremely active in PNG and have a strong base in the provinces. The churches have the most extensive network amongst all NGOs and often work jointly with the Provincial Councils of Women and the Women’s Office of the Department of the Province in implementing projects.

**Papua New Guinea National Council of Churches**

The Papuan New Guinea Council of Churches (PNGCC) replaced the Melanesian Council of Churches and consists of the seven mainline churches. These are: The evangelical Lutheran Church; the Baptist Union of Papua New Guinea; the United Church; Salvation Army; Goodnius Lutheran; the Catholic Church and the Anglican Church. There is a women’s desk (full time) at the PNGCC and it is affiliated to the National Council of Women. The PNGCC runs ecumenical activities and trainers training programs for member organizations, Women’s programs are run by individual churches such as the United Church Women’s Fellowship, Anglican Mothers Union, Catholic Women’s Federation. The main areas of work focus to strengthen Christian networks and spiritual development, human resource development and health, family life education, law and order, literacy and refugees.

**Catholic Women’s Federation**

The Catholic Women’s Federation is a well established Catholic women’s network. It has been operating for ten years. It is a voluntary organization but it is serviced by a full time secretariat at the national level. Twenty diocese (provincial) associations are linked to the Catholic Women’s Federation. All projects are run at the diocesan level; the national body concentrates on coordination and the training of trainers. A new three year plan (1998-2000) has been prepared. The plan focuses on: Spiritual development; family life which includes family planning; primary health care; economic empowerment with a strong emphasis on self reliance; literacy, and; management skills, budgeting and planning. They also carry out campaigns on drug abuse and domestic violence. The bulk of their programs are funded by the church including the development of materials for their literacy programs.

**United Church Women’s Fellowship**

The United Church Women’s Fellowship has been in existence since 1971 and has a nationwide membership of 64,000 women. It has a network which reaches down to the congregation or village level. In addition to spiritual development, it runs literacy programs, sporting fixtures, seminars on topical issues and carries a prison and hospital visitation program. A national secretariat serves this voluntary organization. Programs are funded by the church, but funding is also sought from other churches outside PNG and from other donors.
Appendix 4 Profile of Major Stakeholders

Salvation Army
The Salvation Army has been in PNG since 1954. Its network exists in NCD, Gulf, Central, Eastern Highlands, Morobe, West New Britain and Western Highlands provinces. The Women’s Ministry forms a division within the command and the network reaches down to the corp (parish) level. Projects include spiritual, sports and other recreational programs, hospital and prison visitations, craft, health, literacy for youth and women and early childhood education.

Evangelical Lutheran Church of PNG
The Lutheran women’s work has been carried out by Wokmeri which has existed informally since the 1950s. It has strengthened its network in recent years reaching out from the national down to district, circuit, parish and congregation levels. Wokmeri organizations exist in Morobe, Simbu, Southern Highlands, Western Highlands, Eastern Highlands, Madang, New Ireland, East and West New Britain and Bougainville provinces. Wokmeri has not been active in Bougainville in the last nine years due to the Bougainville crisis.

Projects undertaken include: Spiritual development; health; literacy; AIDS education; environment, political education, agriculture, and; violence against women and children. Funding for these programs come through the church in PNG and from abroad.

Bahai
Bahai Women has a well established network reaching down to the provincial and local level. An affiliate of NCW, Bahai Women run family life, health, literacy and spiritual development activities. The Bahai faith has only recently been introduced to PNG but already has some 60,000 adherents. They are in all twenty provinces but are concentrated in Milne Bay, West New Britain, Central and the National Capital District. Office bearers including the national president are appointed by the church council.

Evangelical Alliance
The Evangelical Alliance, affiliated to the National Council of Women, consists of 40 denominations. Some denominations are more active than others – the most active groups are in West Sepik and Western Highlands. They undertake projects in spiritual development, literacy and primary health.

PRIVATE SECTOR
Over the past decade women have become more active in business and the private sector. Their involvement ranges from small scale rural enterprises such as farming and gardening, production of handicrafts, running trade and food stores, to larger scale private enterprises. An example is Web Books, a company owned and run by Mrs Winifred Abijiah in Port Moresby. Support for women in private sector enterprises has been provided by the PNG government and by national and international donors through the provision of small credit schemes. There are several networks which have been established for women in business. This includes BEST (a Canadian funded business enterprise for women), Meri Bung (women in business) and various local cooperatives such as Wok Meri in the Highlands.

The Business and Professional Women’s Association (BPWA) is another network of women focused on the private sector and women in management and professional positions in the Public Service. Although women are not in management and decision making levels of the private sector to any extent, there are some women pioneering in these areas (a
high profile example is Aiva Tauvasa, the Managing Director of the Investment Promotion Authority. The BPWA of PNG encourages women and their business initiatives and lobbies for greater recognition of the needs and concerns of women in the private sector.

**Investment Promotion Authority (IPA)**
The Investment Promotion Authority is a Government funded authority. Although it does not currently have provincial offices, staff from IPA have assisted in the setting up of the National Women’s Entrepreneur Association, and provincial branches of this are currently being established. A loose network has been formed, consisting of IPA, the Rural Bank of PNG, departments of Commerce, Agriculture and Livestock, Home, Affairs and the Small Business Development Center (SBDC). This network aims to collaborate in exploring ways to improve and advance national women entrepreneurs in management training, business planning, investment and business opportunities, loans and credit.

**South Pacific Appropriate Technology Foundation (SPATF)**
This is a national self supporting institution in PNG which was originally established in the 1970s. Although it is not a government institution it still receives an annual grant of K100,000 from the Government.

The Community Enterprise Support Unit (CESU) within the SPATF promotes appropriate technology and services for creating employment and improving productivity. Services range from information, training, marketing and research, supply of tools, equipment and machines. Women have been direct beneficiaries of courses on food processing and handicrafts.

**Wok Meri**
This is a women’s credit cooperative that has been successful in the Highlands in promoting women in business.

**Women in Business Associations**
Several provincial regions have active Women in Business Associations. These associations support women in the urban informal sector through loans and/or training. The training may include an educational component on literacy and bookkeeping, as is being provided by the Women in Business Association of East Sepik and Simbu.

The Toma Women in Business Association of East New Britain runs a ‘Toma Ningit Group’. This group own 50% of a garment factory in Lae and a health, beauty and home services company.

Other areas which Women in Business associations encourage are village marketing and handicrafts. In West New Britain which has a shop outlet for handicrafts has been established in Kimbe.

**BEST**
This is a PNG NGO established in 1990 with financial support through Canadian grants. This group promotes the ‘integration of small business development and equitable sustainable community development in rural PNG’. The program focuses on women as a target group. ‘Ol Meri I Ki bilong Go Het bilong Papua Nuigini’ (Women are the Key to PNG’s Future Growth) is a program consisting of slides and a video. These are distributed to groups as an awareness tool to raise awareness of the value of women’s work and to build the self confidence of women.

A business consulting service is provided to rural small business groups by BEST. This addresses problem areas for businesses in-
Appendix 4 Profile of Major Stakeholders

kling problem solving, setting realistic expectations, conflicts which arise between traditional customs and business, bookkeeping and planning.

Chamber of Commerce
There are currently no projects or components of programs in the Chamber of Commerce which deal directly with women as the target group. Gender sensitive training is required for this area.

DONORS
World Bank
The World Bank currently concentrates its PNG Program in agriculture, infrastructure and urban development, education, health, human resources as well as an adjustment loan (US$100 million 1996-1997).

In 1992 the World Bank commissioned a paper on women in development in Papua New Guinea. This paper outlined a strategy for WID in PNG in regard to World Bank projects. This detailed the need for women to increase access to and control over income, land policy, the forestry industry and non-formal education and training. It also called for regulatory measures to reduce the consumption of alcohol, as well as the use of a checklist for involvement of gender sensitized NGOs, and the development of useful statistical information from socioeconomic surveys.

The gender component of the World Bank program in PNG is limited to several projects at present. This includes a US$35 million loan for education development for increased access to upper secondary education for boys and girls. The other major project is the ‘Population and Family Planning’ Project jointly funded through the World Bank, Asian Development Bank, the Government of PNG and Australia (World Bank contribution US $6.9 million). This project has two main elements. Through family planning services in five provinces and the National Capital District to upgrade health facilities and training. Secondly, institutional strengthening in the Department of Health and other delivery agencies to support service delivery and health promotion.

The other World Bank project with a gender component is the Oro Smallholder Oil Palm Development project (US$ 27 million) which has conducted consultations with women to ensure land is available to the women for food production, rural health and education facilities are available and economic opportunities for women in the conservation program are provided.

Apart from project work, the World Bank has recently undertaken several studies in PNG including a Poverty Assessment in 1996, which identified issues affecting women and children and concerns in project development.

Asian Development Bank (ADB)
ADB’s work in PNG has focused on the sectors of agriculture, transport, industry, finance and the social sector. Women have been direct beneficiaries in the social sector programs through population, family planning, higher education projects, urban development and housing, urban water supply and sewerage, and rural health services.

A Report on WID in the Asian Development Bank’s program was developed in 1987 with a recommendation for gender analysis to be included in appropriate Advisory and Operational Technical Assistance (AOTA) and in loan processing at the Project Planning Technical Assistance (PPTA) stage. Some of the first ADB projects implemented adopting these recommendations include the Fisheries and Coastal Resource Management and
Development Project. The women’s component of this project was to commission a study of how women could be mainstreamed into the fisheries sector to participate more effectively.

The Third Rural Health Services Project targeted women for assistance in family planning and health and the Central Province Rubber Schemes and Smallholder Rubber Development in Selected Provinces (Western, Gulf and East Sepik) contained WID Components to identify gender issues for inclusion in the design phase. The TOR included an extension and training program for women, effective ways to channel the project activities to female farmers and to examine women’s income generating opportunities such as tapping, weeding and fertilizer application.

The first of the ADB’s technical assistance specifically for WID in PNG was the project for institutional strengthening of the Women’s Division in the Department of Home Affairs and in Sandaun and Gulf Provinces. This entailed the services of an institutional planning consultant and a management information system expert. These technical specialists were employed over a 2 year period to develop the Five Year Management Plan and an implementation guide for the Women’s Division, as well as 5 Year Development Plans for both Sandaun and Gulf Provinces. The Asian Development Bank contribution to the Population and Family Planning project is US$6.8 million.

Australia

Although Australia is the largest donor to Papua New Guinea, very few of the projects are gender specific. However most of the projects do have a gender component.

In 1997 Australia released a new Gender and Development Policy and a set of checklists/guidelines for the implementation of aid projects in different sectors.

The Australian aid program to PNG is administered through the Australian Agency for International Development (AusAID). The key projects targeting the needs of women fall into the sectors of health, education, and credit schemes. Appendix 3 identifies the location of the major Australia projects.

Several small grants are funded from Australia direct to local PNG NGOs. These projects are limited to approximately K40,000 each. The sectors which target women and children are education and health, small business enterprises, agriculture (fishing and water supply) and various small scale social sector projects. In the 1995-1996 period the following community based organizations were funded through this program: East Sepik Council of women, Cheshire Homes, World Vision PNG, Gulf Christian Services, Rotary International, Church Medical Council, Bulolo Hospital, Aroma Development Committee, Wandi and Kusbau Community Schools Board of Management, Mohkolo and Seagull Fishing Groups, Pipi Community School, Ombudsman Commission, Dongan Bosman Community and others.

In health AusAID is funding: Medical officer, nursing and allied health science training; tertiary health services consisting of Australian specialist surgical teams; hospital operations and management improvement; pigbel vaccine supply to prevent child deaths; malaria vaccine trials; health sector support program; technical assistance for the Department of Health and contributing to the Family Planning project discussed under the World Bank section. (More detail on these and other projects conducted by AusAID can be found in the accompanying booklet Australian Agency for International Development Pro-
file of Activities, Australia- Papua New Guinea Cooperation Program).

A sexual health and STDs project will support community based programs strengthen clinical services, train health workers and plan and implement HIV prevention and care education programs. The location of this project is in the Highlands, Morobe, East New Britain and NCD.

