

# **Country Gender Profile: Papua New Guinea**

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**JAPAN INTERNATIONAL COOPERATION AGENCY**

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**IMG Inc.**

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# Table of Contents

## Papua New Guinea

Summary .....	ii
List of Abbreviations.....	v
1. Basic profiles.....	1
1-1 Socio-Economic Profile .....	1
1-2 Health Profile .....	3
1-3 Education Profile.....	4
2. General Situation of Women and Government Policy on Gender .....	5
2-1 General Situation of Women in Papua New Guinea .....	5
2-2 Government Policy on Gender .....	9
2-3 National Machinery for the Advancement of Women.....	11
3. Current Situation of Women by Sector .....	14
3-1 Education.....	14
3-2 Health .....	18
3-3 Agriculture, Forestry and Fisheries .....	23
3-4 Economic Activities .....	27
3-5 Disaster Management and Environment .....	32
4. Gender Issues and the Importance of Their Consideration when Planning Future Country Interventions.....	35
(1) Considering socio-economic and socio-cultural factors in gender-related programs/projects.....	35
(2) Gender mainstreaming in disaster management and environmental management.....	36
(3) Women’s empowerment in agriculture and fisheries.....	36
(4) Mainstreaming gender in PNG governmental departments .....	37
5. On-going Gender Projects .....	38
6. Gender Information Sources .....	41

6-1	List of Organizations related to Gender .....	41
6-2	List of reports and references related Gender .....	43
7.	Definitions.....	45
8.	References .....	47

## Summary

### Summary of Country Gender Profile in Papua New Guinea (2010)

#### Current Situation of Women in Papua New Guinea

- 1) Papua New Guinea (PNG) has a largely heterogeneous population with most communities being patriarchal<sup>1</sup> and women generally suffering as a result of their low social status. PNG's Gender-related Development Index (GDI) in 2005 was 0.529, placing it 124 among the 157 countries assessed, with the life expectancy of females being lower than that of males. Women generally suffer from excessive workloads, mal-nutrition, poor access to safe water and healthcare service, excessively repeated pregnancies, and gender-based violence. Gender-based violence is so prevalent that the Department for Community Development (DFCD) recognizes it as a serious problem. However, sufficient concrete actions have not yet been taken by the relevant departments..
- 2) Women are poorly represented in decision-making systems with only one out of 109 seats in parliament being held by a woman, who also holds a ministerial post, and there being only one female judge in the 27 national level judicial positions.
- 3) In many rural communities, where traditional customs still largely dominate the everyday life of the inhabitants, women tend to face more serious challenges than in urban areas such as polygamy, child marriage, and "witch-hunts". Additionally, the custom of paying a "bride price" reinforces the view of women being the "property" of men.

#### Gender Policy on Gender

- 1) In the national development strategies (Medium Term Development Strategy 2005-2010 and the newly launched Papua New Guinea Vision 2050), gender perspectives are incorporated neither systematically nor strategically. National Women's Policy (1991) is outdated and its reassessment process is currently underway. Though there are some laws intended to protect women, due to the government's inadequate capacity to uphold law and order, they are largely ineffectual.

#### National Machinery

- 1) In 2008, when the Department of Women and Children was reformed into the Department for Community Development (DFCD), the National Gender Machinery, the Office for the Development of Women (ODW), was established in the DFCD and activated in July 2009. ODW aspires to address issues concerning policy and strategy formulation, gender-related research, coordination with other line agencies, and monitoring of achievements in relation to international commitment. However, due to budget constraints, it remains to be seen how much can actually be achieved.

#### Situation of Women/Gender in Education

- 1) Women's literacy rates remain low at 53.4% compared to 62.1% for men (2007). The government launched the Gender Equity in Education Policy to address this disparity, and is currently trying to provide universal basic education to all children. Females in younger generations are "catching up" with

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<sup>1</sup> Several maternal communities also exist in the East.

their male counterparts.

- 2) However, in rural areas where nearly 90% of the population resides, many people have limited or no access to education due to the limited number of schools and the physical distance to schools. This has contributed to the completion rate for the grade 6 of girls in several remote regions being very low. Approximately half of the girls who attend the primary schools move on to the secondary school level. Many girls leave schools after puberty due to the lack of schools as well as sexual harassment and abuse, and preparations for marriage.
- 3) In tertiary education, females are predominantly enrolled in the study of “women’s” skills, i.e. nursing, secretarial work, and teaching. The percentage of female students to male students in universities in 2007 was 35% to 65%.

#### Situation of Women/Gender in Health

- 1) Maternity and child healthcare, and HIV/AIDS are among the priority areas of the National Health Plan 2001-2010. However, due to financial deficiencies and a lack of political initiative, programs in the Plan have yet to be implemented.
- 2) In rural areas, the public health service system has nearly “collapsed” with half of the health facilities having ceased to function.
- 3) The Maternal Mortality Rate (MMR) increased from 370/100,000 (deaths/per live births) (1996) to an excessively high 733/100,000 (deaths/per live births) (2006). An estimated 40% of pregnant women experience pregnancy-related health problems during childbirth or the ante/postnatal periods.
- 4) Total Fertility Rate (TFR) remains high at 4.4 in 2006, with no sign of decreasing. Yet, the current usage of family planning (F/P) is still relatively low with only 31.2% of women aged 15-49 having ever used any type of modern contraceptive methods. This is considered to be caused largely by myths and misconceptions, the low quality of F/P-related services, the low status of women in the family, and the non-involvement of men (the main decision makers) in F/P matters.
- 5) In PNG, the majority of HIV infections are caused through heterosexual intercourse with women, especially young women, being at high risk. The National Strategic Plan on HIV/AIDS 2006-2010 did not appropriately incorporate gender perspectives resulting in the later formulation of complementary National Gender Policy and Plan on HIV and AIDS 2006-2010. However, both policies have not been effectively implemented.

#### Situation of Women/Gender in Agriculture, Forestry, Fisheries

- 1) In agriculture, the importance of the consideration of gender has been acknowledged at the policy level. However, due to a lack of political will and an insufficient budget, the governmental effort towards women’s empowerment in agriculture has been undermined.
- 2) The majority of the rural population are subsistent farmers. Women are responsible for the food-crop production for family consumption and the rearing of small livestock such as pigs and chickens. The expansion and deepening of the cash based economy has been placing pressure on earning cash onto rural

residents resulting in women selling surplus production as a means for earning cash income, but this additional work has only added to women's already excessive workload.

- 3) In coastal areas, women move along the coastline catching small fish and harvesting various shellfish for household consumption, and local sale. It is estimated that women's harvest accounts for more than 20% of the annual fishing yields, but this contribution is underappreciated. Moreover, many women are sexually exploited in local fishery markets while they try to sell their products.

#### Situation of Women/Gender in Economic Activities

- 1) In PNG, formal employment opportunities are very limited with only 5 % of females in the workforce engaging in formal employment. Efforts to encourage women to enter into formal employment, however, have not been effective. Official supporting measures for women's employment, such as an equal employment policy, have only recently been initiated in some governmental departments.
- 2) Many women are working in the informal sector in both urban and rural areas, but their numbers are not accurately known. Women sell agricultural products and home-cooked food in markets or on streets, with very small profit with the majority of women being engaged in their own micro-business to meet the immediate household needs, few of whom are able to expand their businesses successfully.
- 3) Mining, although employing few, accounts for almost 30% of the country's GDP and tends to affect women negatively. Women often suffer from the loss of agricultural land and from environmental degradation. Women in the mining areas have expressed their concerns for more than a decade with systematic efforts to address the issues having yet to be started.

#### Situation of Women/Gender in Disaster Management and Environment

- 1) The governmental capacity to manage natural disasters is limited and gender consideration in emergency management and reconstruction is virtually non-existent. When a small scale disaster takes place, the community, rather than the government, takes care of the affected, including women. When a large scale disaster strikes, the government depends largely on international aid. The whole community being affected, women, along with other vulnerable people such as children and elderly, suffer brutally without the needed support.
- 2) In a refugee camp in the Manam Island where victims of a large-scale natural disaster have lived for several years, it is reported that gender-based violence including rape has been occurring.
- 3) In the environmental policy of PNG, gender perspectives have yet to be incorporated.

## List of Abbreviations

### Papua New Guinea

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
CBO	Community Based Organization
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
DHS	The Demographic and Health Survey
EEO	Equal Employment Opportunity
F/P	Family Planning
FSVAC	Family and Sexual Violence Action Committee
GDI	Gender-related Development Index
GDP	Gross Domestic Product
GNP	Gross National Product
HDI	Human Development Index
HDR	Human Development Report
HIV/AIDS	Human-Immunodeficiency Virus/ Acquired Immuno-Deficiency Syndrome
IMF	International Monetary Fund
LNG	Liquefied National Gas
MMR	Maternal Mortality Ratio
MTDS	Medium Term Development Strategy
NCD	National Capital District
NCW	National Council of Women
NDC	National Disaster Centre
NGO	Non Governmental Organization
NZAID	New Zealand Agency for International Development
PNG	Papua New Guinea
OCHA	United Nations Office for Coordination of Humanitarian Affairs
ODW	Office for the Development of Women
PLWHIV/AIDS	People Living with HIV/AIDS
RH/R	Reproductive Health/Rights
STI	Sexually Transmitted Infection
TFR	Total Fertility Rate
UNCP	United Nations Country Programme

UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VCT	Voluntary Counseling and Testing
WHO	World Health Organization

Exchange Rate	
1 Papua New Guinea Kina (PGK)	34.15 JPY
February 2010	

This study was conducted between November 2009 and February 2010 by IMG Inc., based on a review of secondary data and a field survey in Papua New Guinea. This report was produced as a reference material for JICA to implement its projects in the country. The views and recommendations presented here do not necessarily reflect the official views and opinions of JICA.



# 1. Basic profiles

## 1-1 Socio-Economic Profile

Socio-economic profile							Ref.	
Social indicators								
<u>International development indicators</u>	Human development index (Value / Rank)*		Gender-related development index (Value / Rank)*		Gender empowerment measurement (Value)*		1)	
	0.541 /148 (2007)		0.529 /124 (2006)		NA			
	0.542 /133 (2002)		0.536 /106 (2002)		NA			
<u>Demographic indicators</u>	Total <sup>1</sup> (millions)		% of urban population <sup>2</sup>		Population growth rate <sup>1</sup> (%)	Total fertility rate* <sup>3</sup>	1) 2) 3) 4)	
		% of female population		% of female population				
	6.732 (2009)	49.2% (2009)	13.3% (2000)	45.7% (2000)	2.4% (2005-2010)	4.4 (2006)		
	5.887 (2005)	48.4% (2005)	15.5% (1990)	44.2% (1990)	2.1% (2000-2005)	4.5 (2000)		
	Life expectancy		Households number by head of households (HH)				1)	
	Male	Female	Total	Male-headed	Female-headed			
	63.0 (2007)	58.7 (2007)	NA	NA	NA			
	58.5 (2002)	56.6 (2002)	NA	NA	NA			
Economic indicators								
		GNP/Capita (US\$) <sup>1</sup>	Growth rate of real GDP <sup>1</sup>	GDP implicit deflator* <sup>1</sup>	Gini index* <sup>2</sup>	Aid/GNP <sup>1</sup>	1) 5) 2) 1)	
	2007	850	6.2%	2.4%	50.9 (2009)	5.9%		
	2000	620	-2.5%	13.1%	50.9 (2004)	8.3%		
<u>Public sector expenditure on sectors</u>		Health	Education	Social welfare	Defense	Gender	Others	6)
	2002	5.70%	10.01%	1.48%	2.36%	NA	NA	
	1997	6.16%	18.12%	1.67%	5.51%	NA	NA	
		/GDP	/GDP	/GDP	/GDP	/GDP	/GDP	
	2002	1.77%	3.10%	0.46%	0.73%	NA	NA	
	1997	1.75%	5.14%	0.47%	1.56%	NA	NA	
<u>Industry /GDP</u>		Agriculture	Industry	Service	Others			5)
	2008	33%	48%	19%	-			
	2000	36%	41%	23%	-			
<u>Labor indicators</u>		Total No. <sup>1</sup> (thousand)		Unemployment rate <sup>1</sup>		Minimum wage <sup>2</sup>		1) 7) 2) 8)
			Female labor force / Total labor force (%)	Total unemployed / total labor force (%)	Female unemployed / total female labor force (%)	Male	Female	
	2000	2413.4	47.9%	2.8%	1.3%	US\$ 9.87 (22.96kina)/week (As of 2009)		
	1990	1715.3	42.0%	7.7%	5.8%			
<u>Employment rate</u>		Agriculture	Non-agriculture					9)
			Industry	Service				
	Total	72.3% (2000)	3.6% (2000)	22.6% (2000)				
	% of female population	NA	NA	NA				
Approaches to gender issues								
<u>Ratification and signature of international laws</u>						Year		
Millennium Development Goals						2000	10) 11)	
Commonwealth Platform for Action on Gender and Development						1995		
Beijing Declaration / Beijing Platform for Action						1995		
Convention on the Elimination on All Forms of Discrimination against Women (CEDAW)						1995		
Pacific Platform for Action						1994		