AusAID is implementing a gender specific education project titled 'Female participation in education, training and employment'. There is also a major gender component in the primary and Secondary teacher education Project which will employ a gender specialist for 9 months to work on issues of teacher training and gender equity in the curriculum.

Other education projects include: Institutional strengthening for the Department of Education; upgrading provincial high schools in Simbu, Western Highlands, New Ireland and Manus; volunteer teacher support; elementary teacher training; Australian sponsored training scholarships; Australian Development Cooperation Scholarships; secondary school students project; technical college course transfers, amongst others. Within the scholarship program AusAID identifies quotas for girls and women, although they are not able to strictly reinforce this. It is often the case that the selections made in PNG favor boys over girls.

AusAID is funding the LikLik Dinau Micro Credit Project for disadvantaged rural women. AusAID is providing seed funding for a trial of this credit scheme.

Other major AusAID projects in transport and communications, renewable resources, law and justice, institution building, Gazelle Peninsular restoration and Bougainville restoration, do not have major gender components, although all aim to integrate gender concerns. AusAID also funds many NGO run projects both through Australian NGOs and National PNG NGOs. These projects will be discussed in the final section.

NZODA

New Zealand Overseas Development Assistance (NZODA, within the NZ Department of Foreign Affairs) in PNG has a sectoral focus on agriculture and forestry. In directly targeting women in these sectors the program has included training awards and assistance for women's participation in conferences and seminars, small scale equipment purchase and small agricultural marketing projects.

NZODA is working jointly with the Government of PNG on the National Women's Credit Scheme. It is being piloted in 10 districts of 8 provinces in the four years from 1995-1998 at a cost of $2 million. It has been the first major credit project aiming at self employed women, and is aimed to extend to the remaining 12 provinces throughout PNG.

Other current programs run through NZODA include study scholarships for tertiary students in PNG and a fresh food marketing program.

Federal Republic of Germany (FRG)

The development cooperation program of the FRG in Papua New Guinea has focussed on the sectoral areas of food security, rural development, environmental protection, improved energy supply and population policy. Throughout the program emphasis is given to women and the poorest sections of the population.

Canadian University Service Organization (CUSO)

CUSO has a history of involvement in gender issues. In 1986 the CUSO Women's Advisory Committee commissioned the CUSO Women
in PNG Development Report and in 1991 it supported the printing of the National Women’s Training Package.

CUSO has an office in Port Moresby from which it runs its volunteer program and micro projects. The national program for the organization identifies education and health as major sectors of work.

**US Peace Corps**
As with the German Development Service and CUSO, the Peace Corps has been active in recruiting volunteers for placements in the sectors of education and health in PNG.

**International Center for Ocean Development (ICOD)**
The ICOD contributed funding for the Women in Fisheries Project, discussed in the section on Department of Fisheries and Marine Resources.

**Japan International Cooperation Agency (JICA)**
Japan’s ODA focuses mostly on economic infrastructure (transport, energy, telecommunications), social infrastructure (education, health, water supply and sewerage, human resource development) and the productive sector (agriculture, fisheries, industry, trade and tourism).

In 1994 a PNG-Japan high level consultation was held on development cooperation. This meeting reaffirmed the direction of Japanese assistance to focus in its technical cooperation in basic needs in the social sector (support of rice and grain development by DAL), with OECF loans in infrastructure.

JICA has recently commissioned a gender study to be undertaken in PNG to provide advice for the integration of gender issues into its current program.

**United States Agency of International Development (USAID)**
The focus of the USAID program in PNG has been in the social sectors with the objective ‘to promote and consolidate democracy and governance, population and family planning, promoting market principles, conservation and environment, promoting peace to achieve the stability essential for economic growth and political freedom, sustainable development, protecting against transitional threats and meeting urgent human needs’.

The Government of PNG and the US signed a development cooperation agreement in 1990. The yearly bilateral assistance is approximately US$ 13 million. Major projects in the bilateral program included child survival support, malaria and immunology vaccine trials, social marketing test project, family planning service expansion and technical support project, the Pacific islands marine resources project, and the Johns Hopkins University Project on strengthening reproductive health. In November 1993 the US Congress decided to close the Port Moresby Office in late 1994 with the foreclosure of various projects listed above. Scholarship funding continued until 1996.

**European Union**
European Union aid to PNG comes through agreements made under the Lome Conventions, of which PNG is a signatory. The PNG Government has consistently identified rural and human resources development as principal sectors for development assistance from the EU.

The European Union has also provided assistance for capital works in particular for building the Women’s Center in Milne Bay.
WHO
The World Health Organization focuses on health projects. Two of its projects are run jointly with UNFPA and the Department of Health. One is the technical assistance in maternal and child health and family planning, and the other the strengthening of reproductive health in East Sepik, Manus, Central and Madang Provinces.

United Nations Development Program
The United Nations Development Program commissioned a review of WID policy issues in PNG (1993) as a part of the Fifth Country Program preparation exercise.

The sectors which were identified for WID recommendations from this report were agriculture, fisheries and marine resources, and central government agencies including the Department of Finance and Planning (to set up a Population Planning and Coordination Unit), and the Economic Policy Unit, Social Affairs Division and National Statistical Office to provide sex disaggregated data.

Under the terms of this program, the UNDP is required to work with other donors in supporting work to mainstream women's issues into all areas.

The social and education sectors are the main areas of focus for UNDP, and its current projects impacting on women concentrate on literacy and education programs for girls and women.

Although the UNDP had a full-time WID Program Officer in the beginning of the 1990’s this position was not continued. The UNDP is about to funded a gender specialist for a period of approximately 6 months to look at gender specific work.

UNIFEM
The key areas of UNIFEM support over the past few years has been through: The Gender Mainstreaming project; a feasibility study in credit for self employed women; the Pacific NGO preparations for the United Nations Fourth World Conference on Women; the Women in Politics program; training workshops, and; assisting Pacific NGO consultations on Lome 2000.

UNIFEM has been active in mobilizing women in the Pacific region, particularly in bringing together women for training. The UNIFEM mainstreaming project was trialed in the Pacific with PNG as one of the 4 pilot countries. Handbooks were developed for planners, community workers and trainers in gender sensitization and planning. Additional funding for the project in PNG has been provided from Australia. This has lead to PNG specific training manuals developed from the National Planning Office.

The UNIFEM regional office in Fiji, and the South Pacific Commission Women’s Desk, also acted a major focal points for Pacific preparations for the United Nations Fourth World Conference on Women held in China in 1995. Women from PNG played an active role in Pacific preparations and were assisted financially in this role through UNIFEM, as well as the Australian International Women’s Development Agency and AusAID which acted as the South Pacific lead donor for the region. UNIFEM, PacificYWCA and the Fiji National Council of Women have worked to establish a Pacific NGO Post Beijing monitoring mechanism.

UNFPA
UNFPA leads in the identification and implementation of UN funded projects addressing issues related to women and girls in PNG.
Projects currently being funded by UNFPA fit into the health and education sectors.

Education projects include a ‘Family Life Education’ project being implemented through the Department of Home Affairs, and the population education project conducted through the Department of Education. The most innovative project is the ‘Gender Sensitization through Role Models’ project, which is being implemented through the National Council of Women. This project involves female role models visiting schools, and the development of an education kit on gender equity.

The UNFPA is also working with the University of PNG on health projects addressing adolescent reproductive health. This involves training for university students to become peer educators on sexuality issues. The ‘Integration of population factors into development planning’ is a project run jointly between UNFPA, ILO and the National Planning Office. This project focuses on the implementation of the National Population Policy in the provinces.

As noted above, there are two health projects being jointly run by the UNFPA, DOH and WHO in the area of health. One is a technical assistance project currently being completed in maternal and child health, and the other is in reproductive health.

A ‘Tok Stret’ radio project is also being funded through the YWCA to provide information on gender and adolescent sexuality issues.

UNICEF
UNICEF has had a country office in Port Moresby for over a decade and has spent over $1 million in WID related activities and programs including assisting small business groups, as well as programs in mother and child health and education.

UNICEF is currently implementing a major Child Survival Program, which is also funded through AusAID. This focuses on government and church based preventative health services through the provision of mobile health clinics and patrols and training for health personnel. Other major aims of the project center on an effort to eradicate and decrease the polio virus, measles, vitamin A deficiency, salt ionization, and increase the use of oral rehydration therapy.

United Nations High Commission for Refugees (UNHCR)
UNHCR has been active in programs for Bougainville and for refugees from Irian Jaya in settlement camps in Westera and West Sepik Provinces.

United Nations Educational Social and Cultural Organization (UNESCO)
Focusing in education, UNESCO has been working jointly with the Women’s Division in DHA and the Curriculum Division of the Department of Education (DoE) on piloting a skills based literacy program for young girls and women in the Banz area of the Western Highlands Province.
Appendix 5
Resource Persons

LIST OF RESOURCE PERSONS IN PNG AND EXPERTS ON GENDER PLANNING AND ANALYSIS

As part of the consultations on this report, a core Focus Group was formed to assist in the identification of priorities and support the consultant team in the field work and stakeholder discussions. Those members of the Focus Group are indicated in bold with an asterisk.

GOVERNMENT

PORT MORESBY

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<tr>
<td>Dame Josephine Abaijah</td>
<td>Governor Milne Bay, Member of Parliament</td>
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<tr>
<td>Hon. Bernard Naraokobi, MP</td>
<td>Member of Parliament</td>
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<tr>
<td>Dr Mila Gena</td>
<td>Department of Home Affairs, Secretary</td>
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<tr>
<td>Ms Josephine Gena</td>
<td>Department of Home Affairs</td>
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<tr>
<td>Ms Felicia Dobunaba</td>
<td>Department of Personnel Management</td>
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<tr>
<td><strong>Mrs Molly Manukayasi</strong></td>
<td>Head of Women’s Division, Department of Home Affairs</td>
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<tr>
<td>Ms Leonie Rakanangu</td>
<td>Deputy Head, Women’s Division, Department of Home Affairs</td>
</tr>
<tr>
<td>Ms Cheryl Kelly</td>
<td>Women’s Division, Department of Home Affairs,</td>
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<tr>
<td></td>
<td>Project Coordinator Family Life Education Project.</td>
</tr>
<tr>
<td>Mrs Monica Sungu</td>
<td>Women’s Division, Department of Home Affairs,</td>
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<tr>
<td></td>
<td>Specialist in women and fisheries</td>
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<tr>
<td><strong>Mrs Ruby Zarriga</strong></td>
<td>National Planning Office, Principal Adviser</td>
</tr>
<tr>
<td>Ms Edoa Veneo</td>
<td>Department of Education, Coordinator Teacher Education</td>
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<tr>
<td>Ms Tanai Kavana</td>
<td>Department of Education, Superintendent Guidance</td>
</tr>
<tr>
<td>Ms Marlene Tamaki</td>
<td>Department of Works, Senior architect</td>
</tr>
<tr>
<td>Ms Maura Gavan</td>
<td>Department of Works, Draftsperson</td>
</tr>
<tr>
<td>Mrs Patrina Dikin</td>
<td>Crime Prevention Office, Police Officer</td>
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<tr>
<td>Dr Hilda Polume</td>
<td>Department of Health</td>
</tr>
<tr>
<td>Ms Cecilia Kuman</td>
<td>Department of Commerce and Industry</td>
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<tr>
<td>Mrs Maria Lovaga</td>
<td>Department of Labor and Employment</td>
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<tr>
<td>Ms Theresa Siaguru</td>
<td>Prime Ministers Department</td>
</tr>
<tr>
<td>Ms Grace Dom</td>
<td>Department of Foreign Affairs, Acting Head of International Treaties Section</td>
</tr>
<tr>
<td>Mrs Majorie Andrews</td>
<td>Department of Health</td>
</tr>
</tbody>
</table>
NON GOVERNMENT ORGANIZATIONS

PORT MORESBY

Mrs Susan Setae MBE
National Council of Women, President

Ms Ume Wainetti
National Council of Women, General Secretary

Mrs Hilan Los
ICRAF: Individual and Community Rights Advocacy Forum Inc, Women’s Desk

Hon. Peti Lafanama
PNG Watch Council for Socio-economic justice, Member of Parliament, Governor of Eastern Highlands

Ms Au Aruai
Women in Politics

Dame Rose Kekedo
National YWCA of PNG, President

Mrs Elaine Karvosso
Girl Guides of PNG, Head Quarters Commissioner

Mrs Elaine Alexander
Country Women’s Association, President

Mrs Elizabeth Karava
Bahai Women’s Association, President

Mrs Leontine Tamate
Prime Minister’s Personal Staff

Ms Susan Haroe
PNG Nurses Association, President

Mr Taina Dai
PNG Teachers Association, President

Mrs Rose Mojica
Philippines Women’s Club, President

Mrs Ann Barnabas
Catholic Women’s Federation, Vice President

Mrs Gwen Tulo
PNG Council of Churches

Mrs Helen Pilon
PNG Trust

Mrs Ruta Sinclair
Lifeline, Specialist in women in prostitution and maternity services

Mrs Anne Kerepia
YWCA, NCW

Mrs Tau Malaga Mea
United Church Women’s Fellowship

Mrs Harietta Jack
BDA DORCAS

PROVINCIAL

Mrs Enny Moaitz
National Council of Women, Momase Vice President

Mrs Rita
Ramu Sugar Women’s Association, Lae, Morobe

Ms Gayle Carrick
Soroptimist International, President, Lae, Morobe

Mrs Joyce Samuhulal
Unitech Women’s Association, President, Lae

Mrs Maureen Ambo
Anglican Mothers Union, President, Popondetta, Oro

Ms Joy Numki Wamsa
YWCA, Tabubil, Western Province

Sister Yvonne Taiwai
East Sepik Council of Women Wewak, East Sepik

Ms Anna Pianga
Female Students Association UNITECH, Lae, Morobe

Ms Linda Passingan
ENBSEK, Rabaul, East New Britain

Ms Josie Pandakusi
Evangelical Alliance National Women’s Coordinator, Wewak, East Sepik

Mrs Agnes Titus
Bougainville Transitional Government

Mr Simon Passingan
East New Britain Social Action Committee (ENBSAK) Rabaul
### Appendix 5 – Resource Persons

Ms Sarah Garap* Simbu Women’s Resource Centre  
Ms Monica Power East Sepik Council of Women  
Mr Gabriel Molok East Sepik Local Environment Foundation  
Ms Anna Maben Goroka, YWCA  
Ms Miriam Layton Save the Children’s Fund, Goroka, Eastern Highlands  
Mrs Diane Niangi Wancheft Women’s Association, Lae  
Mrs Rita Tavatuna Sporoptomists, Lae

### Presidents of Provincial Councils of Women (PCW)

#### Highlands Region
- Mrs Paula Paka Mek Mount Hagen, Western Highlands PCW  
- Mrs Roselyn Kua Kundiawa, Simbu PCW  
- Mrs Racheal Okpio Mendi, Southern Highlands PCW  
- Mrs Julie Soso Goroka, Eastern Highlands PCW  
- Ms Scholla Waria Wabag, Enga PCW

#### Momase Region
- Mrs Eneka Gath Lae, Morobe PCW  
- Mrs Regina Kambe Madang, Madang PCW  
- Mrs Eva Waramapi Wewak, East Sepik PCW  
- Mrs Leon Ramram Sandaun, West Sepik PCW

#### Papua Region
- Mrs Taboro Morea Central, PCW  
- Mrs Didi Nipuega Alotau, Milne Bay PCW  
- Mrs Tete Keko Kerema, Gulf PCW  
- Mrs Maureen Apini Daru, Western PCW  
- Mrs Olive Bunari Popondetta, Oro PCW  
- Mrs Kathy Tani NCD PCW

#### Islands Region
- Mrs Patrenila Pake Kimbe, West New Britain PCW  
- Mrs Nahua Rooney Lorengau, Manus PCW  
- Mrs Kivung Esau Rabaul, East New Britain PCW  
- Mrs Daisy Baitman Kavieng, New Ireland PCW  
- Mrs Theresa Jaingong Bougainville PCW
Appendix 5 – Resource Persons

DONOR ORGANIZATIONS

PORT MORESBY

Ms Margaret O’Callaghan*  UNFPA Country Representative  (departing end of 1997)
Ms Miriam Midire*  UNFPA National Program Officer
Mrs Kathy Lepani  UNDP Program Officer
Lady Mina Siaguru  UNDP Program Officer

PROVINCIAL

Ms Elizabeth Cox  Save the Children’s Fund New Zealand Wewak, East Sepik

PRIVATE SECTOR

PORT MORESBY

Ms Margaret Daure  The National newspaper, Women’s Editor
Ms Ruth Waram  Post Courier, Business columnist
Mrs Nora Brash  Tanorama Consultants
Mrs Winifred Abaijah  Web Books
Ms Dorothy Tekwie*  Private Consultant
Mrs Majorie Andrew  Private Consultant
Ms Anne Chikali-Westcott  Private Consultant, UPNG graduate
Mrs Jospeha Kanawi  Lawyer

PROVINCIAL

Ms Kellie Amos  Paradise Arts and Handicrafts President, Women in Business Ass Inc., Kimbe, West New Britain.
Ms Lydia Garua Gah*  Business and Professional Women, Businesswoman, PO Box 277 Kimbe, West New Britain

ACADEMICS

PORT MORESBY

Mrs Betty Lovai*  University Papua New Guinea
Dr Anne Dickson Waiko*  History Department, University Papua New Guinea (also executive member of the National Council of Women)
Mrs Aileen Natera  Teaches at UPNG in social work
Ms Ann Dickson  Currently completing PhD on National Council of Women, Lectures at UPNG on Gender and Development
### OTHER INDIVIDUALS

**PORT MORESBY**

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
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<tbody>
<tr>
<td>Ms Anne Ryan</td>
<td>Deputy Principal, Port Moresby National High School</td>
</tr>
<tr>
<td>Ms Ruth Dom</td>
<td>Welfare Officer/ family counsellor UPNG</td>
</tr>
<tr>
<td>Ms Maria Kopkop</td>
<td>Bambi Childcare</td>
</tr>
</tbody>
</table>
Appendix 6
Annotated Bibliography

AGRICULTURE


In PNG, unlike most developing countries, higher cash incomes have not been reflected in increased nutritional status. The relationships between low cash incomes and malnutrition and underdevelopment are found to be complex, but gender does not form part of this analysis.

Barnes, Helen, n.d. Women in Highlands agricultural production in Donald Denoon and Catherine Snowden, eds, A time to plant and a time to uproot: A history of agriculture in Papua New Guinea, Institute of Papua New Guinea Studies, Port Moresby.

A survey of women in the change from subsistence to plantation and then commercial agriculture.


Technical case study of labour on sago palm plantations. Good outline of gender differentials in work allocations.


Pacific women play an important and increasingly significant role in agriculture, but their access to agricultural training and resources is limited. Women are also involved in trading for cash both within and outside their communities. In some Pacific cultures they weave the walls of buildings, the mats for the floor as well as smaller items like baskets and bags.


Thesis on pig production, addresses issues of gender in pig ownership and work.
Appendix 6 Annotated Bibliography

Kasaiwabi, Ebi Teddy. 1977 *Training of women in agriculture*, in BAC Enyi and T Varghese, eds. *Agriculture in the tropics* (Tenth Waigani Seminar), University of Papua New Guinea, Port Moresby

Describes agricultural training programs for graduate women and identifies eight recommendations.


Includes a case study of gendered labour in an agricultural context.


Observes the breakdown of subsistence agriculture as logging operations encroach near villages. Men join the paid work-force, girls may be enticed into prostitution, water quality is affected and mosquito breeding sites increase. When operations end, with likelihood that recovery of forests will take hundreds of years, communities have difficulty adjusting.


Morobe Provincial Council of Women withdrew from National Council of Women in 1979. Subsistence Agriculture Improvement Programme integrates all stages of the food production, processing and marketing as self-employment, thus providing food for subsistence cash.


In a context where so little is known about the social impacts of large scale logging operations in PNG, our knowledge about their impact on women is minimal. In Wasab, women’s situation has not been improved by forestry activities.


Discussion of traditional roles and projects strategies for women in commercial and cash economy agriculture.

Slatter, Claire 1984 Women's Roles in South Pacific Agriculture - a preliminary partial list of organizations, projects, conferences and contacts. Transnational Knowledge Utilization Project, Institute of Culture and Communication, East-/West Center, Honolulu Identifies individuals, agencies and organisations involved with women and rural development in several Pacific countries, including PNG.

Slatter, Claire 1984 Women's Roles in South Pacific Agriculture - Traditional, Transitional and Modern Roles of Women with Specific Focus on Papua New Guinea, Fiji, West Samoa and Tonga Transnational Knowledge Utilization Project, Institute of Culture and Communication, East-/West Center, Honolulu
Melanesian women are the principal agriculturalists but plantation agriculture recruited men as temporary indentured labourers, leaving women in villages to maintain village life. This set up a conceptual dichotomy between men as economic producers and women as uneconomic subsistence gardeners. Few PNG projects are geared towards women’s needs as agriculturalists.

Stephens, Alexandra 1991 Papua New Guinea: gender roles and agricultural education, pp 12-14 in Agricultural Information Development Bulletin, Vol 13, No 3, September 1991 The innovative ‘Rural Life Development’ curriculum in PNG’s agricultural colleges, geared towards women as the traditional agriculturalists, is considered by the author to have changed the way some key men and women make decisions.

Suda, K. 1994 Methods and problems in time allocation studies Anthropological Science, Vol. 1, No. 102, pp. 13-22. This article outlines many of the problems associated with time allocation studies including the inaccuracy of estimates, lack of quantification of women’s work, and variation in measurement tools.

Thomas, Pamela & Hill, Helen 1987 Major issues in non-formal education in the South Pacific in C.D. Throsby 1987 Human Resources Development in the Pacific, Pacific Policy Papers No 3, NCDS, ANU, Canberra. Agricultural training for male school-leavers is the major type of non-formal education, and provides inadequately for women who are used, instrumentally, to improve health and nutrition. Women’s participation is restricted by time, location and children. Small-scale village programs proposed.
Appendix 6 Annotated Bibliography

CHURCHES
Forman, Charles W 1984 *Sing to the Lord a New Song: Women in the Churches of Oceania* in Denise O’Brien & Sharon W. Tiffany (eds) 1984 *Rethinking Women’s Roles - perspectives from the Pacific*, University of California Press

Charts the changes in women’s role in Pacific churches from the 1960s to the 1970s and notes that all-female groups started by the wives of male missionaries were the first local organisations for church women, later developing into national organisations in the churches which gradually became indigenised. The increase of women’s involvement reflect worldwide forces and global patterns.

Gostin, Olga 1986 *Cash Cropping, Catholicism and Change - Resettlement among the Kuni of Papua*, Pacific Research Monograph 14, NCDS, ANU, Canberra

The effects of resettlement and Catholicism on Kuni culture due to resettlement by Catholic missionaries is found to have changed the former balance between payment of bride-wealth, residential patterns and descent.

CREDIT

Banking policies on lending and labour and employment laws favour males. Requests government to set clear guidelines for women’s participation in development and remove discriminatory polices to enable women to move beyond the margins of business.

Department of Home Affairs 1996 *Papua New Guinea Women’s Credit Project, Capital Fund and Training Component - Request for training and seed money funding by World Bank*

Development of this proposal began in the 1970s in response to lack of access to credit for women at commercial banks. Implementation is by Community-Based Women’s Organisations.

Department of Home Affairs 1996 *Papua New Guinea Women’s Credit Project, Training Component Request for Training Funds to World Bank*

This incorporates the Training Document produced after Training Needs Research. The loan facility is directed at mothers and skills at management are considered necessary to ensure repayment.


Women in the Eastern Highlands of Papua New Guinea play major roles in the
local economy, but not beyond it. They are highly successful in credit and saving schemes due, Finch believes, to their primary identification as women. He recommends that PNG deliver on its expressed commitment to enhancing women’s participation at all levels.


Women form a significant minority of Pacific entrepreneurs, and most have responsibilities as wives and mothers and members of their village community as well. Lack of political power is a major constraint upon their participation.


It is difficult for PNG women to obtain financial assistance due to emphasis on collateral. Village-based banking policies should be changed to enable women to obtain loans. A bank for women, serviced and financed by institutions like the World Bank, could be negotiated by government.