Socio-economic profile						Ref.
<u>Women in decision-making (% of female population)</u>						
Government	Seats in parliament	1% (2008)	Private sector	Legislators, senior officials, and managers <sup>1</sup>	NA	1)
	Ministerial Position	4% (2008)		Professional and technical workers <sup>1</sup>	NA	
<u>Policy of gender</u>					Year	10) 11)
National Gender Policy and Plan on HIV and AIDS 2006-2010					2006	
Gender Equity in Education Policy					2002	
National Women's Policy					1991	
<u>Laws of gender</u>					Year	10) 12)
Revised Lukautim Pikinini Act					2008	
Revised Criminal Code (Sexual Offences and Crimes Against Children)					2003	
Amendments to Evidence Act					2003	
National Council of Women Act					1979	
Marriage Act					1963	
<u>Public organization of gender</u>						
Name of the national machinery		Office for the Development of Women, Department for Community Development				

Note: Refer to the definitions for the words attached with \*

## 1-2 Health Profile

Health Indicators							Ref.		
Prevalence of health services	No. of Hospital beds per 1,000 persons		No. of physicians per 1,000 persons				1)		
	NA		0.5 (2000-2004)						
	NA		0.6 (1990-2003)						
Infant mortality rate* (per 1,000)	2006	Total	54		Female	51	4)		
	2000		60			55			
Under-five mortality rate* (per 1,000)	2006	Total	73		Female	69	4)		
	2000		80			70			
Prevalence rate associated with tuberculosis (per 100,000)	2006	Total	513		Female	NA	4)		
	2001		626			NA			
Prevalence and death rates associated with infectious diseases	NA	Total	NA		Female	NA			
	NA		NA			NA			
% of vaccinated (1 year old)	BCG		DPT1*		Polio		Measles	13)	
	67% (2007)		76% (2007)		61% (2007)				58% (2007)
Reproductive health	Contraceptive prevalence rate* <sup>1</sup>		Rate of births attended by trained personnel* <sup>2</sup>		Anemia prevalence among pregnant women		<sup>1</sup> 13) <sup>2</sup> 14)		
	26% (1997-2005)		42.0 (2004)		NA				
	NA		41.0 (2000)		NA				
	Maternal mortality ratio* (per 100,000 live birth) <sup>1</sup>		Total fertility rate* <sup>2</sup>		Average age of first marriage <sup>3</sup>		<sup>1</sup> 15) <sup>2</sup> 4) <sup>3</sup> 14)		
	733 (2006)		4.4 (2006)		20.8(2004)				
370 (1996)		4.5 (2000)		20.8(2000)					
Nutrition	Children under weight for age* (& aged under 5)		Oral re-hydration therapy use rate*		Iodine deficiency				
	NA		NA		NA				
	NA		NA		NA				
Community health service	Access to safe water			Access to adequate sanitation*			4)		
	Total		Urban	Rural	Total	Urban		Rural	
	2006		40%	88%	32%	45%		67%	41%
	2000		39%	88%	32%	44%		67%	41%
HIV/AIDS	HIV prevalence (%)					% of population aged with comprehensive knowledge of HIV/AIDS		9)	
	Total (15-49)		Male (15-24)	Female (15-24)		Pregnant women	Male		Female
	2007		1.5%	0.6%	0.7%		NA		NA
	2001		0.3%	NA	NA	NA	NA		NA

Note: Refer to the definitions for the words attached with \*

### 1-3 Education Profile

Education Indicators								Ref.
Education systems		Basic	3 years 6 years	Secondary	4 years	Tertiary	4 years	
Adult literacy rate* (%)		Total	57.8% (2007)	Male	62.1% (2007)	Female	53.4% (2007)	16)
Primary education								
Gross enrolment rate*	2006	Total	55.1%	Male	59.7%	Female	50.3%	9)
	2001		62.0%		66.8%		57.0%	
Progression rate	NA	Total	NA	Male	NA	Female	NA	
	NA		NA		NA		NA	
Drop-out rate	NA	Total	NA	Male	NA	Female	NA	
	NA		NA		NA		NA	
Secondary education								
Net enrolment rate*	'99-'03	Total	NA	Male	27%	Female	21%	2)
	NA		NA		NA		NA	
Progression rate	NA	Total	NA	Male	NA	Female	NA	
	NA		NA		NA		NA	
Drop-out rate	NA	Total	NA	Male	NA	Female	NA	
	NA		NA		NA		NA	
Tertiary education								
Net enrolment rate	1999	Total	2%	Male	3%	Female	1%	2)
	NA		NA		NA		NA	
Progression rate	NA	Total	NA	Male	NA	Female	NA	
	NA		NA		NA		NA	
Drop-out rate	NA	Total	NA	Male	NA	Female	NA	
	NA		NA		NA		NA	
Tertiary level enrolment by field of study by gender		Education	Arts	Social science	Engineering and Technology	Medicine	Others	
		NA	NA	NA	NA	NA	NA	

Note: Refer to the definitions for the words attached with \*

#### Reference:

- 1) Human Development Report, UNDP, 2004, 2007/2008, 2009
- 2) Statistics and Indicators of Women and Men, United Nations Statistics Division (UNSD)
- 3) Population and Social Statistics, National Statistical Office of Papua New Guinea
- 4) WHO Statistical information System (WHOSIS), World Health Organization
- 5) World Development Indicator Database, World Bank, 2009
- 6) Key Indicators for Asia and the Pacific, Asian Development Bank, 2008
- 7) Labour Status- 2000 and 1990, National Statistical Office of Papua New Guinea
- 8) 2000 Country Reports on Human Rights Practices , U.S. Department of State
- 9) UNdata, United Nations Statistical Division
- 10) Consideration of reports submitted by States parties under article 18 of the Convention on the Elimination of All Forms of Discrimination against Women , Government of Papua New Guinea, 2009
- 11) Country Gender Assessment : Papua New Guinea, Asian Development Bank, 2006
- 12) Office for the Development of Women, Department for Community Development, Government of Papua New Guinea (interview, 30 November and 4 December, 2009)
- 13) Info by Country: Papua New Guinea, UNICEF
- 14) GenderStats, World Bank
- 15) 2006 Demographic and Health Survey, Government of Papua New Guinea 2009
- 16) UIS Statistics in Brief, UNESCO Institute for Statistics

## 2. General Situation of Women and Government Policy on Gender

### 2-1 General Situation of Women in Papua New Guinea

#### General Situation of Women in Papua New Guinea

- 1) Papua New Guinea (PNG) has a largely heterogeneous population with most communities being patriarchal and women generally suffering as a result of their low social status. PNG's Gender-related Development Index (GDI) in 2005 was 0.529, placing it 124 among the 157 countries assessed.
- 2) The life expectancy of females is lower than that of males. Women generally suffer from excessive workloads, mal-nutrition, poor access to safe water and healthcare service, excessively repeated pregnancies, and gender-based violence. Gender-based violence is prevalent with public understanding and perception of the issue remaining low.
- 3) Women are poorly represented in decision-making systems with only one out of 109 seats in parliament being held by a woman, who also holds a ministerial post, and there being only one female judge in the 27 national level judicial positions.
- 4) In many rural communities, where traditional customs still largely dominate the everyday life of the inhabitants, women tend to face more serious challenges than in urban areas such as polygamy, child marriage, and "witch-hunts". Additionally, the custom of paying a "bride price" reinforces the view of women being the "property" of men.

#### [General situation]

Papua New Guinea (PNG) has hundreds of indigenous ethnic groups inhabiting it. With approximately 800 languages being spoken, it has one of the most heterogeneous populations in the world. It is classified as a low-income country with a GNP per capita of US\$850 (2007)<sup>2</sup>.

Most of PNG's communities are patriarchal<sup>3</sup>, where women generally suffer as a result of their low status in each society. PNG's GDI has deteriorated from 0.536 (2002) to 0.529 (2005), now placing it 124 in the 157 countries assessed; ranking it in the lowest position out of all the Pacific Island nations<sup>4</sup>.

There are regional variations in gender inequality. In the less developed Highlands region, which is more affected by HIV/AIDS, gender inequality is more prevalent, while in other more developed regions including National Capital District (NCD) and the Islands region, gender equality is more in place.

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<sup>2</sup> World Bank (2009)

<sup>3</sup> There are some exceptions, which have matrilineal customs. However, even in these communities, women's status, once relatively high, is reported to have deteriorated. See [Issues originating from religions and traditional customs] (p 7-8) for further discussion.

<sup>4</sup> UNDP (2007/8), UNDP (2004)

Life expectancy of females (58.7 years) is lower than that of males (63.0 years) in 2007<sup>5</sup>, in direct opposition to the global tendency where, in most countries, women outlive men. This is one indicator of the depth of gender inequalities and the resulting hardships women experience in PNG, suffering from: excessive workloads, mal-nutrition, poor access to safe water and healthcare service, excessively repeated pregnancies, and domestic violence.

Although PNG has either endorsed or ratified major international and multilateral, conventions and agreements for gender equality, including the Convention of the Elimination of all forms Discrimination against Women (CEDAW), they have not been effectively implemented through lack of instigation.

### **[Sexual harassment and violence against women]**

Gender-based violence is prevalent, but unrecognized as a problem by the majority of the population. Domestic violence has been widespread. According to earlier reports, the national average is that two-thirds of women had experienced domestic violence and that 50% of women had experienced forced sex<sup>6</sup>; half of all the reported victims of rape were under the age of 15<sup>7</sup>.

The government departments working on gender issues, with the support of UN agencies<sup>8</sup>, have been trying to raise awareness about gender-based violence. There has been some progress in last few years, yet public understanding and perception remains low. Legislators are reluctant to publicly admit that gender-based violence is a social problem in PNG.

In 2003, amendments were applied to the Criminal Code and the Evidence Act, making spousal rape and sexual harassment (such as groping) a criminal act. However, enforcing the law is a problem. Even women who are victims are reluctant to speak to the police, due in part to the response they may receive, that can include complete disregard and/or further harassment.

### **[Women's low representation in key decision making positions in the government]**

In the most recent election (2007), there were 101 women candidates, although the outcomes have been disappointing. Now out of 109 seats in parliament, only one is held by a woman, who also holds the Minister of Community Development post<sup>9</sup>. Women's poor performance in the political sphere indicates an entrenched cultural and social mindset in all the electorate, regardless of gender, that politics is "man's work".

There have been attempts to ensure that women obtain seats in parliament, through different donors supported<sup>10</sup> efforts, by the National Machinery, the Office for the Development of Women (ODW)

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<sup>5</sup> UNDP (2009)

<sup>6</sup> Research results cited in AusAID (2008)

<sup>7</sup> Government of Papua New Guinea (2009a)

<sup>8</sup> PNG is one of the 10 countries where all UN agencies are closely coordinate and work together, conducting integrated programs; this scheme is called "UN Delivering as One".