Assesses the types of associations that help rural women of PNG to participate more fully in development. Concentrates on two multivillage organisations - Wok Meri and the Goroka Women’s Investment Corporation.


Describes the Wok Meri group in which women have established quasi-Western banks and a series of exchanges patterned after customary transactions initiated by marriage. By investing their capital in business ventures, women increase their participation in both modern and traditional sectors of the economy.


Women in Highland New Guinea have responded collectively to events since 1930, when Australian gold prospectors first walked into the mountains. Since 1960 women in the eastern end of the Highlands have developed a savings and exchange system called Wok Meri (women’s work). This is an effort by women to enhance their rights to property and to set up a system by which they can gain
status. They establish joint enterprises and take on the public role in ritualised transactions patterned on traditional exchanges.

Tengdui, Mary & Rakanangu, Leonie 1996 Women's Credit Project: Operations Manual, PNG Department of Home Affairs

The National Women's Credit Project, instituted in 1991, is seen by the PNG government as a ‘tool to empower’ women to gain financial independence. It is targeted towards women as trainers of children and controller of the family finances. The project’s main component is institutional capacity building of District Women’s Associations and entrepreneurial development programs through training. The major concern is to create employment among women and their immediate families by lending funds to Women’s Associations to lend to individual women, providing them with training, marketing and management assistance.


Kafaina is also known as Wok Meri, a social, economic and political movement created and controlled by women which began in Chauve in early 1960s. The women save and lend money to start small businesses, at this point, managed by men. By working in groups, women gain control over resources and can assert political identity in their village.

CULTURE & ETHNOGRAPHY


Description of the Women’s Culture Project (WCP) and particular emphasis on the recording, promotion and revival of women’s custom in Vanuatu.


Development transformed residents of Eastern Highlands into peasants and this local level analysis supports the assumption that the unintended effects of change and development result from the failures of governments and individuals to understand or consider in policy-making the traditional cultural systems of target groups.

Appendix 6 Annotated Bibliography

By examining how choices and opportunities of women in this community in PNG are shaped by pre-contact systems of age and gender construction, the author concludes that the first step in the development of women is to focus on the creation of ties among women across ages.

Goodale, Jane C 1995 *To Sing with Pigs is Human - the concept of person in Papua New Guinea*. University of Washington Press, Seattle
Based on fieldwork in Umbi in Kandrian district of southwestern New Britain. Attempts to describe the Kaulong people's culture through their concept of the place of humanity in the world they have constructed.

Gostin, Olga 1986 *Cash Cropping, Catholicism and Change - Resettlement among the Kuni of Papua*, Pacific Research Monograph 14, NCDS, ANU, Canberra
The effects of resettlement and Catholicism on Kuni culture due to resettlement by Catholic missionaries is found to have changed the former balance between payment of bride-wealth, residential patterns and descent.

This article attempts to describe aspects of bodily imagery and practices in PNG, considers concepts of gender, conception and birth, indicating similarities and diversities of beliefs of various groups, and concludes that cultural notions of gender vary in PNG.

This volume expands the knowledge of female initiation practices in PNG. Some (Townsend, Lutkehaus and Sexton) describe the female body as a metaphor for aspects of the social body. Lutkehaus asserts that initiation practices reveal the differences in gendered forms of power.

Argues that children represent value in Melanesian communities, a constancy which remains within modernisation, based on research results and data from the Melanesian Institute of Marriage and Family Life in Melanesia. Notes that education, involvement in paid work, youthfulness and urbanisation are factors which decrease reliance upon childbearing for social status.
Appendix 6 Annotated Bibliography


Presents a series of anthropological reports focusing on culture and feeding practices in Pacific Island nations, including PNG. Looks at nutrition from a paediatrician’s viewpoint, at the effect of women’s work and the contributions of anthropology and development research.


Describes the repercussions of a PNG woman’s refusal to be bought with pigs as a bride.


Looks at the matrilineal society of the Nagovisi people of Bougainville and concludes that Western innovations have strengthened matrilineal institutions.


After surveying the ethnographic published literature the author concludes that women’s economic roles are ignored while their role as mother is emphasised. Women ethnographers are attempting to redress that balance.


It is argued that the ideology of development reduces the status and dynamism of traditional indigenous culture, which, though rooted in gender inequality, gave women an important sphere of influence. Development has fostered further subordination of women’s role through the shift away from subsistence agriculture. The ethics of promoting policies for national development which cannot be fulfilled because of the processes of development need questioning.

Pulla, Venkat Rao (ed), 1996 *The Family: Asia Pacific Perspectives*, Northern Territory University, Australia

A compendium of conference papers on issues relating to families in the Asia Pacific Region (Centre for Southeast Asian Studies).
Appendix 6 Annotated Bibliography


Dialogue between commentators and the author over the approach taken to identifying women’s role in reciprocity, exchange and production.

DONORS

Asian Development Bank


Asian Development Bank report on technical assistance for institutional strengthening of the women’s division. Details the objectives, scope and implementation. Appendices include listings of other donor assistance in PNG and roles of government and aid agencies in women in development.


Written to brief ADB staff and consultants, providing a general description of the economic and social position of women in PNG.

AusAID


Lists the activities AusAID is supporting in PNG as well as examples of projects undertaken.


The briefing paper provides policy context for the integration of women in development in the PNG program, relevant lessons learned in programming and project design, information on women’s roles in each sector and constraints to fuller participation, and suggested action for teams during the programming mission.


The workshops were designed to assist participants to examine AusAID and GoPNG policies with respect to gender and development; assess achievement levels with respect to the application of key policy initiatives in AusAID funded projects:
analyse and discuss techniques and strategies for overcoming specific constraints; and develop an improved understanding of effective approaches to gender equal project design and implementation.

*United Nations*


A comprehensive profile of children and women in PNG; identifies and analyses trends and issues with direct significance for development policies and programs. Disease and malnutrition are immediate causes of infant and maternal mortality; underlying causes are lack of resources at the household level, behaviours, practices and poor access to basic health services. Basic causes are structural and due to economic and social factors.


Describes national government structure and mechanisms for WID, but finds a lack of recognition and awareness of women’s contribution to development and the technical expertise at government level to integrate women into the mainstream of development planning and programs. A number of initiatives are proposed at the institutional and program level in education, literacy and training, agriculture and fisheries, industry and business, health and family planning and NGOs.

**ECONOMIC PARTICIPATION**


Banking policies on lending and labour and employment laws favour males. Requests government to set clear guidelines for women’s participation in development and remove discriminatory polices to enable women to move beyond the margins of business.

Cleland, Rachel 1996 *Grass roots to independence and beyond: the contribution by women to Papua New Guinea 1951-1991*, Dame Rachel Cleland, Claremont, Australia
Appendix 6 Annotated Bibliography

An insight into the life and times of women in a developing territory. Case studies of various women’s NGOs including the girl guides and the YWCA. Also profiles individual women and the pioneering work they have done in various fields.


Resettlement programs, being planned, offer great scope to redress the balance of male biases in the general development process, yet the situation for women is usually worsened. Women’s work is invisible to planners and previous studies either indicate a lack of data or provide no empirical evidence. Cox’s study of women in the Gavien Rubber Settlement Scheme provides empirical evidence of systematic gender bias.


A succinct outline of women’s status and roles in PNG over a wide range of issues with the general observation that women’s contribution to development continues to be overlooked.


Reviews the progress of the project and the impact of development on women in developing countries. Presents the findings of the surveys on women’s contribution to income in small fishing communities, and outlines income-generating projects for women.

Fahey, Stephanie 1985 *Producers or Consumers? Women’s entry into the cash economy in Madang, Papua New Guinea* in *Women in Development in the South Pacific, barriers and opportunities*, published report of the Conference on Women in Development in the South Pacific, 11-14 August 1984, Port Vila, Australian National University

Discusses the origins and consequences of low female participation in the cash economy of Madang region. Problems facing women are discussed in three sections: traditions in the pre-colonial socioeconomic system; the problems arising in the colonial period; and contemporary barriers.

Fairbairn-Dunlop, Peggy 1997 *Gender, culture and sustainable development*, a paper delivered at the UNESCO Conference on Culture and Sustainable Development, Suva, 1997

Discussion of work, models of development and women’s role in economic development.
Appendix 6 Annotated Bibliography


Presents an overview of progress and problems in PNG since independence in 1975. Assesses general economic policies, looks at the principal economic and social sectors. Considers the under-representation of women in public life and government departments, in education and training.


Attempts to provide an overview of what is happening for and with women in the Pacific. The first SPC conference on The Role of Women in Development in the South Pacific had only two women among 200 delegates while women silently demonstrated outside. Describes government and NGO programs for women but concludes that these advance their proponents’ agendas and not the needs of women, for whom reverse discrimination is needed.


Women form a significant minority of Pacific entrepreneurs, and most have responsibilities as wives and mothers and members of their village community as well. Lack of political power is a major constraint upon their participation.

Hetler, Carol B & Khoo, Siew-Ean 1987 Women’s participation in the South Pacific economies, Islands/Australian Working Papers No 87/4, NCDS, ANU, Canberra

Data suggest that while most South Pacific women are active in traditional economies, they have little access to waged employment due to slow economic growth and their lack of education and vocational skills. PNG has the lowest rate of women’s participation at 5%, reflecting the high proportion of rural population.


Assesses women’s participation in South Pacific economies and the factors which affect it. Policy options are discussed to improve their economic status. The authors recommend a rapid improvement in education and training, establishment of women’s legal rights to land and collateral for credit and full integration of women into commercial enterprises at all levels.

Appendix 6 Annotated Bibliography

Provides an overview from a gender perspective of issues and experiences related to market economies in Pacific Island and Asian countries, and presents a series of country case studies, including one on gender sensitive approaches to poverty in PNG (see Cox 1994).


Need for projects to be set in context of women’s participation in social and economic structures. Considers income generating projects to utilise women’s (cheap) labour in manufacturing and agriculture; pilot projects are limited; water supply and other infrastructure is provided without consultation; programs focus on women as mothers; credit programs were more likely to be successful if women’s needs are reflected in design.


In PNG, man’s definition of himself as independent is tied up with his difference from women. Considers three debates on policing of women’s roles to show some of the characteristics of structured inequality which accompany women’s participation in modern waged labour force.

International Centre for Ocean Development and South Pacific Commission 1989 *Report on Papua Regional Women’s Workshop on Fish Processing and Marketing* Port Moresby, September 4-15, 1989

Recognition of important role played by women in fisheries: training in techniques of processing, marketing, administration and development of pilot projects.

Josephides, Lisette 1985 *The Production of Inequality - Gender and Exchange among the Kewa*, Tavistock, London

Attempts to locate the sources of inequality and to understand how they are engendered and perpetuated within social practice through an examination of production, exchange and gender relations and the way they are socially validated among the Kewa people of the New Guinea Highlands. The author concludes that increased participation in the cash economy will increase inequalities and establish new status groups.

1. UPNG, Port Moresby Press, Port Moresby
   Migration viewed in context of larger socioeconomic changes; policy a strong influence, and a need to 'balance' migration and economic investments is proposed; extended family and wantok system directly influence migration flow and direction. Young men are the groups most mobile, with flow-on effects to the women and children in their families.

   This article considers the participation of women, otherwise involved in full-time domestic duties, in market activities, leading to them save money as social insurance. Some of these women are now full-time business people.

   Looks at economic development in recent years, the reform agenda and 1996 budget stance, private sector development and supply response, restructuring the public sector, medium-term prospects, external financing requirements and improving implementation and aid coordination.

   Women are still ignored in national development programs and encounter restraints in both policy-related and traditional spheres. Women with strong networks both in and outside their states, and those with supportive spouses, are more likely to succeed.

   In a context where so little is known about the social impacts of large scale logging operations in PNG, our knowledge about their impact on women is minimal. In Wasab, women’s situation has not been improved by forestry activities.

Schoeffel, Penelope 1983 *Women’s work and development in the South Pacific* in Lyn Melville, (ed) 1983 *Women, Aid and Development - proceedings of a workshop* co-sponsored by ACFOA, Development Studies Centre of ANU, WADNA
   Melanesian women do 80% of all the work and 60% of this is agriculture. Reports on Slatter’s work in 1982 found that PNG women want more emphasis on community development, business development, leadership skills and skills to make groups work better. Dependency on cash cropping leads to fluctuating incomes.

Women’s associations in (Western) Samoa are more customary than among the Tolai of East New Britain. Observes that women have been adversely affected by development in both countries where programs emphasise their unpaid work, or try to involve them in agriculture for cash, while their children are malnourished (Maprik, East Sepik Province).

South Pacific Commission 1994 Gender Sensitisation Workshop Notes.

Notes form a workshop run for SPC staff on gender analysis. Includes marine resource case study.

Strathern, Marilyn, 1972 Women in between: female roles in a male world, London

Classic now dated study of social power, political and economic roles political.

Thomas, Pamela, et.al. (eds) 1994 Managing resources in the South Pacific, special issue of Development Bulletin, Vol 31

Contains 28 short commentaries and essays on issues in the South Pacific, including three on PNG.


This publication aims at wider dissemination of the information gathered and the experience gained in the implementation of the project on “Improving the socio-economic condition of Women in Fisheries in Fiji, Indonesia, Papua New Guinea and the Philippines”. It includes information on (a) traditional fisheries in the four participating countries, (b) the methodology adopted for the surveys, (c) the results of the surveys, and (d) the implementing of the pilot projects in the selected fishing communities of the participating countries.

EDUCATION


This paper provides a comprehensive overview of gender differentials in health, education, employment and participation in decision-making. It discusses current initiatives to improve gender equity and women’s participation in and benefit from development, and suggests possibilities for the future.

The author concludes that the PNG approach to WID has been welfare, rather than equality oriented and in the light of gender differentials in health, education, employment and decision making, calls for renewed commitment from intellectuals, senior public servants and politicians to remove injustice and provide women with the support ‘owed to them’.


Material derived from Women’s Training Centre in Goroka, adult non-formal education and literacy project, run for and by women, based around local issues, including environment.


The book is for women’s trainers, leaders, educators, communicators and other resource people to make the best and widest possible use of the book ‘Issues and Information.’

Gannicott 1987 *Education in Papua New Guinea - a case study in wasted resources*, Islands/ Australian Working Paper No 87/9, NCDS, ANU

Uses rate of return analysis to assess economic payoff of investment in education in PNG. Social rates of return are found to be low at all levels by the standards of other developing countries while private returns are high. High costs and low achievements are the reasons.


This is a selection of articles which assesses Pacific education from the point of view of provision of appropriate workforce skills for economic development. It is argued that curricula are too ‘academic’, and that economic growth is promoted most effectively by school curricula emphasising mathematics and science


At every level of education, women’s participation is greatly below men’s, except in nursing. Girls spend more time on home and market chores, especially in poor
households. The idea that educating girls yields a higher rate of return than any other investment in developing countries is reiterated.

Quantitative evidence is provided to support the claim of Gannicott and Avalos (1994) that investing in women’s education has a high payoff in improved health, particularly of young children. These results are achieved through higher income, greater efficiency due to wider understanding of health and nutrition and through increasing women’s say in household decision-making. Children are considered to gain height by one-half centimetre for each year of education completed by adults in the household, especially women.

Considers how changes in PNG’s education system have affected women’s participation in the upper levels of democracy. Notes that in 1970s, PNG government gave prominence to a talented group of Western-educated PNG women but will need to apply affirmative action to fulfill its promise of sexual equality in a regime of cutbacks to the bureaucracy.

The communication gap between women, especially old and young, is PNG women’s main problem in working together. Educated women can bridge the gap and protect existing PNG women’s organisations, eg National Council of Women.

Education has potential to change society but modern education hasn’t always benefited women, due to the low status and work done by rural women and girls. Women’s Studies programs at tertiary level can provide information to planners about women’s needs.

Mathie, Alison & Cox, Elizabeth (eds) 1987 New Directions for Women in Non-formal Education Office of Women’s Affairs & Ministry of Home Affairs and Youth, Waigani, PNG
A broad coverage of issues relevant to women in the areas of work, technology, the media, education, violence and the law, health, community and formal politics and
business. Prepared with the participation of over thirty women, this is a source book for use in women’s informal education programs.


Describes the problems faced by women at UPNG and includes specific recommendations to give women a more equal position.

Poole, Fitz John P., Herdt, Gilbert 1982 *Sexual Antagonism, Gender, and Social Change in Papua New Guinea*, *Journal of Cultural and Social Practice*, Adelaide, December 1982

Although quite dated this contains seminal work in gender analysis in PNG from an anthropological perspective. The case studies investigate gender relations in specific contexts, however it is one of the first collections of gender (as opposed to women) analysis.


Since few girls complete primary school, let alone secondary school, there are few highly educated women in the Pacific, particularly in Melanesian countries. The current system of nomination for Australian education awards disadvantages women, especially in rural areas. Therefore, it is proposed that AIDAB support provide practical training courses such as book-keeping in country areas.


The author sees lack of education as the biggest problem faced by PNG women. Projects run by East Sepik Women’s Council, which combine practical courses with business training and access to retail outlets are described as a solution.


Argues that the orientation of non-formal and adult educators has been shaped by needs and priorities which do not reflect those of the Pacific Islands. Lack of coordination between delivery agencies is a problem, but centralised control also inappropriate.
Appendix 6 Annotated Bibliography


The work of the East Sepik Council of Women, now self-reliant, is a source of innovative and independent education for change and human development


Agricultural training for male school-leavers is the major type of non-formal education, and provides inadequately for women who are used, instrumentally, to improve health and nutrition. Women’s participation is restricted by time, location and children. Small-scale village programs proposed.

UNESCO 1982 *Regional Workshop on Women’s Education in a Rural Environment – Report* on the workshop, Chiangmai, Thailand, 11-21 January 1982

Reports on a workshop attended by fifteen country representatives in order to share innovative experiences in promoting access to and participation in education for girls and women in rural areas. Includes information on village study visits, field exercises in problem identification and assessment of needs. Makes conclusions and recommendations for programs and strategies to improve education for women in rural areas.

Wormald, Eileen & Anne Crossley (eds) 1987 *Women and Education in Papua New Guinea and the South Pacific* papers from the Women in Education Conference 1987, UPNG, Port Moresby Press, Port Moresby

The articles explore the low degree of involvement of PNG girls and women in all levels of education, consider the special problems for women in distance education and non-formal education, providing strategies for action.


Female participation in development in PNG varies from region to region depending upon the community’s length of exposure to western concepts of progress, accessibility of services and patterns of inequity promulgated by rapid rate of change. Yeoman analyses the reasons for this, identifies the most vulnerable groups and proposes that more sustained efforts be made to achieve primary and secondary education for girls.
Appendix 6 Annotated Bibliography

GOVERNMENT POLICY


The PNG delegates to the Beijing Conference made recommendations for the preparation of delegations to further conferences, proposing that they be given more time to acquire the necessary skills and that Beijing Conference delegates be used in preparation for future international conferences. Delegates note that PNG women united with other South Pacific delegates on issues of importance to the region: nuclear disarmament, indigenous knowledge and land rights, colonisation and foreign domination.


The national population policy identified goals and objectives, strategies for implementation of the policy, and the identification of population data collection issues. It also identified the implications of population on health, education, family planning and fertility regulation, the role and status of youth and children, training and research. An appendix articulates the broad roles of implementation agencies.


An outline of how the Women’s Division was designed to expand during the 1988-1993 period, outlining the role of projects such as the National Council of Women, the National Women’s Training Package, communication and network building, credit assistance, community women’s organisers scene, literacy projects, fish marketing and other projects.

Department of Home Affairs 1994 Five-Year Management Plan of the Women’s Programme Unit, October 1994

Puts forwards goals and strategies designed to bring into reality the promise made in the country’s Constitution that women would be given the opportunity to participate equally in the economic, cultural, political and social life of Papua New Guinea.


Considers that potential of the NGO community to contribute to PNG’s development is not being realised. The tendency of NGOs to be more responsive and efficient than government is noted. Many community NGOs, operating at the local level, include women’s and youth groups and experience difficulty in raising funds.
Appendix 6 Annotated Bibliography


This report considers the first year of implementation of the Women’s Division’s Five-Year Management Plan, launched in 1994. It provides an overview and evaluation of government programs for women and makes recommendations for more effective achievement.

Department of Home Affairs 1996 A Guide to Social and Community Programs Implemented by the Different Program and Support Units of the Department, June 1996

The guide is to educate the government, other line Departments, institutions, the general public and the staff of the programs and functions of the Department of Home Affairs.


The Policy spells out very clearly what Governments role and response is to women and development issues. It places responsibility on a number of key government departments to better plan its policies and programs so that the impact of women is considered before such activities are implemented. A specific role for the Women’s Division is also identified, in relation to the role of the National Council of Women.


The National Health Plan was prepared in a context of lack of improvement, and in some cases, deterioration of health status in PNG. Volume One is the first in a (promised) series and describes national health policies, goals and objectives. Five key national priorities are chosen from recommendations made by a Ministerial Advisory Committee; they are to: increase services to the rural majority; expand health promotion and preventive services; reorganise and restructure the national health system; develop staff professional, technical and management skills; and upgrade and maintain investment in health infrastructure. Although topics generally regarded as specific to women are discussed (eg family planning) there is little attention to gender-related issues.


The Country Strategy Note helps focus United Nations (UN) areas of support towards the nation’s most pressing national priorities where UN agencies have a comparative advantage, permitting enhanced coordination between UN agencies and other actors in international development.
Appendix 6 Annotated Bibliography

Kekeko, Rose 1985 *The role of the Department of Community and Family Services in women’s advancement* in Peter King, Wendy Lee & Vincent Warakai (eds) 1985 *From Rhetoric to Reality? Papua New Guinea’s Eight Point Plan and National Goals After a Decade* UPNG, Port Moresby Press, Port Moresby

Assesses the role of this government department from Independence to 1982, noting that its division for women’s services raised the status of women but lacked the necessary people to plan and implement programs. When abolished in 1982 its functions were shifted to the new Office of Youth, Women, Religion and Recreation where it was even more poorly resourced.


Papers from the 1982 Waigani Seminar which aimed to begin national self-evaluation. In the Introduction, the editors ask whether the National Aims are in conflict with ‘development’ as popularly desired. The women and development section of the seminar tried to assess progress on the seventh point of the Eight Point Plan and saw that talk of equal development was accompanied by increasing differentials of power and wealth. The authors saw this as the first expression by PNG women of their grievances and needs and the first time PNG women, so written about, articulated their reality themselves.

Loko, Margaret 1995 *Post-Beijing Declaration for Action on the Development of Women* 22 November, 1995 Inservice College, Port Moresby

The attendees at the Joint Government/Non Government Organisation Post Beijing Conference signed this statement to reaffirm support for the development of PNG women, calling for immediate action in partnership with NGOs on priorities for improving the status of women between 1995-2005. Specific proposals are made in the areas of access to economic resources, establishment of an Office of Status of women, Foundation for Equality, Development and Peace, mainstreaming gender and improving women’s political participation.


Considers the role of women in development and obstacles to their participation and concludes that this will advance if the government removes obstacles and reforms institutions so that men will accept women as co-workers.

Appendix 6 Annotated Bibliography


Notes that issues relating to ecological context of PNG population size are not addressed in the National Population Policy and proposes that research into carrying capacity of regions be carried out.


A detailed examination of the progress in achieving improvements for women in nine critical areas in the decade since 1985 to be presented at Beijing. Statistics and studies indicate that little progress has been made in some areas. Political participation, women in development, legal instruments, poverty, economic participation, health, education, employment, violence against women, effects of militarism on women.


Chapter 23, Women and Youth: groups with special needs? looks at recent policy and planning issues in PNG relating to youth and women to discern success at integrating them into development and argues the importance of integration.


Women are still ignored in national development programs and encounter restraints in both policy-related and traditional spheres. Women with strong networks both in and outside their states, and those with supportive spouses, are more likely to succeed.