<sup>9</sup> Government of Papua New Guinea (2009a)

<sup>10</sup> Especially the UN; see 5. On-going Gender Projects section.

and the Gender Branch at the Department for Community Development. However, National Executive Council's approval (2008) of three reserved seats for women did not come to fruition. It was argued in parliament that there needs to be a new legal framework for introducing such measures, and parliament failed to ratify it<sup>11</sup>. ODW and its collaborators are now focusing on the next national election in 2012, trying to get one Nominated Seat for women in every province (altogether 22 seats). In order to gain a legal basis for this affirmative action, the drafting of the "Organic Law on Gender Equality" was added to the political agenda, with UNDP technical assistance. The draft of this law is scheduled for parliamentary discussion in March 2010<sup>12</sup>.

As of December 2007, there were 76,000 public servants. Women held 18,740 (24.7%) of these positions; out of these 18,740 women employees only 12% occupied executive management positions, such as departmental secretary or deputy secretary<sup>13</sup>. There is only one female national judge (2003-) out of 27 judges<sup>14</sup>, and the first female law lecturer was appointed in 2005. The legal profession is male dominated, with 90 % of the positions held by men<sup>15</sup>

### **[Issues originating from religions and traditional customs]**

In many rural communities, where traditional customs still largely rule everyday life of the inhabitants, women tend to face more serious challenges than in urban areas. The following are some examples of the extended hardships experienced by women in rural communities:

- Child marriages in ages as low as 14 years old are accepted by many communities, although the legal ages for marriage are 16 for women and 18 for men. According to World Fertility Report 2003, 21% of girls between 15 and 19 years old are either married, divorced, or widowed<sup>16</sup>.
- The practicing of polygamy is still prevalent, especially in the Highlands region, where under traditional values being a polygamist is considered to represent a husband's greater wealth. There are concerns that the practicing of polygamy is contributing to the spread of HIV/AIDS<sup>17</sup>.
- The practice of carrying out the tradition of paying a "bride price" is seen as a major contributing factor towards increasing domestic violence, as it reinforces the view that women are men's "property".

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<sup>11</sup> Discussions with ODW officers

<sup>12</sup> Ibid.

<sup>13</sup> Government of Papua New Guinea (2009a)

<sup>14</sup> Supreme and National Court of Papua New Guinea (n.d.)

<sup>15</sup> Government of Papua New Guinea (2009a)

<sup>16</sup> Cited in OECD Development Centre (n.d.)

<sup>17</sup> Polygamy does not mean the husband would not have out-of-marriage sex. If the husband gets infected from out-of-marriage intercourse, all the wives are at high risk of infection. Moreover, their children would have the risk of mother-child infection as ante/postnatal treatment is very poor in rural areas (see 3-2 Health: [Maternal and child health and nutritional conditions]).

- Cash based economy<sup>18</sup>, which makes those who have more cash-earning opportunities more powerful than others, has been spreading into rural areas. Even in some communities where women's social status was traditionally/culturally high, their position has been significantly reduced because they have less money; i.e. men have better access to paid work and therefore money has raised their social status. Also this allows men to participate more in social activities, as well as in local politics, which helps them gain more respect within the community, while women are confined to the house with an unchanged heavy workload<sup>19</sup>.
- "Witch-hunts" are still considered to be an often occurrence, especially in rural areas. More than 15 cases were reported in the local media in the years 2008-2009, which is according to other sources, a small fraction of the real figure<sup>20</sup>. In many of the cases which were reported, one or more women (in one case seven women) were accused of practicing evil sorcery against other village residents, and were brutally tortured and killed. Legislation to criminalize homicide related to sorcery is underway, but yet to be ratified<sup>21</sup>.
- The "Wantok" ("One Talk" in Pidgin)<sup>22</sup> system<sup>23</sup> has functioned as an informal social security safety net, by providing intercommunity support, especially for the vulnerable (including women) within the group. In recent years, this system has been eroded away in both urban and rural areas, with the expansion of the cash based economy and the food shortage caused by the rapid increase in rural population. Single mothers, widows, and deserted women are particularly affected by the weakening of the system.

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<sup>18</sup> Case based economy in this report means a socio-economic system based on monetary exchange and not the exchange of goods or skills, thereby putting value on the currency rather than on the actual input (communal cooperation and assistance, and substance work).

<sup>19</sup> Newin (2000), Government of Papua New Guinea (2009a)

<sup>20</sup> Discussions with a UNFEM officer. A report by Amnesty International (2007) estimates that in one province (Chimbu) alone; approximately 150 women are killed each year.

<sup>21</sup> Discussions with a UNIFEM officer

<sup>22</sup> Wantok refers to the people who speak the same language and thus have an identity as one group of people.

<sup>23</sup> The people who belong to one Wantok system share a common set of values, and culture, thus, generally saying, have the same lifestyle. Within the system, people have, for a long time, survived by cooperating and supporting each other.



## 2-2 Government Policy on Gender

### Government Policy on Gender

- 1) In the national development strategies (Medium Term Development Strategy 2005-2010 and the newly launched Papua New Guinea Vision 2050), gender perspectives are incorporated neither systematically nor strategically.
- 2) National Women's Policy (1991) is outdated and its reassessment process is currently underway.
- 3) Although gender policies and plans exist in several sectors, many are poorly implemented.
- 4) Though there are some laws intended to protect women, due to the government's inadequate capacity to uphold law and order, they are largely ineffectual.

#### [Government policy on gender]

Although gender is acknowledged as an important issue in the Medium Term Development Strategy 2005-2010 (MTDS: PNG's current overarching plan for economic and social development), programs integrating gender perspectives are neither prioritized in government expenditure, nor systematically incorporated as an integral component into MTDS. Within the newly launched national strategy plan, Papua New Guinea Vision 2050 (published in November 2009), gender is positioned in one of the seven "Strategic Focus Areas": "Human Capital Development, Gender, Youth and People Empowerment". However, no emphasis is placed on gender issues, while only empowering the population in general is referred to.

#### [Development plans for women]

National gender policy and plan were formulated in the 1990s, but have been poorly implemented and have now become outdated, as stated below:

- National Women's Policy (1991) – The policy focused on women's role in development; rather than on the relationship between women and men in development. Social development and gender equality also received insufficient attention. The policy was generally viewed as an extension of social welfare programs. A review was started for the first time in 2008 and as of December 2009 the process was still underway. It is expected that the revision process will reach completion by March 2010. The revised National Women's Policy is to have a new orientation to guide the current National Machinery, the Office for the Development of Women.
- PNG Platform for Action: A Decade of Action for Women Towards National Unity and Sustainability 1995-2000 – This platform was developed through various reports and workshops, not only completed by the government, but also by NGOs and donors. The areas the document focused on were 1) health; 2) education, training and literacy; 3) mechanisms to

promote the advancement of women and shared decision making; 4) employment opportunities and conditions, and economic empowerment; 5) legal and human rights; 6) culture and family; 7) transport, shelter and water, and communication; 8) agriculture; and 9) foreign investment affecting women. However, it was not implemented effectively due to the stagnation of the national economy started in 1996, which led to the government having to adopt the IMF-World Bank Structural Adjustment Program, by which the Gender and Development Division (then National Machinery) was obliged to slash 70% of its employees<sup>24</sup>. It is hoped that a review process for this action plan will commence in 2010, with the eventual aim of implementing new actions.

In some sectors gender policies and plans do exist, such as in health, education and agriculture, but they are poorly implemented, perhaps except for the education sector where some success have been seen (see 3-1 Education).

#### **[Gender related laws and regulations]**

Laws and regulations	Date	Content
Lukautim Pikinini Act	2008 revised	Child welfare and protection
Criminal Code (Sexual Offences and Crimes against Children ) Act	2003 revised	Sexual offence, including spousal rape, along with offence against children
Amendments to Evidence Act	2003	Amended to include acceptance of broader “evidence” for sexual offence cases
National Council of Women Act	1979	Establishing the National Council of Women. Review is pending
Marriage Act	1963	Recognition of both customary and statutory marriages

Source: Office for the Development of Women, Government of Papua New Guinea (2009a)

Gender issues are not thoroughly covered by current gender related laws, but more problematic is the law enforcement. Due to the government’s inadequate capacity to uphold law and order, the laws are largely ineffectual.

<sup>24</sup> Government of Papua New Guinea (2009a)

## 2-3 National Machinery for the Advancement of Women

### The Office for the Development of Women (ODW)

- 1) In 2008, the National Machinery, the Office for the Development of Women (ODW), was established in the Department for Community Development and activated in July 2009. Until ODW was established, the Gender and Development Branch in the same Department assumed the role of the National Machinery.
- 2) ODW aspires to address issues concerning policy and strategy formulation, gender-related research, coordination with other line agencies, and monitoring of achievements in relation to international commitment. However, due to budget constraints, it remains to be seen how much can actually be achieved.

#### [Background]

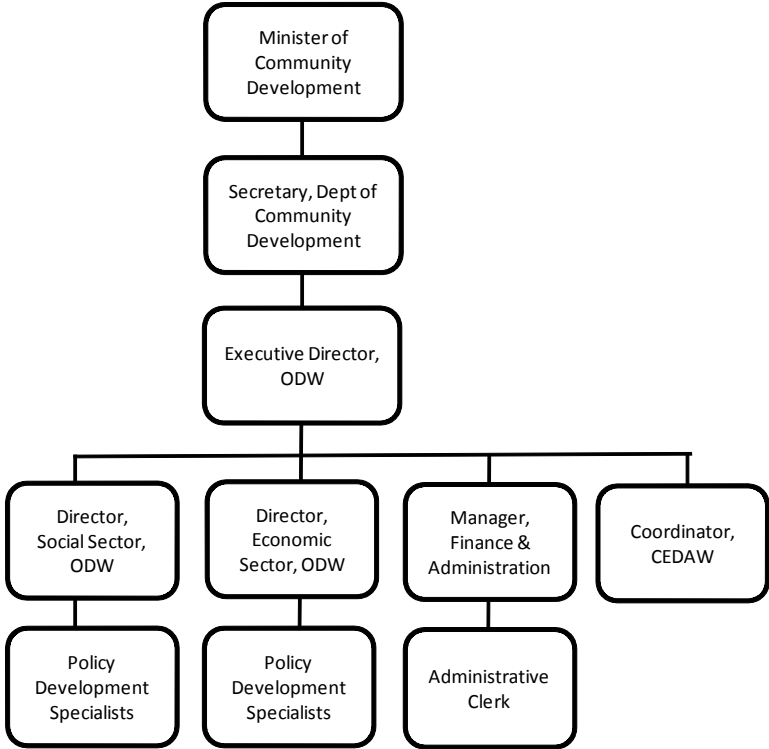
In 1983, the Women's Affairs Division(WAD), responsible for national women's development programs, was established in the then Department of Home Affairs and Youth(DHAY). In 2000 when the DHAY was reformed into the Department for Community Development(DFCD), the WAD handed over its responsibility to the Gender and Development Division in the DFCD. In 2004, the Division was renamed and reorganized into the Gender and Development Branch, while remaining in the same Department. This time emphasis was the importance of: social mobilization of women, empowerment of rural women, women's involvement in community governance, economic empowerment and poverty alleviation projects. In 2005, the Cabinet took the decision to establish the Office for the Development of Women (ODW) as the National Machinery. ODW was officially established in 2008, with employment positions filled and the Office being activated in July 2009.

#### [National machinery]

The Office for the Development of Women (ODW) was formed to formulate policies and strategies regarding gender issues, as well as conducting research and monitoring in these areas. ODW is divided into two sectors, the Social and Economic, and has been temporarily placed into the Department for Community Development. In order to become more independent and have greater inner-governmental authority, and to secure greater funding, it has been proposed that ODW should be moved into the Prime Minister's Office.

Name of National Machinery	Office for the Development of Women (ODW)
No. of personnel	15 (8 males, 7 females)
Budget	600,000 Kina per annum (US\$ 222,000 <sup>25</sup> )
Objectives	To increase participation by women, as both beneficiaries and agents in the social, economic, political and cultural development process for improvement of the quality of life for women and all.
Roles	Gender policy advice and implementation, gender mainstreaming Research, monitoring and evaluation Co-ordination and monitoring of the international commitments Building and strengthening partnerships

Source: Office for the Development of Women, Government of Papua New Guinea (2009a)



As of December 2009

**[Main activities of the Office for the Development of Women (ODW)]**

Since the ODW has only been functioning for several months, it had not achieved much tangible outcomes (as of December 2009).

<sup>25</sup> As of December 2009

Eighty percent of ODW's annual budget going on employee's wages, the Office suffers from a critical budget shortfall; the implementation of much of its plan is hindered. In 2009, ODW applied for funding to create a much needed sex-segregated database, but failed to get approved in the 2010 governmental budget.

ODW aspires to work on policy and strategy formulation, gender-related research, coordination with other line agencies, and monitoring of achievements in relation to international commitments. However, due in part to budget constraints, it is yet to be seen how much it can actually achieve.

#### **[Activities of related line agencies]**

- The Gender and Development Branch of the Department for Community Development has become more of an implementing agency for gender issues, rather than a policy making/advisory body, since ODW commenced its operation. The Branch works with provincial and district government offices, as well as other government departments. It prepared the first CEDAW report (published in 2009)<sup>26</sup> and provided advice for a number of different sector policies, including Women in Mining Action Plan (see 3-4 Economic Activities: [Mining]), Gender Equality in Education (see 3-1 Education) and National Gender Policy and Plan on HIV and AIDS (see 3-2 Health).
- National Council of Women (NCW) is an umbrella organization made up of different women's civil society organizations, established in 1975 and formally recognized by National Council of Women Act in 1979<sup>27</sup>. The Council is funded by the government through the Department for Community Development (costing approximately US\$ 35,000/year), and receives technical advice from the Gender and Development Branch. It has conducted awareness-raising programs in: reproductive health, family planning, and HIV/AIDS. It has been collaborating with the Gender and Development Branch, for the selection and nomination of female members in local assemblies/government, and the promotion of economic empowerment through the National Women's Credit Scheme. The Credit Scheme has not been successful, due to lack of resources and technical support<sup>28</sup>. NCW currently has no premises with which to work from.

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<sup>26</sup> Government of Papua New Guinea (2009a) is the CEDAW report.

<sup>27</sup> Brouwer et al. (1998), Government of Papua New Guinea (2009a)

<sup>28</sup> Government of Papua New Guinea (2009a)

### 3. Current Situation of Women by Sector

#### 3-1 Education

##### Education

- 1) Women's literacy rates remain low at 53.4% compared to 62.1% for men (2007). The government launched the Gender Equity in Education Policy to address this disparity, and is currently trying to provide universal basic education to all children. However, in rural areas where nearly 90% of the population resides, many people have limited or no access to education due to the limited number of schools and the physical distance to schools.
- 2) Although females in younger generations are "catching up" with their male counterparts, the completion rate for the grade 6 of girls in several remote regions being very low.
- 3) Approximately half of the girls who attend the primary schools move on to the secondary school level. Many girls leave schools after puberty due to the lack of schools as well as sexual harassment and abuse, and preparations for marriage.
- 4) In tertiary education, females are predominantly enrolled in the study of "women's" skills, i.e. nursing, secretarial work, and teaching. The percentage of female students to male students in universities in 2007 was 35% to 65%.

#### **[Government policy and gender conscious educational development plan]**

Women's literacy rate remains low at 53.4% compared to 62.1% for men (2007)<sup>29</sup>, although females in younger generation are "catching up" with their male counterparts<sup>30</sup>.

The Gender Equity in Education Policy was launched in 2002, to address the disparities between genders in education. In line with this, the National Plan for Education 2005-2014 was also developed, all aiming to eliminate gender disparities throughout the education system.

Although PNG does not have a compulsory education system, by introducing the Universal Basic Education Plan 2010-2019 in July 2009, the government aspires to provide a universal (for all) basic (primary and elementary) education to its children. This Plan acknowledges the importance of investing in female education. The main difficulty in its implementation is the wide variety of management, as well as resource mobilization, capacity of the provincial government departments, which have been delegated the entire responsibility for basic education. This would cause regional disparities in educational opportunities as standards and administration availability vary between provinces.

<sup>29</sup> UIS Statistics in Brief, UNESCO Institute for Statistics

<sup>30</sup> P65, Government of Papua New Guinea (2009a)

State schools are limited in number and the government is incapable of constructing and managing more schools. Networks of church and community groups, legitimately recognized by the government, provide approximately 50% of elementary and primary education services<sup>31</sup>.

The access to education is better in urban areas than in rural areas, where 87% of the population lives. Many people have only limited or no access to basic education, let alone any access to secondary or higher education<sup>32</sup>.

Making the situation more complicated is that the education system reform, introduced in 1991, is yet to be completed in some areas of the country. Presently in PNG, the new and old education systems coexist<sup>33</sup>, causing difficulties as a result of conflicting mandates and actions.

In the education system after the reform, basic education is comprised of 3 years of elementary education (one year in Prep-class and 2 years, grade 1-2), 6 years of primary education (grade 3-8), and secondary education is comprised of 3 years (grade 9-12)<sup>34</sup>.

### **[Basic (elementary and primary) education]**

Since the new and old systems operate alongside one another, it is impossible to obtain an accurate net or gross enrolment rates for primary/elementary education. In order to analyze the tendencies, the 2006 Demographic and Health Survey (hereafter DHS 2006)<sup>35</sup> is referred to as a guideline to gain parameters. According to DHS 2006, school attendance statistics are as follows; within the age group of 6 to 10, 40.0% of girls, compared to 41.9% of boys, attend school, and in the age group of 11 to 15, 70.3% of girls, compared to 70.0% of boys attend school. The fact that older children have a higher attendance rate could be interpreted that a significant percentage of children enter the education system when they are past the official enrolment age (6 years old/grade 1).

There is a striking disparity in school attendance, not in gender, but in urban compared to rural settings. In the age group of 6 to 10, 58.4% of girls and 61.9% of boys in urban areas go to school, while only 37.8% of girls and 39.4% of boys in rural areas do so. In the age group of 11-15, the difference reduces; 76.9% urban vs. 69.5% rural for girls, and 76.6% urban vs. 69.1% rural for boys<sup>36</sup>. An explanation could be that more children start going to school at an older age in rural areas because they are more likely to be able to walk the long distance to the schools.

The completion rates for grade 6 of girls in remote provinces of the Southern Highlands, Eastern Highlands, and Enga, are very low (37.7%, 42.9%, and 22.9% respectively<sup>37</sup>). Reliable analysis or data, including drop-out rates, is unavailable for this phenomenon. In rural area, where it is more

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<sup>31</sup> Department of Education (2009b), Government of Papua New Guinea (2009a)

<sup>32</sup> Government of Papua New Guinea (2009a), WHO (2007)

<sup>33</sup> The regions which are lagging behind most in reforming the education system are Highlands and Momase regions.

<sup>34</sup> In the old system, primary education was from grade 1 to 6, secondary education was from grade 7 to 10, higher secondary education was grade 11 and 12 and then tertiary education would follow.

<sup>35</sup> Published in October 2009

<sup>36</sup> DHS 2006 (National Statistical Office (2009))

<sup>37</sup> The completion rates of boys in these provinces were 45.0%, 53.8%, and 34.0%, which is quite low but still higher than that of girls. 2007 data by the Department of Education cited in Department of Education (2009b).

common for parents and extended-family to want the girls to stay at home after puberty, for many reasons: girls are expected to do household chores and/or to be in preparation for early marriage, family fears girls would be harassed or abused sexually at or on the way to school (which is, unfortunately, prevalent); also inadequate school facilities, such as shortage or non-existence of female toilets, contribute to girls' drop-out after puberty.

### **[Secondary education]**

As is the case with basic education, due to the coexistence of the old and new systems, it is only possible to examine the tendencies from the DHS 2006 results; within the age group of 16 to 20, 33.2% of girls were attending school, compared to 42.8% of boys. Therefore, half of the girls leave school after the age of 15. In urban areas, the percentage drops to 39.6% for 16-20 year old girls, while in rural areas, again a greater decrease compared to urban areas is recorded, the figure being 32.0%. In higher secondary courses (grade 11-12), it is estimated that female attendance is 35% of the total enrolment<sup>38</sup>.

Reasons why many girls do not attend school after the age of 15 are considered to include<sup>39</sup>:

- sexual harassment and abuse at school,
- marriage or preparation for marriage,
- parents' (and community's) lack of interest in girls obtaining a higher education,
- shortage of girls' dormitories in rural areas<sup>40</sup>.

### **[Tertiary education]**

After graduating from secondary education (high school) and successfully passing the national exam, students can apply to any of the six PNG universities (four governmental, two private). Although there is no thorough gender-segregated data on tertiary education enrolment, the ratio of female students to male students in universities in 2007 was 35% to 65%<sup>41</sup>.

Female completion rate of university education is lower than that of males, overriding influential factors for this being sexual harassments, threats and abuse on and off campus, accommodation shortages, unwanted pregnancy, and family's pressure to marry<sup>42</sup>. In a study at one university, in four year period in one course, 21% of females dropped out, while 12% of males did<sup>43</sup>.

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<sup>38</sup> Tuaru (2006)

<sup>39</sup> Department of Education (2009b), discussions with an education-specialized researcher at the National Research Institute.

<sup>40</sup> Since many villages are remote to the secondary schools, it often becomes necessary to stay in dormitories in order to pursue education.

<sup>41</sup> Government of Papua New Guinea (2009a)

<sup>42</sup> Tuaru (2006), discussions with an ADB gender specialist.

<sup>43</sup> Flaherty and Gutuma (2001), cited in Tuaru (2006)



### **[Literacy education]**

Literacy education in rural areas is conducted mainly by NGOs and faith-based organizations. Some literacy classes have been in operation for nearly 50 years. There is still a high demand for much more<sup>44</sup>.

### **[Vocational and technical education, higher education]**

There were 26 higher (vocational and technical) education institutions in 2004, in which a total of 6,593 students were studying; 42.5% (2,799) of the total were female<sup>45</sup>.

The evident stance towards gender matters in the vocational and technical education sector is that females are predominantly enrolled to study “women’s” types of qualifications, i.e. nursing, secretarial work, and teaching<sup>46</sup>. In 2004, 70% of nursing school students were female, compared to 23% on technical courses<sup>47</sup>. Women, who have made it into higher education, still have hardly ventured into “male-dominant” areas such as engineering and information technology, which narrows women’s career opportunities.

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<sup>44</sup> Discussions with a YWCA program coordinator

<sup>45</sup> Tuaru (2006)

<sup>46</sup> *ibid*, discussions with an ADB gender specialist.

<sup>47</sup> Tuaru (2006)

## 3-2 Health

### Health

- 1) Maternity and child healthcare, and HIV/AIDS are among the priority areas of the National Health Plan 2001-2010. However, due to financial deficiencies and a lack of political initiative, programs in the Plan have yet to be implemented.
- 2) In PNG, the majority of HIV infections are caused through heterosexual intercourse with women, especially young women, being at high risk. The National Strategic Plan on HIV/AIDS 2006-2010 did not appropriately incorporate gender perspectives resulting in the later formulation of complementary National Gender Policy and Plan on HIV and AIDS 2006-2010. However, both policies have not been effectively implemented.
- 3) In rural areas, the public health service system has nearly “collapsed” with half of the health facilities having ceased to function.
- 4) The Maternal Mortality Rate (MMR) increased from 370/100,000 (deaths/per live births) (1996) to an excessively high 733/100,000 (deaths/per live births) (2006). An estimated 40% of pregnant women experience pregnancy-related health problems during childbirth or the ante/postnatal periods.
- 5) The Total Fertility Rate (TFR) remains high at 4.4 in 2006, with no sign of decreasing. Yet, the current usage of family planning (F/P) is still relatively low with only 31.2% of women aged 15-49 having ever used any type of modern contraceptive methods. This is considered to be caused largely by myths and misconceptions, the low quality of F/P-related services, the low status of women in the family, and the non-involvement of men (the main decision makers) in F/P matters.