Decision by PNG women’s conference in 1975 to set up Provincial Councils of Women to support the National Council. Grass roots, village women were excluded due to illiteracy and isolation. Some key women’s groups, including church networks, were excluded from the National Council of Women. Funding rarely got to women in interior areas. Provincial governments withdrew funding from the NCW and in 1986 it collapsed. NCWs were more successful in some other Pacific countries.
HEALTH


Several language groups in PNG lack the tradition of indigenous birth attendants due to fear of blood contamination (eg. Angal, Heneng). Notes that women avoid health clinics if they are more than one hour’s walk, if they care for traditional gardens, if clinics are staffed by men - leading to re-instigation of a midwife training project in 1986. Mortality rates of infants and childbearing women have improved since the onset of the program.


This paper provides a comprehensive overview of gender differentials in health, education, employment and participation in decision-making. It discusses current initiatives to improve gender equity and women’s participation in and benefit from development, and suggests possibilities for the future.


The author concludes that the PNG approach to WID has been welfare, rather than equality oriented and in the light of gender differentials in health, education, employment and decision making, calls for renewed commitment from intellectuals, senior public servants and politicians to remove injustice and provide women with the support ‘owed to them’.


The three main concerns for women’s nutritional health are anaemia, obesity, diabetes and hypertension and breastfeeding. The author identifies some causes, many of which are related to changing lifestyles.


Notes that while infant mortality has fallen in PNG, maternal mortality remains among the highest in the world. Only 68% of women have used antenatal care, and the quality of services is not consistently good. A number of strategies to improve the situation are offered by this ex SSMO of Child Health in PNG.
One-third of PNG’s urban population lacks access to potable water, proper disposal systems for human and other wastes, low standards of personal and domestic hygiene and intense crowding, with resulting plagues of rodents and insects. Children under 5 are most vulnerable to diseases such as typhoid, diarrhoea which result from faecal-oral diseases. Gonorrhoea is three times more prevalent in settlements than in prosperous neighbourhoods, raising fears that AIDS may follow similar route. Coordinated effort and introduction of new technologies are recommended.

Presents suicide as a realistic and effective political strategy, its threat a deterrent to the use of coercive power against women.

The National Health Plan was prepared in a context of lack of improvement, and in some cases, deterioration of health status in PNG. Volume One is the first in a (promised) series and describes national health policies, goals and objectives. Five key national priorities are chosen from recommendations made by a Ministerial Advisory Committee; they are to: increase services to the rural majority; expand health promotion and preventive services; reorganise and restructure the national health system; develop staff professional, technical and management skills; and upgrade and maintain investment in health infrastructure. Although topics generally regarded as specific to women are discussed (eg family planning) there is little attention to gender-related issues

The meeting, attended by health and development specialists, most of them women, was held in conjunction with 1991 Waigani Seminar. It was noted that governments at provincial and national level lack political will to engage women as equal partners in development, that they are under-valued by the men in their families, that women do not, in general, support other women, and that PNG women often suffer low self-esteem. Lack of coordination in government, lack of expertise on gender issues, lack of leadership skills among women, language
barriers, lack of basic necessities such as sanitation and clean water are as major
obstacles to overcome.

Doiwa, Seb 1985 Mental health and women living in urban centres in Peter King, Wendy Lee &
and National Goals After a Decade UPNG, Port Moresby
Urbanisation can add to stress levels of women in a situation where there are very
poor services.

Eyford, Helgi 1993 Healthy men, healthy families: the need for personal growth in Tukutau
Taufa & Caroline Bass (eds) 1993 Population, Family Health and Development, papers from
the 19th Waigani Seminar, 16-22 June 1991 Volume 2, UPNG
There is no systematic research being done on men’s development in PNG.
Emphasis seems to be on women and children, with men portrayed as perpetrators of violence. Vision of healthy men which is culturally appropriate needs to be
created for PNG. Sees judicious use of selected myths along with emotional
education of boys at school as useful strategies.

Gena, Josephine 1993 A women’s training and awareness program on women’s health, women’s
participation in development and networking and communication in Tukutau Taufa & Caroline Bass (eds) 1993 Population, Family Health and Development, papers from the 19th Waigani Seminar, 16-22 June 1991 Volume 2, UPNG
Gena was Assistant Secretary of the Women’s Division in the Department of Home Affairs and Youth. Here she describes and evaluates projects set up by the
Women’s Division, which she believes increase ability to make the right choices
about family life and family size.

Gillett, Joy E 1990 The Health of Women in Papua New Guinea. Monograph series no 9,
Institute of Medical Research, Papua New Guinea, Goroka, PNG
The importance of PNG women’s health is discussed, especially rural women’s in a
context where their needs are poorly understood and given low priority in the
 provision of services. Children’s health needs are so great that services are unable
to deal with their mothers. The health of women is the key to the health of
children and families and to their contribution to the development of PNG. Actions
to overcome some of these problems are proposed.

Numbers of people attending clinics for STDs doubled between 1987 and 1989 -
and then the clinic closed because it ran out of drugs. Extra-, rather than pre-,
marital sex more significant, and blame placed upon women by men, as traditionally intercourse with women is considered polluting. Knowledge of risk factors is poor, particularly among women, and consequences of sterility considered dire in Huli society.


Research was undertaken in two urban squatter communities, in two rural cash cropping communities and in a remote rural area where people subsisted on their own land. The author concludes that land ownership is insufficient to ensure good nutrition and health if access to services is poor and cash to pay for them is insufficient.


Examines cases in 1986 and 1987; in first year, twice as many females as males killed themselves, while in following year, the situation was reversed. Concludes that suicide is common in PNG compared to other developing countries, usually due to interpersonal conflict with significant family members, and usually by hanging and poisoning. More research on this matter is recommended.

Marshall, L.B (ed) 1985 Infant Care and Feeding in the South Pacific Gordon and Breach Science

Presents a series of anthropological reports focusing on culture and feeding practices in Pacific Island nations, including PNG. Looks at nutrition from a paediatrician’s viewpoint, at the effect of women’s work and the contributions of anthropology and development research.

Murphy, Terence 1996 Women in the Papua New Guinea Health System in Development Bulletin No 36, Jan 1996

The author sees women as a powerful force for positive change to ensure stability and productivity for the future. He details problems of running health clinics (isolation, theft, lack of resources) yet clinic staff, mostly women, continue to provide care for patients. Changing the status of women is seen to be difficult where men hold all the official power in law-making and enforcement. He sees women’s education and family planning as two areas with potential to greatly benefit women.

Compares costs of training health workers at various levels from village health worker to specialists, and the costs of treatment of specific diseases, such as malaria compared to myocardial infections.


Asserts that just being modern is a source of much stress in families in PNG, that more education about basic human rights and family planning should be directed at men, that bride price be eradicated, that housing be made more widely available.

Reuben, Rachel 1993 *Women and malaria - special risks and appropriate control strategy* in *Social Science and Medicine*, Volume 37, No 4, pp 473-80

Malaria seen as a disease of poverty to which pregnant, non-immune women are most vulnerable. Chemoprophylaxis is recommended for pregnant women in high-risk areas, but distribution is seen as a problem. Poor women weighed down by domestic chores don’t often attend clinics and are likely to be missed in prevention/treatment programs.


Describes a participatory health research project involving women in a village where women’s role has changed drastically although society still firmly patrilin- eal. The project has led to greater cooperation and coordination of activities among women, but this ceased with the election of a new (male) local government councillor who felt that his position was threatened by new women leaders. Problems about who ‘owned’ the project were major impediment to its acceptance.


Proposes that no woman should deliver her child alone, that each should have three attendances and examinations at antenatal clinics, that ‘at risk’ women thus identified be attended by trained health worker and that each woman of child-bear ing age should have access to contraception and information.

Taylor R Davis, Lewis, Nancy & Levy, Sue 1993 *Societies in transition: mortality patterns in*

Using data from around 1980, although it is in some areas deficient, finds that in PNG, prenatal conditions are responsible for 10% of all deaths (cf 28%, due to infection) and that life expectancy is low, less than 60 years.


High levels of population growth combined with slow economic growth mean that there are insufficient public resources to satisfy public needs for health services. A multisectoral approach to the improvement of health, with due consideration of the status of women and education, will complement the necessary delivery of effective health services.


Considers issues relating to PNG’s children, including maternal and infant mortality, lack of access to safe water, malnutrition of children, poor coverage of immunisation programs and inadequate spending on education and calls for major efforts to address these problems.

**WOMEN & LAW**


Useful article outlining the inherent bias in the village courts system against women. Includes case study material.


A study of social control in four cultural groups: Bena Bena, Arapesh, Tolai and Orokova, which concludes that systems of social control imposed under colonial rule and continued since Independence are inappropriate to PNG because they didn’t take into account traditional values and systems of social control. Imported laws have provided mechanisms for partly freeing women from some of the extreme controls exercised over them through custom.


This paper discusses the operation of PNG’s prison system in relation to female
detainees and concludes with suggestions for alternative means of treatment of women who break the law. Women are most frequently gaol for violence related to sexual jealousy and domestic violence, incarcerated in prisons which follow the western model, with gender bias operating to make their position more difficult, eg their exclusion from agricultural projects of male prisoners.

Noting that only a small number of highly educated women have knowledge of their legal rights, the author recommends that reliable, concrete and accessible information is needed to provide a basis for women’s groups to educate and work for PNG women’s human rights.

Craill, Sergeant Jane 1995 *Report on Western South Pacific Policewomen’s Forum* held in Port Vila, Vanuatu, from 7-11 November 1994
PNG, Solomon Islands, Vanuatu, Fiji and Australia were represented. The major issue of concern was the disadvantage for women due to lack of EEO and anti-discrimination legislation; even policies agreed to are not enacted. Women form 3-5% of the Pacific police force, and are not entitled to the same conditions as men, eg housing.

Report detailing prison system in PNG. Limited information on women as prisoners.

Annual report contains general information with some relevant statistics.

Garap, Sarah 1997 *Struggles of Women and Girls: Experiences, Constraints, Cases and Plans of Action from Simbu Province* paper for *Violence in Melanesia Workshop* 11-12 December 1997
Outlines issues of violence against women in Simbu province and how it affects the status of women. Describes the distortion of custom and customary law. Details case studies of women in village court cases.

This NGO program developed in 1997 articulates essential components of a gender
Appendix 6 Annotated Bibliography

equality policy including equal participation, education, employment, family law, domestic and sexual violence against women, amendments to the Criminal Code Act, health and safety and equality in the legal system.


Melanesian women are disadvantaged in village court system because most magistrates are men and customary marriage laws discriminate against women. Conflict between recognition of Melanesian family and equality of women.

Royal Papua New Guinea Constabulary Development Project (undated) *Working together for a Better Police Force in Papua New Guinea*

A brochure on policing, crimes and the project objectives.

**MINING**


Describes mining in the Pacific as destructive, unsustainable and increasing dependency upon international capital, using up agricultural land. Notes that effects are most severe at household level, but that there is a lack of gender analysis in studies on social impact of mining.


Notes the social effects, particularly in regard to violence against women, since the development of the mine.


Theoretical survey of gender relations, sexuality and the impact of large multi-national mining operations on women in traditional settings.
Appendix 6 Annotated Bibliography

**POLITICAL PARTICIPATION**


Argues for strengthening of women’s councils to ensure women’s viewpoints are expressed in a country with almost no female parliamentarians.

Delkin, Tony, 1992 *Culture and democracy in Papua New Guinea: Marit Tru or Giaman Marit?* in Ron Crocombe, et al. (eds) *Culture and democracy in the South Pacific*. Institute of Pacific Studies, Suva

Survey of women and political development, focusing on PNG.


Defines power and considers how to add to women’s power in society. Identifies the health system as an area where women’s participation can improve services. Women’s organisations need to examine their own structures, to create working groups at the level where they are most effective and organise in ways which encourage power-sharing. Proposes strategic use of women’s resources to ensure that expenditure helps women and girls. Strategic support of other struggles for social change, to strengthen movements against unequal power relations in the Pacific. The article is followed by strategies to achieve the vision (see Griffen, Arlene 1987, above)


Argues that political subordination has an economic base. Where women do not own land, and leave, upon marriage for their partner’s land, women’s power is reduced. Women see politics as men’s domain.


Women are removed from a role of leadership as local politics increasingly become state politics.