#### [Government policy]

National Health Plan 2001-2010 is the current overall plan in the health sector. Its priority areas include water and sanitation programs, maternity and child healthcare, immunization, HIV/AIDS prevention and treatment, and control of malaria. However, due to the financial deficiencies (the Ministry of Health is dependent on donors for 40 % of its budget) and most possibly due to a lack of political determination and initiative, these programs have not been implemented<sup>48</sup>. A new plan is being drawn up, with the support of donor agencies such as UNFPA in the aim that the plan will be more practical and workable this time.

HIV infection was first reported in PNG in 1987, and since the late 1990s known cases increased by 30-50% a year<sup>49</sup>. Responding to its fast proliferation and the country's declaration that HIV/AIDS was

<sup>48</sup> WHO (2007), discussions with UNFPA and WHO officers.

<sup>49</sup> Government of Papua New Guinea (2006)

a generalized epidemic<sup>50</sup>, a National Strategic Plan on HIV/AIDS 2006-2010 was formulated. The Plan was criticized for not properly incorporating gender perspectives, despite the fact that PNG women face a high risk of infection due to socio-economic, cultural and sexual circumstances<sup>51</sup>. Therefore, in order to complement the plan and fill in the shortcomings, the National Gender Policy and Plan on HIV and AIDS 2006-2010 was launched.

### **[Healthcare service delivery]**

In PNG, people's state of health is the lowest out of all the countries in the Pacific region.

Public health services in PNG are provided by the government and church medical services. With 87% of the population living in the rural areas and only 3% of the roads paved, many villages are difficult to reach<sup>52</sup>. Due to inadequate budget allocation and poor management by the state, approximately 50% of the rural public health facilities have ceased to function in recent years, which make it extremely difficult for rural inhabitants to access adequate basic healthcare<sup>53</sup>.

The government is currently trying to rebuild the dilapidated facilities, but the funding required is not available. The majority of health personnel, such as doctors and nurses, are "running away" from rural health facilities as there is neither adequate equipment nor regular medicine and materials delivery. This can lead to mounting disgruntlement within the local residents, who could target their anger directly towards the health personnel, as they are an easy scapegoat<sup>54</sup>. Thus, according to a World Health Organization (WHO) officer, the rural public health delivery system has virtually "collapsed"<sup>55</sup>.

In some rural areas, churches provide healthcare services, where they are generally preferred by people to the governmental ones.

### **[Maternal and child health and nutritional conditions]**

The deteriorating healthcare system has had a negative impact, especially on women, with their health during maternity being affected greatly.

The 1996 and 2006 Demographic and Health Survey (DHS) results show an increase in the Maternal Mortality Rate (MMR) from 370/100,000 (deaths/per live births) (1996) to an excessively high 733/100,000 (deaths/per live births) (2006). These figures could even be an underestimate, as figures from hospital sources and WHO estimates seem to suggest a much higher MMR<sup>56</sup>. More than 70% of all maternal deaths are due to five major complications: hemorrhage, infection, unsafe abortion<sup>57</sup>,

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<sup>50</sup> That is, risk to all, not just limited to high-risk groups such as sex workers, homosexuals and drug-users.

<sup>51</sup> One example for the criticism is UNDP (2005).

<sup>52</sup> WHO (2007)

<sup>53</sup> WHO (2009b), discussions with a WHO officer.

<sup>54</sup> Discussions with a WHO officer, WHO (2009b).

<sup>55</sup> Expression used by a WHO officer (4 December 2009).

<sup>56</sup> National Department of Health (2009b)

<sup>57</sup> Abortion is criminalized, even for those whose health might be adversely affected without it (Government of Papua New Guinea (2009a))

hypertensive disease during pregnancy, and obstructed labor. 30% of maternal deaths being reported is teenage mothers and 15% of mothers suffer serious and/or long-term complications such as pelvic inflammatory disease and infertility<sup>58</sup>.

Deliveries supervised by trained personnel were 42% in 2004<sup>59</sup> and the majority of deliveries take place at home. According to the WHO Office in PNG, because of difficulties in accessing healthcare services, combined with a lack of basic information on pregnancy, and distrust of the health service quality, the majority of pregnant women only attend one antenatal medical examination. This could be one reason why an estimated 40% of pregnant women experience pregnancy-related health problems during childbirth and ante/postnatal periods<sup>60</sup>.

In PNG, neonatal mortality makes up 50% of infant mortality<sup>61</sup>, which was 54/1,000 (deaths/ per 1,000 live births) in 2006<sup>62</sup>. Reducing neonatal mortality is vital to improving child survival; two-thirds of neonatal deaths are associated with high risk pregnancies and deliveries<sup>63</sup>.

Nutrition is critical for both mother and child's health, but it is a neglected part of healthcare in the country. Malnutrition among expecting mothers is a cause of high concern to those in the health sector; there are multi-faceted causes including; poverty, traditional superstitions (such as eggs being bad for pregnant women), and lack of basic knowledge on how to select nutritious ingredients, prepare and serve them to provide a balanced diet, which is partly caused by lack of basic education<sup>64</sup>.

The rates of child malnutrition are extremely high, which contributes substantially to: high child mortality, poor growth, poor development, and high infectious disease mortality. It is reported that in some rural areas, breastfeeding is stopped when babies are only one or two months old. It is, sometimes, because of a traditional belief that babies are better off being fed mashed potatoes and in other cases because the mother gets pregnant again, directly after giving birth, thus due to physiological factors becomes unable to breastfeed anymore<sup>65</sup>.

Severely malnourished children account for about 5% of all pediatric hospital admissions. Many more children suffer from moderate malnutrition, which increases the risk of death from pneumonia, diarrhea, tuberculosis, HIV/AIDS and malaria. Two-thirds of all child deaths are associated with moderate or severe malnutrition<sup>66</sup>.

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<sup>58</sup> National Department of Health (2009b)

<sup>59</sup> Gender Stats, World Bank

<sup>60</sup> National Department of Health (2009b)

<sup>61</sup> National Department of Health (2009a)

<sup>62</sup> WHO Statistical Information System (WHOSIS)

<sup>63</sup> National Department of Health (2009a)

<sup>64</sup> Discussions with a WHO officer

<sup>65</sup> Ibid.

<sup>66</sup> National Department of Health (2009a)

## **[Family planning]**

Total Fertility Rate (TFR) remains high; in 2006, TFR for women aged between 15-49 years is 4.4, declining only 0.1 from 4.5 in 2000<sup>67</sup>.

It is evident that women are having more children than they want or are capable of looking after. Data from DHS 2006 shows that less than one-third of women with three children would prefer to have another child. For women with four children, this rate drops to 14.5%<sup>68</sup>. 77.3% of women and 80.9% of men have knowledge of modern contraceptive method(s). However, the current usage of family planning (F/P) is still relatively low, as only 31.2% of women aged 15-49 have ever used any modern contraceptive method<sup>69</sup>. The contraceptive prevalence rate was 26% (1997-2005)<sup>70</sup>. Factors affecting the low level of use of F/P methods include: myths and misconceptions, low quality of F/P-related services (especially, chronic non-availability of contraceptive commodities), low status of women in the family and non-involvement of men (the main decision makers) in F/P matters<sup>71</sup>.

## **[HIV/AIDS]**

It was estimated in 2005 that about 69,000 (2.4 %) of the 2.9 million population in the 14-49 age range were HIV positive, leading to a potential decrease in workforce in the near future<sup>72</sup>; The HIV prevalence rate in the 15-49 year old group in 2007 was 1.5%<sup>73</sup>.

The increase in HIV infections could be attributed to the following<sup>74</sup>:

- A high proportion of the population being in the reproductive age group;
- High level of sexual activities including multiple partner relationships;
- High illiteracy rate and low knowledge about HIV transmission and prevention;
- High prevalence of other (curable) sexually transmitted infections (STIs): estimated at over one million cases a year;
- Rapes including gang rapes and other forms of violence against women;
- Stigma and discrimination against People Living With HIV (PLWHIV) being common, resulting in few people being willing to access the few voluntary counseling and testing (VCT) services available;
- Bride price system;
- Male dominance in sexual matters;

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<sup>67</sup> WHO Statistical Information System (WHOSIS)

<sup>68</sup> DHS 2006 (National Statistical Office (2009))

<sup>69</sup> Ibid.

<sup>70</sup> Info by Country: Papua New Guinea, UNICEF

<sup>71</sup> National Department of Health (2009b)

<sup>72</sup> Government of Papua New Guinea (2009a)

<sup>73</sup> UNdata, United Nations Statistical Division. A local newspaper article in December 2009 reports that now more than 76,000 people are HIV positive in the country.

<sup>74</sup> National Department of Health (2009b)

- Scarce opportunity for employment and poverty pushing women into prostitution<sup>75</sup> for money, food, materials, or social protection.

As an effort to tackle the HIV/AIDS epidemic, the government passed the HIV/AIDS Management and Prevention Act<sup>76</sup> in 2003, which theoretically provides protection for PLWHIV/AIDS from stigma and discrimination. However, with the government's weak capacity to enforce law and order, it has not had much impact on the lives of people affected or on the public's views and perceptions. Likewise, neither the National Strategic Plan on HIV/AIDS 2006-2010 nor the National Gender Policy and Plan on HIV and AIDS 2006-2010 has been implemented effectively.

In PNG, approximately 80% of HIV infections in the country are contracted through sexual intercourse<sup>77</sup>, and the male-female ratio of HIV infection is roughly 50-50, with more females being infected than males in the age group of 15-29<sup>78</sup>. Women, especially younger women, are at high risk<sup>79</sup>. HIV/AIDS in PNG has been "feminized"<sup>80</sup>. It is thus crucial to mainstream gender perspective in HIV/AIDS prevention and management activities. However, in PNG context, where males dominate sexual decisions and conducts and women who talk about sexual matters are seen immoral, it is difficult to openly discuss and promote behavioral change especially with women<sup>81</sup>.

Additionally, between 25% and 45% of HIV positive women pass on the virus to their babies during pregnancy, delivery, or through breastfeeding (in the absence of appropriate care including the administration of antiretroviral drugs)<sup>82</sup>, and thus the HIV prevention has critical implications for neonatal and children's health, as well as future population trends, e.g. a potential decrease of working population.

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<sup>75</sup> Prostitution in this context includes not only that of commercial sex workers but also cases in which women not involved in the industry per se, sell sex, only once or twice in desperate need for money/food/protection.

<sup>76</sup> The Act does not have gender components; rather, it is based on basic human rights approach, thus targeting all people, regardless of gender.

<sup>77</sup> National Department of Health (2009b)

<sup>78</sup> Government of Papua New Guinea (2006)

<sup>79</sup> National Department of Health (2009b)

<sup>80</sup> ADB (2006)

<sup>81</sup> While donors, such as UN, ADB, and AusAID, along with NGOs, have been working to improve the HIV/AIDS situation in the country, the epidemic has continued to spread.