Appendix 6 Annotated Bibliography

Paper No 6, Department of Political and Social Change, RSPAS, ANU, Canberra.

Women’s roles in PNG politics low at provincial and national level, and decreasing at the local level, constrained by traditional attitudes towards leadership.


Local commitments were emphasised in order to gain votes and a wide range of issues were ignored.


Women are the main source of labour but have little political representation. The author was a member of parliament and she looks at her life and those of two other elected women as indicative of the problems faced by PNG women in political participation.


In PNG, women’s integration into the political domain has yet to occur due to lack of resources and membership of a political culture. Analyses the 1992 election from point of view of women’s participation and success and notes that few elite women are conscious of the gender gap. Relatively high education is seen as prerequisite to political participation.

Turner, Mark 1987 *Gender, Age and Education of Candidates and Members* in Michael Oliver (ed) 1987 *Eleksin - the 1987 National Election in Papua New Guinea*, UPNG, Port Moresby, Port Moresby

Notes that only 1.3%, of candidates, numbering 19, were women, seven of whom gained party endorsement. No female candidates were elected. Education levels of candidates were higher at this than at previous elections.

vom Busch, Werner, et al. (eds) 1994 *New Politics in the South Pacific*, Institute of Pacific Studies, Suva

Includes a special “Women in Politics” section, containing an introduction and two essays by Jean Drage, *Women’s representation in the Pacific Islands*, and Marjorie Crocombe on Polynesia.
Appendix 6 Annotated Bibliography

Wormald, Eileen 1987 *Women Candidates in the Election* in Michael Oliver (ed) 1987 Eleksin - the 1987 National Election in Papua New Guinea, UPNG, Port Moresby Press, Port Moresby. The total of 41 women who contested national elections up to 1987 faced considerable resistance in the light of strong belief of the gendered role of women. Candidates in 1987 were community leaders and businesswomen capable of participating actively in the decision-making process. Neither of the major parties show commitment to their policies on women. More success may be available to women at provincial level with direct support from women’s groups. Obstacles to overcome are their position in PNG culture and their own ambivalence about entry into political structures.

**POPULATION & FAMILY PLANNING**

Ahlburg, Dennis A 1987 *Is population growth a deterrent to development in the South Pacific?* Islands/Australian Working Paper No 87/6, NCDS, ANU. Notes that increased population is accompanied by lower quality of life and decreased life expectancy and increased infant mortality, not necessarily causally related. A shift of resources into developing skills and reforming institutions such as land ownership and balancing family planning with investment in people is proposed.

Bakker, M.L 1996 *The Integration of Population Factors into Development Planning in Papua New Guinea* UNFPA/ILO Project PNG/94/P01 Port Moresby, PNG, September 1996. This status report outlines the historical development of the National Population Policy from pre-independence to today. It focuses on demographic trends and population projections. In reviewing the policy it also considers the institutional framework for the implementation of the document in a provincial and national context.

Chung, Margaret 1993 *Population and Sustainable Development in Pacific Island Countries*, prepared for the Fourth Pacific Island Conference of Leaders, Tahiti, June 24-26, 1993. Suggests that the juncture of growing populations, concentration of economic activity, along with poorly planned development, weak urban government and overtaxed urban services is a threat to sustainable development in many Pacific countries. Fertility decline will be more likely to occur if women have higher status, better access to education, and paid work and family planning services.

Department of Finance and Planning, 1991 *An Integrated National Population Policy for Progress and Development*. The national population policy identified goals and objectives, strategies for implementation of the policy, and the identification of population data collection
Appendix 6 Annotated Bibliography

issues. It also identified the implications of population on health, education, family planning and fertility regulation, the role and status of youth and children, training and research. An appendix articulates the broad roles of implementation agencies

Gena, Josephine 1993 A women’s training and awareness program on women’s health, women’s participation in development and networking and communication in Tukutau Taufa & Caroline Bass (eds) 1993 Population, Family Health and Development, papers from the 19th Waigani Seminar, 16-22 June 1991 Volume 2, UPNG

Gena was Assistant Secretary of the Women’s Division in the Department of Home Affairs and Youth. Here she describes and evaluates projects set up by the Women’s Division, which she believes increase ability to make the right choices about family life and family size.


The Port Vila Declaration was presented as the official Pacific position for the ICPD in 1994. Here it is analysed as a political text with implications for the reproductive health and population programs which affect women. Notes concentration upon family planning and token mention of women’s empowerment, the concentration upon women while ignoring men’s reproductive health and behaviour, and lack of mention of gender violence.


A technical paper, this outlines and analyses demographic information from the 1990 census and 1991 DHS data, including infant and child mortality, adult mortality and crude death rates.


Provides a bibliographic database as a guide for intending researchers in the fields of population studies and family planning.

Jenkins, Carol et al 1994 National Study of Sexual and Reproductive Knowledge and Behaviour in Papua New Guinea PNG Institute of Medical Research Monograph No 10, Goroka, PNG.

A study conducted to increase knowledge of cultural differences in sexual and reproductive knowledge and behaviour with the aim of reducing transmission of STDs.

Argues that family planning reduces maternal and infant deaths. One thousand PNG women are estimated to die in pregnancy or childbirth, due to: poor health (malaria, malnutrition, hookworm, anaemia, too-frequent pregnancies), low educational and social status, inadequate/inaccessible health services and dangerous reproductive health behaviour.

McMurray, Christine and Lucas, David 1990 *Fertility and family planning in the South Pacific, Islands/Australian* Working Paper No 90/10, NCDS, ANU, Canberra.

The discussion of PNG indicates poor quality of pre1990 census data. Low prevalence of modern contraception and adherence to traditional beliefs have slowed down fertility decline.


Notes that issues relating to ecological context of PNG population size are not addressed in the National Population Policy and proposes that research into carrying capacity of regions be carried out.


Notes that fewer than 3% of women use modern contraception and that many cases of maternal and infant mortality, STDs, violence are never reported. Reports on preparatory work to identify key areas of discussion. These are expounded upon in the Proceedings (see Dickson 1993, above).


Provides a historical overview of population trends in Papua and New Guinea since population statistics have been available and notes that natural increase of population is higher in rural than in urban areas.

Papua New Guinea 1995 *People Count: A Summary of the 1990 Population and Housing*
Appendix 6 Annotated Bibliography

Census in Papua New Guinea National Statistical Office, United Nations Population Fund, Port Moresby

The census, conducted 9-13 July 1990, found that 3,607,954 lived in PNG, excluding North Solomons Province (Bougainville). Population growth is considered high at 2.5% each year; 85% of the population lives in rural areas. Most people over 30 are married, though divorce rates have doubled since 1966. 97% of the population describes itself as Christian; 35% of these as Catholic. 40% of females and 50% of males are literate. Unemployment is rising, particularly among the young.


Lack of access to contraception led to PNG government seeking assistance from USAID’s social marketing of contraception through The Futures Group, a private company. Research into appropriate strategies to launch Protector condoms and Mycrogynon low dose pills PNG government has provided appropriate legislative environment.


Reports findings of a survey of Enga mothers in PNG about number of births needed to reach desired family size, infant and child mortality, amount of interest in and sources of information about family planning.


Identifies need for research into traditional methods (which are breaking down) of family planning; conflict of interest between partners when women desire fewer children than men; alarm at rapid population growth; and wider availability of Pill and Depo Provera than other methods. Suggests reducing levels of fertility, by limiting women’s fertile period, increasing male role in family planning and improvements in primary health services.

Author is secretary-general of South Pacific Alliance for Family Health, which provides technical and financial assistance to member country organisations, and proposes grass roots involvement in family planning, involving the private sector, motivating men and increasing government support.


Author has found vasectomy to be an acceptable method of family planning in Balimo area, with many men now requesting the operation, and medical staff recommending it after four children. Believes family planning clinic staff as well as clients, need to be educated in the viability of the method.


High levels of population growth combined with slow economic growth mean that there are insufficient public resources to satisfy public needs for health services. A multisectoral approach to the improvement of health, with due consideration of the status of women and education, will complement the necessary delivery of effective health services.


Found to have lower life expectancies than would be expected from GDP, due to unequal distribution of income, and disparities between economic and social development. Education proved to be a positive predictor for life expectancy and a negative predictor of mortality rates, particularly for women and infants. Melanesian ethnicity proved to be prominent indicator of high mortality, especially for females; contributors to this situation are malaria, socioeconomic status and distance from service centres.


Questions simplified assumptions about the linkages between population, environment and economic growth in the Pacific and suggests that detailed
studies, drawing on the insights of all social sciences, be conducted into past and current demographic behaviour.

Information on UNFPA in PNG and the projects being support and PNG’s demographic situation and the issues to be faced.

STATISTICAL DATA
Booth, Heather 1991 Papua New Guinea: a statistical profile on men and women, prepared for the UNDP/UNIFEM Pacific Mainstreaming Project
A comprehensive set of statistics covering: labour force, migration, economic sector, social and community development, education, health and women’s affairs. The author concludes that data on women’s participation in the economic sector are less than adequate, leading to their exclusion altogether from many studies, including agriculture, where their work is so important.

A detailed methodology and extrapolations from the Household Survey to gain a set of poverty lines for areas surveyed which can be used to make comparisons between areas and households, but not persons within households.

By measuring the reduction of household expenditure on adult items after the birth of a child, it is discovered that such expenditure falls after the birth of a boy but remains substantially the same after the birth of a girl. More girls than boys were found to be underweight, so author concludes that there is evidence of parental preference for boys.

Data are collected from rural and urban households relating to nutrition, access to water, educational levels and literacy, and correlated. An additional year of education for women was considered to have six times more effect on the length of children than an additional year for men.

Assessment in Papua New Guinea, held in Port Moresby 27-28 February, 1997
Detailed analysis and methodology of the Household Survey Component (see Gibson 1997a)

Two lawyers in the Public Solicitor’s Office look at crime statistics involving women as perpetrators and victims between 1979 and 1982. The paper believes the problem of women and violence should be given national priority.

This report compiles statistics and other evidence to present a picture of women’s position in PNG, covering the areas of tradition, education and literacy, agriculture, industry and business, health and family planning and approaches used by government to raise the status of women in each of these areas and in economic and political terms generally.

Discusses women’s role in rural and urban households in PNG.

The census, conducted 9-13 July 1990, found that 3,607,954 lived in PNG, excluding North Solomons Province (Bougainville). Population growth is considered high at 2.5% each year; 85% of the population lives in rural areas. Most people over 30 are married, though divorce rates have doubled since 1966. 97% of the population describes itself as Christian; 35% of these as Catholic. 40% of females and 50% of males are literate. Unemployment is rising, particularly among the young.

Presents a wide range of social and economic indicators for assessing sustainable human development. Argues for broadening of development agenda beyond economic growth. Notes that improving education and health and status of women is a major objective of the Pacific development strategy.
Appendix 6 Annotated Bibliography


Contains a summary of the meeting which was part of a joint project of the Pacific Women’s Bureau and the Population Programme to survey and review data collecting systems in the region with the view to improve data on women. Reports on a background paper for the workshop which included five country case studies of socioeconomic statistics on women. Presents a detailed list of the recommendations emerging from the workshop.

**STATUS OF WOMEN**

Cleland, Rachel 1996 *Grass roots to independence and beyond: the contribution by women to Papua New Guinea 1951-1991*, Dame Rachel Cleland, Claremont, Australia

An insight into the life and times of women in a developing territory. Case studies of various women’s NGOs including the girl guides and the YWCA. Also profiles individual women and the pioneering work they have done in various fields.


Emphasis on export-oriented growth has led development in PNG, taking role of women, the environment and social cohesion of local communities, for granted. Such development brings short-lived gains to some people, excludes the participation of women and results in poverty and powerlessness for many. Carefully planned and coordinated application of the new PNG Women’s Policy, the building of planning processes, sensitive to gender, class and environment, and increasing the opportunity for women’s networks to work together and with government is proposed.


A succinct outline of women’s status and roles in PNG over a wide range of issues with the general observation that women’s contribution to development continues to be overlooked.


The book is a guide for women development workers to use in training, education
and ‘the implementation of good development’. The three main topics are: women’s health, women’s participation in development, communication and networking, education, training.