<sup>82</sup> National Department of Health (2009b)

### 3-3 Agriculture, Forestry and Fisheries

#### Agriculture, Forestry and Fisheries

- 1) In agriculture, the importance of the consideration of gender has been acknowledged at the policy level. However, due to a lack of political will and an insufficient budget, the governmental effort towards women's empowerment in agriculture has been undermined.
- 2) Women's access to land and other properties is in the majority very limited. Men make most of the decisions on land usage.
- 3) The majority of the rural population are subsistent farmers. Women are responsible for the food-crop production for family consumption and the rearing of small livestock such as pigs and chickens. The expansion and deepening of the cash based economy has been placing pressure on earning cash onto rural residents resulting in women selling surplus production as a means for earning cash income, but this additional work has only added to women's already excessive workload.
- 4) In coastal areas, women move along the coastline catching small fish and harvesting various shellfish for household consumption, and local sale. It is estimated that women's harvest accounts for more than 20% of the annual fishing yields, but this contribution is underappreciated. Moreover, many women are sexually exploited in local fishery markets while they try to sell their products.

#### [Agricultural policy and gender]

National Agriculture Development Plan 2007-2016 acknowledges the importance of the consideration of gender in agriculture. Prior to the formulation of the plan, a gender unit was established in the Department of Agriculture and Livestock, in 2000, with the appointment of two gender officers. However, the Unit has not been active as it does not have the "Branch" status, which is required to have the authority to request an operational budget within the Department.

#### [Ownership of farming land and agrarian reform<sup>83</sup>]

Under present laws women have the right to inheritance in PNG, however in practice, women's access to land and other properties is in the majority limited. Approximately 90% of the country's land is under customary ownership, where men make most of the decisions on land usage. There are some (though a distinct minority) communities where land is inherited through the maternal line, but even there, most of the decisions regarding land usage are made by males, such as husbands, brothers and other male relative(s) of the women owners.

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<sup>83</sup> The information in this section is drawn from Government of Papua New Guinea (2009a), ADB (2006), and OECD Development Centre (n.d.).

## [Rural life and gender]

Agriculture in PNG is divided into two major sub-sectors; village and non-village agriculture. The latter refers mainly to commercial, mostly export-oriented, plantations, producing cash crops such as coffee and cocoa<sup>84</sup>, while the former takes account for the provision of subsistence livelihoods and small cash income for approximately 85% of the population in rural areas<sup>85</sup>. Since the majority of people, particularly women, are mainly engaged in village-agriculture, non-village agriculture is not focused on in the analysis below.

In the village agriculture sector in most rural areas, gender division of labor is strongly defined; women are responsible for food-crop production for family consumption, local marketing of surplus production (thus earning cash income), and rearing of small livestock such as pigs and chickens. Women produce over 80% of the country's food and account for doing 60-70% of the work related to food crop production<sup>86</sup>. Men, especially in Highland region where larger plantation of cash-crops is more common, tend to work on the estates as wage workers, while women take care of crops and livestock at home for provision for the household. Though there are regional differences, women's working hours in labor usually exceed those of men<sup>87</sup>. Despite the importance of women's work towards household/national food security, their work is seriously underappreciated and undervalued.

In rural areas, cultural inhibiting factors make it difficult for women to acquire useful and updated information and/or technology, in areas including agriculture and fisheries. When village gatherings are held where technical information is provided by extension workers, women are given the role of preparing food and drinks, while men attend the meetings. The information does not get through to the women without special measures, such as arranging women-only gatherings with a female extension worker<sup>88</sup>.

Rural life for women is tough, with a large burden to bear; the expansion and deepening of the cash based economy has been putting pressure of earning cash onto rural residents; even in remote villages. Since very few opportunities for cash income are available, both man and woman in the household do whatever work they can<sup>89</sup> to meet the household requirements (e.g. school fees for children). This additional work only adds to, and does not reduce, women's already extensive workload. Women's

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<sup>84</sup> Other than the large plantations, a small portion of the non-village agriculture land is under smallholder land settlement schemes and is used for urban horticultural activities. The smallholder land settlement schemes are government schemes, typically targeted at domestic migrants from land-short areas. The migrants settle and grow cash crops such as oil palm trees on governmental land with 99 years leases.

<sup>85</sup> Government of Papua New Guinea (2009a). People engaged in village agriculture can, and do, sometimes (temporarily) work for wages in non-village agricultural farms. As many are "part-time" village/non-village farmers, it is difficult to calculate accurate employment rate on agriculture. Also, there is small number of agricultural workers in urban areas. Thus, the figure in 1-1 Socio-Economic Profile is different from the figure given here.

<sup>86</sup> Government of Papua New Guinea (2009a)

<sup>87</sup> ADB (2006), Brouwer et al. (1998)

<sup>88</sup> Discussions with a Gender Unit officer, the Department of Agriculture and Livestock

<sup>89</sup> Cash-earning work includes selling the surplus agricultural products in the neighborhood, and taking temporary wage employment at commercial farms. If there is a town nearby, men may go there and work as, for example, construction workers and janitors.



earnings are then, in most cases (even from the wage labor in a commercial plantation), controlled by the male family member(s) or the clan, generally leaving little at the women's disposal.

### **[Extension activities and training for women]**

In the late 1990s, the governmental effort to work in line with Beijing Platform of Action led to the appointment of about 100 female extension workers (rural development officers) at the local level. Their duties were to provide technical and other information to rural women. However, due to a lack of sufficient continuous political will and funding, the number of female extension workers has dropped and currently is about 50.

### **[Forestry]**

About 40% of the country is covered with exploitable trees<sup>90</sup>, but the forestry industry is dominated by non-PNG companies, where foreigners hold most of the managerial positions. Local (indigenous) men are hired for unskilled labor for short periods of time, but women have virtually no opportunities to get involved. Although in recent years a small number of females have graduated with a major in forestry, their contribution to the industry is still virtually indiscernible.

### **[Fisheries]**

In coastal areas where fishery is one of the important livelihood sources, women participate mainly in the unofficial fishing industry. In most cases, men go deep-sea fishing in boats, while women move along the coastline, catching small fish, and harvesting sea-cucumbers, crabs and various shellfish for household consumption, and for local sale. Due to this activity existing outside of recordable parameters, women's contribution to fisheries seldom appears in official figures, but it is estimated that women's informal involvement in the fishing industry accounts for 20 to 50% of the annual yields<sup>91</sup>.

In many communities, women are responsible for selling the seafood in local coastal markets. Again this does not appear in statistics as it is an informal sector activity.

The business customs that are prevalent in the fishery market are mostly unfavorable to women; profit margins are low and selling fish in the overcrowded market takes a long time, which forces many of them to stay overnight in the market area; accommodation costs prohibit them from using guesthouses, so women sleep rough to maintain their already meager profit margins. This poses them at real risk of sexual abuse; some are sexually exploited as a "price" of "protecting" themselves and/or their unsold products, while others are straightforwardly assaulted while sleeping. This is not only considered to

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<sup>90</sup> U. S. Department of State (2009)

<sup>91</sup> Kinch and Bagita (2003)

contribute to the proliferation of HIV/AIDS, but is also a clear violation of women's safety and rights<sup>92</sup>.

The lack of analytical, gender-specific information, results in economic planners overlooking women as stakeholders in the fisheries industries. Donor and government development schemes for fisheries emphasize their efforts on commercial offshore fishing, of which the beneficiaries are mostly men. Women are still poorly represented in national fisheries agency, fishing training courses and fishery-related meetings<sup>93</sup>.

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<sup>92</sup> ADB (2006)

<sup>93</sup> Ibid, Kinch and Bagita (2003)

### 3-4 Economic Activities

#### Economic Activities

- 1) In PNG, formal employment opportunities are very limited with only 5 % of females in the workforce engaging in formal employment.
- 2) Efforts to encourage women to enter into formal employment have not been effective. Official supporting measures for women's employment, such as an equal employment policy, have only recently been initiated in some governmental departments.
- 3) Many women are working in the informal sector in both urban and rural areas, but their numbers are not accurately known. Women sell agricultural products and home-cooked food in markets or on streets, with very small profit with the majority of women being engaged in their own micro-business to meet the immediate household needs, few of whom are able to expand their businesses successfully.
- 4) Mining, although employing few, accounts for almost 30% of the country's GDP and tends to affect women negatively. Women often suffer from the loss of agricultural land and from environmental degradation. Women in the mining areas have expressed their concerns for more than a decade with systematic efforts to address the issues having yet to be started.

#### [Employment opportunities]

PNG's economy is highly "dualistic"<sup>94</sup> with a natural resource-based export economy, most notably mining, employing a small percentage of the population, and a subsistence/semi-subsistence rural economy, supporting more than 80% of the population<sup>95</sup>.

As a consequence, formal employment opportunities are very limited. It is estimated that there are 135,000 formal sector jobs (of which 70,000 are in the private sector)<sup>96</sup>, while the working-age population is about 2.4 million<sup>97</sup>. Formal sector employment has stagnated since 1990, and since 1996 there has been a decline of 2.5%<sup>98</sup>. Thus, unemployment poses a serious social problem, in particular in urban areas where people cannot fall back on subsistence living as they do not have access to land or sea for farming/fishing.

#### [Female workers in wage labor and subsistence economy<sup>99</sup>]

There is no recent reliable data, the only available source is the outdated 2000 census<sup>100</sup>, according to which 15% of males and only 5 % of females in the workforce are engaged in formal employment.

<sup>94</sup> P.13, Government of Papua New Guinea (2009a)

<sup>95</sup> Government of Papua New Guinea (2009a)

<sup>96</sup> Ibid.

<sup>97</sup> Labour Status 2000, National Statistical Office of Papua New Guinea

<sup>98</sup> Government of Papua New Guinea (2009a), World Bank (2004)

<sup>99</sup> Employees' figures segregated by public and private sectors are unavailable.

Occupation by Gender<sup>101</sup>

Sector	Employment		Total (%)
	Male (%)	Female (%)	
Labor Force 10+ years	68.4	66.7	67.5
Wage job employment	15.2	5.3	10.4
Subsistence employment <sup>102</sup>	60.8	74.3	67.4
Unemployment	4.3	1.3	2.8

Source: National Census 2000, cited in ADB 2006

While in urban areas the labor force participation rate<sup>103</sup> is 58% for men and 36% for women, in rural areas it is 70% for men and 71% for women<sup>104</sup>. People in rural areas are sometimes engaged in both wage labor and subsistence agriculture/fisheries work (see, also, 3-3 Agriculture, Forestry and Fisheries).

There are not many job opportunities for women in urban areas. Because they cannot and do not earn money, urban women tend to become economically dependent on men, which reinforces the societal view of women being subordinate and dependant to/on men.

#### **[Support system for women workers]**

Some efforts have been made to encourage women to enter into formal employment; such as Women Textile Training Project (2001-2005) managed by the Ministry of Trade and Industry. Its objective was to provide basic training in garment production, enabling the trainees to enter the clothing industry<sup>105</sup>. Programs of this type are often sporadic; a major problem is that they provide inadequate support and coordination of/with the target industry. The industries are not developed alongside the programs therefore not promoting sustainability; thus having shown little notable impact to date.

Governmental agencies have started adopting the Equal Employment Opportunity (EEO) policy; the PNG Correctional Service in 2004, Royal PNG Constabulary in 2007, the Department of Justice and Attorney General in 2008 and the Department of Education in 2009, many of whose individual policies were formulated with the support of AusAID. Most private sector companies are yet to implement similar initiatives.

<sup>100</sup> A census is planned to be conducted in 2010.

<sup>101</sup> The waged, subsistence and unemployed rates do not add up to 100%, for other sectors such as self-employed and informal sectors are not included. There is also a "not stated" category in the Census.

<sup>102</sup> This is a category used in National Census 2000.

<sup>103</sup> The labor force participation rate here is defined by National Census 2000, which includes subsistent farmers/fishermen.

<sup>104</sup> ADB (2006)

<sup>105</sup> Government of Papua New Guinea (2009a)

### **[Informal sector and gender]**

Data and information on the actual and updated situation of the informal sector in PNG is extremely limited, making an accurate analysis very difficult. Yet, it is evident that many women are engaged in informal sector jobs, such as food/commodity trade, and small catering services<sup>106</sup>.

A 2009 study of local markets by UNIFEM<sup>107</sup> found that 80 to 85% of vendors, in markets, in and outside the capital Port Moresby, were women and that outside the established markets, there are many women who are engaged in street trading, though their numbers are unknown. The study also revealed that, women vendors are mostly engaged in smaller scale, smaller profit businesses compared to men. They constantly face poor hygiene, security risk including sexual abuse and ambiguous governance of the market (such as variable gate fees). In Port Moresby, in particular, there are cases that women from rural areas who have failed to make a profit from their commercial enterprise (such as selling vegetables), ending up selling sex, sometimes “encouraged” by relatives, sometimes voluntarily under duress, to enable them to take money back home. Based on the findings of this study, UNIFEM intends to start a project in 2010, which would make markets more hospitable to women.

### **[Support for gender-related micro enterprises]**

There have been various microfinance schemes, including ADB-supported Microfinance Competency Centres, and smaller programs initiated by NGOs in different regions. Not all have been successful or sustainable, such as the one conducted by National Council of Women (see 2-3 National Machinery: [Activities of related line agencies]). Although not all schemes specifically target women, female participation in the microfinance is high. However, it has been observed that women working at the bottom of the informal sector have difficulties in accessing microfinance, as the women’s time is fully occupied with the combination of domestic and cash-earning work, so they have no time to contact the institutions providing microfinance<sup>108</sup>.

The microfinance sector has seldom seen micro-business success stories, especially of women. One of the reasons is that in PNG, most women who are engaged in micro-businesses do so to meet the immediate household needs (such as school fees and supplementing husband’s income). The majority of them have neither the basic and critical knowledge on business<sup>109</sup>, nor ambitions necessary to make a micro-business successful<sup>110</sup>. As discussed in 3-3 Agriculture, Forestry and Fisheries ([Rural life and gender]), women’s earnings are mostly controlled by their male family members or clan, thus women cannot use their profit, if any, for business expansion.

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<sup>106</sup> Recognizing the importance of the informal sector, especially for women, discussions on an Informal Economy Policy which incorporates gender perspectives are underway with the support of donor agencies including UNIFEM.

<sup>107</sup> UNIFEM and FOCUS (2009)

<sup>108</sup> Ibid.

<sup>109</sup> Such as saving money to invest/re-invest for business.

<sup>110</sup> ADB (2006)

## [Mining]

Mining, including oil and minerals, accounts for as much as 27% of the country's GDP (2007)<sup>111</sup>. In the areas where mining is in operation, men residing locally tend to benefit (e.g. gaining jobs)<sup>112</sup>. Women, in contrast, do not gain; instead they often lose and suffer. First, in many cases women lose agricultural land, by which they were responsible for producing food for the household (see 3-3 Agriculture, Forestry and Fisheries), while conversely men can gain access to alternative livelihoods including wage labor in and around the mining site. Secondly, the environmental degradation<sup>113</sup> is also a serious concern for women living around the mining sites. The polluted land, river and seas, affects all the inhabitants negatively, but particularly women by putting more workload on their daily work routine. The land (if not taken) becomes less fertile, water source becomes further away and polluted, so that fetching water means a greater workload and more time, and river and marine products such as small fish become more scarce. Women are also growingly concerned about the impact of the pollution on their children as well as on themselves. Thirdly, discrimination, harassment and violence against women in and around the sites also become a problem, which is also seen to be another contributor for the expansion of HIV/AIDS.

Responding to women's requests, several donor agencies including the World Bank and AusAID sponsored a series of mining conferences which included:

- Mining and Community Development (1998)
- Sustainable Mining Development (2002)
- Women in Mining (2003)
- Women in Mining II (2005)

As a result, the Women in Mining National Action Plan 2007-2012 was written up by the Department of Mining with support from the World Bank. It calls for environmental protection, women and children targeted education opportunities and healthcare services, along with the promotion of safety measures. However, due to convoluted bureaucratic procedures and lack of political determination, the Action Plan is yet to be endorsed by the National Executive Council. A women's desk<sup>114</sup> was set up in the Mineral Resources Authority, but to date the desk has been unable to deliver any tangible results for women in mining areas, apart from collecting situation data from various sites. Thus, concerns and solutions expressed in the Women in Mining National Action Plan are yet to be dealt with in a systematic manner, although a few mining companies have started to provide literacy classes, healthcare services and some environment-related programs around their working areas.

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<sup>111</sup> IMF (2009)

<sup>112</sup> Although small in numbers, men who have the ownership of the land benefit also from the royalties.

<sup>113</sup> It is said that most major rivers in PNG are polluted by mining (The Pacific Region International Women and Mining Network (2007)).

<sup>114</sup> A women's desk is a departmental section, meant to be a focal point in a governmental department, in designing and implementation of gender-related program(s).

As a major Liquefied Natural Gas (LNG) project, which would involve five provinces, and is planned to continue for 30 years, is starting, it is important that the concerns of the women should be closely watched and noted in the new project areas as well as in the existing ones.

### 3-5 Disaster Management and Environment

#### Disaster Management and Environment

- 1) The governmental capacity to manage natural disasters is limited and gender consideration in emergency management and reconstruction is virtually non-existent. When a small scale disaster takes place, the community, rather than the government, takes care of the affected, including women. When a large-scale disaster strikes, the government depends largely on international aid. The whole community being affected, women, along with other vulnerable people such as children and elderly, suffer brutally without the needed support.
- 2) In a refugee camp where victims of a large-scale natural disaster have lived for several years, it is reported that gender-based violence including rape has been occurring.
- 3) In the environmental policy of PNG, gender perspectives have yet to be incorporated.

#### [Government policy]

The governmental department responsible for disaster management is National Disaster Centre (NDC), which coordinates Provincial Disaster Centres. NDC's national plan, Disaster Risk Reduction and Disaster Management: National Framework of Action 2005-2015, acknowledges the importance of women's participation, but the gender perspective is not effectively incorporated into the disaster prevention/management/recovery process.

A draft Policy on Disaster Management has been written, but it has not been endorsed by the government, as of December 2009.

The current Environment Policy does not touch on gender issues<sup>115</sup>

#### [Gender situation in disaster<sup>116</sup>]

PNG is a disaster prone country, frequently encountering: cyclones, floods, landslides, earthquakes and volcanic eruptions. When a small-scale disaster takes place, it is considered that the coping capacity of the community is reasonably tough, especially in rural communities. Although the traditional clan-based community ties have been significantly weakened in recent years (see 2-1 General Situation of Women in Papua New Guinea: [Issues originating from religions and traditional customs]), it is evident that in an emergency people will still support one another. The kin and clan people take direct care of the affected by providing food, shelter and health-related treatment, before the national rescue team arrives<sup>117</sup>. However, when a bigger scale disaster strikes, such as when Cyclone Guba hit and brought with it the subsequent floods, in November 2007 affecting a whole

<sup>115</sup> See [Environment and gender] section at p34 for further discussion.

<sup>116</sup> The information in this section is based on discussions with UNDP officers, unless specified otherwise.

<sup>117</sup> Discussions with a NDC officer



province and more than 145,000 people, women along with other vulnerable inhabitants of the area<sup>118</sup>, suffered brutally. As the community as a whole was affected, it caused the indigenous safety net to collapse.

In late 2004 and early 2005, a series of volcanic eruptions occurred in the Manam Island which is located near to the north coast of the mainland. The eruptions forced nearly the entire population of about 12, 000 to leave the island and evacuate to the mainland into “temporary” camps. Even today, the island is not inhabitable and although the government have tried to allocate land for/to the refugees to resettle, it has been difficult due to the complicated land ownership system. Consequently, many of the refugees are still living in the camps. This prolonged stay has caused serious problems for the refugees, putting a particular strain on women. Women have to endure inadequately built latrines with little privacy, an absence of female health workers to consult, and also have to struggle to secure food for children who have been mal-nourished. Most male family members were fishermen and lost their livelihoods when moving to the inland camps, so have been unable to do their share in supporting the families’ requirements. As the frustration mounts among the refugees and in the surrounding communities, gender-based violence in and outside the camps, including rape, has been evident<sup>119</sup>.

#### **[Disaster management and gender]**

The government has not been able to organize gender-focused relief and/or rehabilitation measures. The NDC and Provincial Disaster Centres are organizationally too weak and their budget is insufficient to manage any large scale disasters such as Cyclone Guba and Manam volcanic eruptions, making them dependant on international aid. When a disaster is small in scale, the Disaster Centres can coordinate and manage to send a relief operation to the affected area, though not too promptly. While NDC understands the different needs of men and women who are affected, due to its poor capacity to cope, what the women are provided with is only a few “female” commodities, such as soap and underwear.

The NDC has just started to look into disaster prevention, although the official shift from simple disaster response to disaster risk management including prevention, took place in 2005. The NDC has been unable to make many substantial achievements in this prevention measures, due to lack of resources (manpower, equipment and funds). The gender perspective is hardly focused on in the current effort by the Centre, which is preoccupied with trying to build up functioning national and local prevention systems. The Centre has struggled (with little success to date) to recruit just one full time employee to deal with the disaster management at Provincial levels. Some donors, including AusAID and UN, plan to establish good-practice models on disaster risk management/prevention at local levels, but the design is intended more for the whole community, rather than for women-specific activities, at this stage.

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<sup>118</sup> such as children and the elderly

<sup>119</sup> International Red Cross (2004), OCHA (2005, 2007) as well as discussions with a UNDP officer.

**[Environment and gender]**

The current national strategy on environment management and conservation, New Strategic Directions (2007), focuses on management of natural resources, strengthening of environmental regulation, creation of partnerships to finance environmentally sustainable economic growth, and strengthening of agency's performance. The Ministry of Environment and Conservation has not incorporated any gender perspectives into its policies/plans.

#### **4. Gender Issues and the Importance of Their Consideration when Planning Future Country Interventions**

##### **(1) Considering socio-economic and socio-cultural factors in gender-related programs/projects**

Although Papua New Guinea (PNG) is an extremely diverse country with varying social environments in every community, women's status has for the most part remained much lower than that of men. As a result, women in PNG suffer from great deal of inequality in the social, economic, and institutional aspects of their lives.

Despite the fact that women play an important role in agriculture, fisheries, economic activities, and environmental conservation, their contribution is not sufficiently acknowledged. Women are excluded from developmental and decision making processes, and are not given opportunities to participate in training in order to gain skills and knowledge. This situation seriously hinders the effect of various development efforts within the country.

Additionally, in considering the support of women in PNG, it would be important to note differences between urban and rural contexts. In urban areas, where cash is necessary for every aspect of daily life, many women suffer from income poverty and struggle for small sums of money in the inhospitable informal sector though cultural restrictions are less imposing in that context. On the other hand, in rural areas, although it is less difficult to secure necessary daily provisions through subsistence agriculture/fisheries, women face culturally-rooted gender inequalities and discriminative traditional practices while also bearing the burden of excessive workloads.

In planning and implementing support programs/projects targeting women in PNG, careful consideration for these socio-economic and socio-cultural factors surrounding women would be essential. Moreover, strengthening the consideration of gender issues in existing JICA programs/projects by focusing on improving women's quality of life with attention to the cultural and customary context would be a good initial strategy.

## **(2) Gender mainstreaming in disaster management and environmental management**

PNG is a disaster-prone country with its environment regarded to be endangered. Women are both (potential) victims of such degradation and contributors to better management concerning them in their communities. As such, efforts towards mainstreaming gender perspectives in disaster and environmental management seems to be important in future interventions in PNG.

At present, however, gender considerations have not been integrated into development programs/projects in these areas. Moreover, currently in PNG, limited attention and support have been provided utilizing gender perspectives in the area. Donors have primarily worked on the elimination/reduction of gender-based violence, reproductive and sexual health (including HIV/AIDS), and political empowerment of women.

Japan's experience in disaster and environmental management, therefore, would be an asset for the supporting of PNG in this field. It would be possible for JICA to strengthen gender consideration and incorporate it into the planning and implementation of community management projects. JICA could also contribute to effective policy formulation for disaster and environmental management with a gender focus.