Fairbairn-Dunlop, Peggy 1993 Women’s Status in the South Pacific, a paper prepared for ESCAP, Bangkok Office.

This document details the natural structures, policies and action plans of Pacific countries implementation of the Nairobi Forward Looking Strategies for Women. It then identifies measures of women’s status through health, education, political participation, employment, macro economic policies, law and violence against women. Specific issues for migrant, elderly and disabled women are documented.


Cross-sectoral analysis of social impacts including gender equity (women in development), youth and age-related issues and community participation. Identifies that government policy is unlikely to produce more gender-sensitive processes unless relationships between men and women are discussed, with sensitivity to traditional cultural forms.


A succinct report based upon a desk study which identifies the obstacles to and contribution of women’s participation in development. Individual project intervention without changes to the regulatory framework is considered inadequate. Several areas where the WB could improve women’s situations are identified: increasing access to and control over income, land policy, forestry projects, collection of gender-differentiated data, education and training, involving women’s NGOs and evaluating the impacts of projects on women.

Josephides, Lisette 1985 The Production of Inequality - Gender and Exchange among the Kewa, Tavistock, London

Attempts to locate the sources of inequality and to understand how they are engendered and perpetuated within social practice through an examination of production, exchange and gender relations and the way they are socially validated among the Kewa people of the New Guinea Highlands. The author concludes that increased participation in the cash economy will increase inequalities and establish new status groups.
Appendix 6 Annotated Bibliography


This report compiles statistics and other evidence to present a picture of women's position in PNG, covering the areas of tradition, education and literacy, agriculture, industry and business, health and family planning and approaches used by government to raise the status of women in each of these areas and in economic and political terms generally.


At the time President of the National Council of Women, the author notes that women and children are still seen as welfare problems dependent upon the economy. The NCW is concentrating upon the strengthening of networks.

Laura, Sharon 1995 *Women Speak* a two-part documentary on the women of Bougainville, broadcast on Indian Pacific, ABC National Radio, March 25 and April 1 1995, transcribed by Nikki Burns, IWDA, Melbourne

Bougainville women talk about the effects of conflict in Bougainville on women's lives and their desire for peace.

Lepowsky, Maria 1993 *Fruit of the Motherland - Gender in an Egalitarian Society*, Columbia University, New York

Based on residency 1977-79, 1981 and 1987, describes the society of Vanatinai, a small remote island south-east of PNG which challenges the concept of male dominance and contests the assumption that the subjugation of women is inevitable. Overlap of male and female roles, abhorrence of violence, shared political power and exchange activity in which both sexes participate characterise gender relations. Low population density, lack of ascribed status and a conscious decision to retain key cultural practices are the basis for the dynamic continuous competition for status and influence through ceremonial contributions to the community at large.


The attendees at the Joint Government/Non Government Organisation Post Beijing Conference signed this statement to reaffirm support for the development of PNG women, calling for immediate action in partnership with NGOs on priorities for improving the status of women between 1995-2005. Specific proposals are made in the areas of access to economic resources, establishment of an Office of Status of women, Foundation for Equality, Development and Peace, mainstreaming gender and improving women's political participation.

Nakikus claims that the early welfare approach to women has changed to one where their needs are considered in the planning process and suggests women get involved in traditionally male activities such as cash cropping and advance their interests through existing institutions. Calls for a national policy on women.


Four provinces selected for review: Eastern Highlands; Morobe; East New Britain; and East Sepik. Report recommends that Government of PNG adapt existing programs and change its approach, and involve women as participants and beneficiaries of development in all spheres of activity. Women’s Divisions and women’s organisations recommended as coordinators of all training initiatives to enhance women’s participation in development. Agriculture and fisheries; industry and business; education and literacy; health and family planning.


A collection of papers about women in Melanesia presented at meetings of the Association for Social Anthropology in Oceania. The authors note the importance of work to notions of identity and personhood and to relations of differential control and status. Relevant papers are referred to by author.


Although quite dated this contains seminal work in gender analysis in PNG from an anthropological perspective. The case studies investigate gender relations in specific contexts, however it is one of the first collections of gender (as opposed to women) analysis.


A report of biennial gathering of Pacific women, with workshops on Pacific Women’s Resource Bureau, development, appropriate technology, employment and self-employment, women as decision-makers, women and the law, agriculture, fisheries and forestry, women in environmental education, education, networking and communication. Relevant reports are listed by author.

The meeting was held to strengthen women’s training programs in the Pacific, with emphasis on training in family life, parental education, family break-ups and alcohol-related problems.


Attended by 400 women from the Pacific region with the aim of providing the PWRB and women in the region the opportunity to evaluate progress over the previous three years. Action plans were devised to address health and development needs of women over the next three years.


A training session to provide development workers with a basic framework for gender analysis.


Argues that Hagen women are full persons through a division of labour between spouses which emphasises mutuality and that women’s association with the domestic domain gives a particular value to femaleness.


In interviews with six women, the author shows that women in PNG are not all confined to household and village activities.

UNFPA 1996 PNG Role Models – Successful Women in Their Own Right, UNFPA PNG Field Office, March 1996, PNG

A collection of role model stories on PNG women.


Outlines the papers in this volume (see above, under individual authors). Notes that while polices are formulated to protect women and involve them in develop-
ment, questions of implementation and assessment are yet to be addressed and recommends further research and analysis of practice.

VIOLENCE


Discusses AusAID baseline study on NGO work on addressing violence against women and children. Mentions work of Carol Jenkins and her statement that ‘rough sex is considered desirable by both genders in PNG’.

Bradley, Christine 1985 Attitudes and practices relating to marital violence among the Tolai of East New Britain in Toft, Susan (ed) 1985: Domestic Violence in Papua New Guinea, Law Reform Commission of PNG, Monography No 3, PNGLR

With decline in traditional lineages, the nuclear family has become the most important social unit in a society where all the sources of power are in the hands of men. Traditional opportunities for externalising aggression have declined but domestic violence has risen. Payment for bride price legitmates men’s desire to control their wives. Family planning is suggested to reduce wife-beating because larger families are worse off.

Bradley, Christine 1994 Why Male Violence against women is a Development Issue: Reflections from Papua New Guinea in Miranda Davies (ed) 1994 Women and Violence - Realities and Responses Worldwide, Zed Books, UK

The author was Principal Project Officer for the PNG Law Commission, running a national program on violence against women. Her research indicates that most women have experienced wife beating as a normal part of married life. Inappropriate development strategies have exacerbated this practice. Arguments as to whether this is a ‘private’ affair or whether indeed it is a development issue at all. An international information exchange and support network urgently needed to link developing countries and programs to eliminate violence aimed at men as well as women.

Bradley, Christine and Deutrom, Brian 1990 Let’s Talk it Over, Women and Law Committee

This comic book presents, in simplified form, gender-related issues pertinent to the lives of village PNG women. It uses a case study of a domestic violence situation.

Chowning, Ann 1995 women and violence: the context of wife-beating in a West New Britain society in Toft, Susan (ed) 1985 Domestic Violence in Papua New Guinea, Law Reform Com-
Wife-beating is common in Kove where major causes are sexual jealousy and men's desire to obtain shell money by putting pressure on women. Women are seen to provoke aggression by insulting and independent behaviour, encouraged in them as children. Legislation alone is unlikely to alter their situation.

Alcohol abuse a problem mainly of men but results in increased violence on women, family break up, loss of jobs and less household funds for food and other needs. Measures are proposed to reduce the extent of the problem.

Broader structural inequalities of recent origin may be a primary cause of contemporary urban criminality in PNG.

Outlines issues of violence against women in Simbu province and how it affects the status of women. Describes the distortion of custom and customary law. Details case studies of women in village court cases.

In the final discussions on feminism, areas covered were: the family, violence in the family, education, religion, tradition, the economy, the environment and women’s power. ‘Our Vision’ pp 111-115 is the product of these discussions.

Found no evidence that violence towards women had increased in the wake of other social change. Calls for a widening of the debate to include symbolic violence and the threat of physical violence.

Two lawyers in the Public Solicitor’s Office look at crime statistics involving women as perpetrators and victims between 1979 and 1982. The paper believes the problem of women and violence should be given national priority.


This is the final report of a ten year process to investigate and report on domestic violence in PNG, seen to affect over two-thirds of PNG families. The final report recommends measures for the protection of victims, the prevention of further violence and the improvement of married life, gender and violence.


Discussion of physical, sexual and emotional violence and women’s reluctance to report crimes. Outlines to work of the Individual and Community Rights Advocacy Forum (ICRAF) in addressing issues of violence against women.


This article explores the difficulties for women in polygamous marriages, where husbands can afford the price of several wives but lack the sense of responsibility to care for all equally. The number of murders of wives by other wives is increasing as divisions between women are exacerbated.


Outlines to prevalence of violence in PNG compared to other countries in Melanesia and globally. Discussed the perception of violence as threatening as violence itself. Talks of preventative measures to address violence.


Explores cases where sexual jealousies, rape and incest are the root of disputes taken to village courts. Women are plaintiffs in one quarter of all cases and have less status in courts than men.
Appendix 6 Annotated Bibliography

Toft, Susan & Bonnell, Suzanne 1985 *Marriage and Domestic Violence in Rural Papua New Guinea*, Law Reform Commission and Administrative College of PNG

This is a collection of studies of domestic violence within marriage. Students living for one month in selected villages collected quantitative data. Women's failure to meet obligations seen as sufficient cause for wifebeating and divorce.


The authors explore violence on women in an urban context, and generally observe that rapid development causing conflict with traditional mores and roles exacerbates wifebeating.


A collection of articles based upon case studies, with an introduction by Marilyn Strathern. Most domestic violence inflicted by men trying to retain control of the marriage relationship. "Husbands want complete submission from their wives”


Considers the disadvantages of the bride-price system in which the obligations continue. In a poem, considers the disinterest of leaders in the people and predicts a violent society unless leadership and guidance are offered.

**UNITED NATIONS WOMEN’S CONFERENCE MATERIAL**


The PNG delegates to the Beijing Conference made recommendations for the preparation of delegations to further conferences, proposing that they be given more time to acquire the necessary skills and that Beijing Conference delegates be used in preparation for future international conferences. Delegates note that PNG women united with other South Pacific delegates on issues of importance to the region: nuclear disarmament, indigenous knowledge and land rights, colonisation and foreign domination.
Department of Religion, Home Affairs and Youth (Women's Division) 1995 *Papua New Guinea* in Pacific Women's Resource Bureau 1995 *National Reviews of the Nairobi Forward-looking Strategies for the Advancement of Women*, South Pacific Commission on behalf of the Melanesian Island Countries of the Pacific

The authors list government strategies to improve the status and participation, and attempt to evaluate the progress, of women in 10 key areas as identified in the Forward-looking Strategies over the 1980s and early 1990s.

Fairbairn-Dunlop, Peggy 1993 *Women’s Status in the South Pacific*, a paper prepared for ESCAP, Bangkok Office, November 1993

This document details the natural structures, policies and action plans of Pacific countries implementation of the Nairobi Forward Looking Strategies for Women. It then identifies measures of women’s status through health, education, political participation, employment, macro economic policies, law and violence against women. Specific issues for migrant, elderly and disabled women are documented.


Report of workshop to assess the needs of Pacific women and review progress made in the UN Decade for Women in which money, energy, resources flooded into Pacific for women’s projects. Describes process by which a Pacific feminist perspective was developed. Women’s projects are critically assessed.


The attendees at the Joint Government/Non Government Organisation Post Beijing Conference signed this statement to reaffirm support for the development of PNG women, calling for immediate action in partnership with NGOs on priorities for improving the status of women between 1995-2005. Specific proposals are made in the areas of access to economic resources, establishment of an Office of Status of women, Foundation for Equality, Development and Peace, mainstreaming gender and improving women’s political participation.


Discussions between eight women policy-makers from Melanesia, Polynesia and Micronesia on issues raised by involvement in the Pacific’s preparatory process for Beijing. Issues highlighted are health, education and training, economic empowerment, agriculture and fishing, legal and human rights, shared decision-making, environment, peace and justice, poverty and rights of indigenous peoples. PNG women were not represented.