## **(3) Women's empowerment in agriculture and fisheries**

As of late, women's empowerment in the field of agriculture and fisheries has not been a focus of most major donors except for a few organizations such as New Zealand Agency for International Development (NZAID). In PNG approximately 85% of rural population is engaged in agriculture/fisheries activities with rural women contributing greatly to production. It is also estimated that women's informal involvement in the fishing industry accounts for 20 to 50% of the annual yields. However, women's contribution is not sufficiently acknowledged in the country.

At the policy level, the PNG government acknowledges the importance of supporting rural women in agriculture and fishery activities, as shown in the Ministry of Agriculture's initiative to deploy female extension workers in rural areas.

It would be optimal for JICA to assist PNG in this field through, for example, human resource development, and the capacity building of female extension workers. Such assistance would likely lead to the empowerment of rural women if sufficient consideration is given to the women's already excessive workloads and the complicated socio-cultural environment.

#### **(4) Mainstreaming gender in PNG governmental departments**

The National Machinery of PNG, the Office for the Development of Women (ODW), has only recently come into operation. Moreover, the government at the policy level has declared the mainstreaming of gender issues to be necessary for the country's development. Under these circumstances, major donors have supported ODW and its activities for promoting women's participation in politics and decision-making processes.

It would be an important consideration for JICA to closely coordinate with these donors while supporting the line ministries in charge of agriculture, fisheries, environment, and disaster management to formulate gender-focused sector policies and programs.

## 5. On-going Gender Projects

Project / Program	Implementing Organization	Donor Organization	Duration	Budget (US\$)	Area
<b>Women / General</b>					
Women in Leadership	Government of PNG (Department for Community Development)	UNDP/UN <sup>120</sup> NZAID	2008-2012	1,432,000 (2010)	Women's political empowerment, support for women's participation in national and local decision making process
Gender Equality in Political Governance	Government of PNG (Department for Community Development), local CBOs	UNIFEM/ AusAID	2008-2012	N.A.	Women's political empowerment, support for women's participation in governance
Support for nominated seats in the parliament	Government of PNG (Department for Community Development)	UNDP/ UNIFEM	ongoing	N.A.	Securing nominated seats for women in the parliament
Capacity building for NGOs and Government	NCW, Governmental departments	UNFPA/UN	2008-2012	1,000,000	Support to review and revise NCW Act, preparation for revised national gender policy and action plan to implement CEDAW
Effective mechanism building for addressing gender issues	FSVAC, Medical and Research Institutions	UNFPA/UN	2008-2012		Advocacy and refinement of gender-related educational materials, research on gender-based violence
Gender-based violence	Government of PNG (Department for Community Development)	UN	2008-2012	947,000 (2010)	Elimination/reduction of gender-based violence
Being the Best We Can Be: Say No to Sexual Violence Against Women	Government of PNG (Department for Community Development)	UN/UNIFEM	2009-2011	300,000	Support for women in protecting themselves from gender-based violence
<b>Education</b>					
Girls Education	Government of PNG (Department of Education)	UNICEF/UN	2008-2012	947,000 (2010)	Promotion of and support for girls education
Human resource development	various institutions	NZAID	ongoing	N.A.	Human resource development through scholarships and

<sup>120</sup> See footnote 7 at page 6.

					in- and out-of-country training
Role-Model Program	National Council of Women	UNFPA	ongoing	N.A.	Awareness-raising on gender issues through experience-sharing by male and female "role models"
Health and literacy class for women	YWCA	CORD-AID	ongoing	N.A.	Literacy education and education on basic health knowledge
Health / Medicine					
Reproductive health improvement	Government of PNG (Department of Health)	UNFPA/UN NZAID	2008-2012	7,500,000	RH improvement in PNG (family planning, emergency obstetrics care, improved antenatal examination, prevention and treatment of HIV/AIDS and other STIs)
Awareness raising for RH and population issues	Various institutions (NGOs, educational institutions, governmental departments)	UNFPA/UN	2008-2012		Awareness raising on RH and population issues
HIV/AIDS program	PNG-Australia HIV/AIDS program	AusAID	2007-2011	87,800,00	Awareness raising and education on HIV/AIDS, treatment of and support for PLWHIV/AIDS, HIV/AIDS prevention measures that incorporates gender perspective
HIV/AIDS protection and treatment in rural development enclaves	Government of PNG	ADB	2006-	15,000,000	HIV/AIDS prevention and treatment in rural areas
Condom Social Marketing Project	N.A.	ADB NZAID	ongoing	N.A.	Promotion for condom use
Reproductive and Sexual Health Education	YWCA	UNFPA	ongoing	437,000	Health education focusing on RH and sexual health
Agriculture, Forestry, Fishery					
Women in Agriculture scholarships	NZAID	NZAID	ongoing	70,000 (2009/10)	Agricultural training targeting rural women
Rural Economic	Government of PNG	NZAID	ongoing	2,550,000	Economic

Development	(National Department of Agriculture and Livestock) and other institutions			(2009/10)	development in rural areas including promotion of improved agricultural technology
Economic Activities					
Market Project	N.A.	UNIFEM/ NCD	2010- (phase2)	N.A.	Making markets more women-friendly
Microfinance	Microfinance Competency Centres	ADB	ongoing	N.A.	Providing microfinance to women micro entrepreneurs



## 6. Gender Information Sources

### 6-1 List of Organizations related to Gender

Name of Organization	Area of Specialization	Activity	Contact
<b>Government Organizations</b>			
Office for the Development of Women, Department for Community Development	Gender mainstreaming	Gender-related policy formulation and advice, gender research, coordination with concerned organizations	P. O..Box 804, Waigani Tel: +675-325-2574
Department of Health	Health	Policy formulation and implementation, health service delivery	P.O. Box 807, Waigani Tel: +675-301-3827 Fax: +675-301-3742
Women in Agriculture and Livestock Development Unit, Department of Agriculture and Livestock	Agriculture and livestock	Extension services and information dissemination on agriculture and livestock rearing targeting rural women	P. O. Box 2033, Port Moresby Tel: +675-320-2868 Fax: +675-321-3002
Mineral Policy and Geohazard Management Department	Policy making regarding mining	Policy formulation on mining and implementation	Planni Wilkindi Hous, Port Moresby Tel: +675-322-7678
National Disaster Centre	Disaster management	Disaster prevention, rescue, reconstruction	P O Box 4970, Boroko Tel: +675-301-1053 Fax: +675-325-4186
Ministry of Environment and Conservation	Environment management and conservation	Environment management, natural resource management	P. O. Box 6601, Boroko Tel: +675-325-0180 Fax: +675-325-0182
National Statistical Office	statistics	National statistics (census and surveys), data management	P. O. Box 337, Waigani Tel: +675-301-1201 Fax: +675-325-1869
<b>International Organizations</b>			
UNDP	Governance, gender-based violence, environment, disaster management, UN agencies coordination	Gender mainstreaming, elimination of gender-based violence, environment and disaster management, capacity development of PNG government, coordination of UN agencies	UN House, Level 14, Deloitte Tower, Douglass Street Tel: +675-321-2877 Fax: +675-321-1224
UNFPA	Reproductive health/rights, health and rights of women and children	Improvement of reproductive health/rights, HIV/AIDS, support for the Ministry of Health and NGOs	UN House, Level 14, Deloitte Tower, Douglass Street Tel: +675-321-2877 Fax: +675-321-3218
UNIFEM	Women's rights, gender mainstreaming, gender-based violence	Elimination of gender-based violence, women's political empowerment, policy formulation regarding gender issues, economic empowerment of women, advocacy on gender issues	Ground Floor, Holiday Inn Port Moresby, Waigani Dr. and Wards Rd., Boroko Tel: +675-340-2608

Name of Organization	Area of Specialization	Activity	Contact
WHO	Health	Prevention and treatment of HIV/AIDS, reconstruction of rural health care services/facilities, support for the Ministry of Health	4th Floor, AOPI Centre, Waigani Dr. Tel: +675-325-7827 Fax: +6775-325-0568
ADB	Poverty reduction, economic development	Development of private sector, infrastructure, prevention and treatment of HIV/AIDS	Level 13, Deloitte Tower, Douglass Street Tel: +675-321-0400 Fax: +675-321-0407
AusAID	Women's rights, gender-based violence, governance, HIV/AIDS, disaster management	Political empowerment of women, participation in decision making processes, HIV/AIDS, community-based disaster prevention	Level 4, Deloitte Tower, Douglass Street Tel: +675-321-6444 Fax: +675-321-6450
NZAID	Women's rights, women's participation in decision making, human resource development, rural development	Political empowerment of women, participation in decision making processes, human resource development, empowerment of rural women	c/o New Zealand High Commission, P. O. Box 1051, Waigani Tel: +675-325-9444 Fax: +675-325-0285
<b>NGOs</b>			
YWCA Papua New Guinea	Women's empowerment reproductive health/rights, HIV/AIDS	Literacy and basic health knowledge classes, awareness raising on HIV/AIDS and RH/R, advocacy	P. O. Box 5884, Boroko Tel: +675-325-2180 Fax: +675-325-6158
<b>Consultants/Research Institutions</b>			
Education Services Division, The National Research Institute	Research	Research and analysis on education with focus on girls education	P. O. Box 5854, Boroko Tel: +675-326-0300 Fax: +675-326-0213

As of December 2009

## 6-2 List of reports and references related Gender

Title	Author	Publisher/Source	Year
<b>Education and Training</b>			
Achieving a better future: A National Plan for Education 2005-2014	Department of Education	The National Research Institute	2004
Achieving a better future through Universal Basic Education Plan 2010-2019	Department of Education	JICA PNG Office	2009
Gender Equity in Schools: A resource book for teachers	Department of Education / AusAID	Office for the Development of Women	2003
<b>Health and Medicine</b>			
National Strategic Plan on HIV/AIDS 2006-2010	Government of Papua New Guinea / National AIDS Council Secretariat	PNG-Australia HIV/AIDS program	2006
National Gender Policy and Plan on HIV and AIDS 2006-2010 (draft)	National AIDS Council	UNFPA Papua New Guinea	2006
HIV/AIDS Management and Prevention Act: A User's Guide	Government of Papua New Guinea / National AIDS Council Secretariat	Office for the Development of Women	2004
Integrating Gender into HIV and AIDS Activities: a Guide for Implementers	National AIDS Council Secretariat / AusAID	PNG-Australia HIV/AIDS program	2006
Child Health Policy and Plan 2009-2020 (Draft)	National Department of Health	UNFPA Papua New Guinea	2009
National Sexual and Reproductive Health Policy (Draft)	National Department of Health	UNFPA Papua New Guinea	2009
Ministerial Taskforce on Maternal Health in Papua New Guinea Report (Draft)	National Department of Health	UNFPA Papua New Guinea	2009
UNFPA Country Programme Action Plan 2008-2012	UNFPA Papua New Guinea	UNFPA Papua New Guinea	2007
Workplace HIV and AIDS Policy and Management Procedures	Papua New Guinea Correctional Service	Office for the Development of Women	2008
Workplace HIV/AIDS Policy and Management Procedures	Royal Papua New Guinea Constabulary	Office for the Development of Women	2007
<b>Agriculture, Forestry and Fisheries</b>			
National Agriculture Development Plan 2007-2016	Ministry of Agriculture and Livestock	Women in Agriculture and Livestock Unit, Department of Agriculture and Livestock	2006
Mainstreaming of Gender and Development in Agriculture and Livestock: Towards revise of WIASU Document—1996 to Date	Women in Agriculture and Livestock Unit, Department of Agriculture and Livestock	Women in Agriculture and Livestock Unit, Department of Agriculture and Livestock	2009
<b>Economic Activities</b>			
Melanesian Markets: Papua New Guinea	UNINFEM/FOCUS	UNIFEM Papua New Guinea	2009
<b>Disaster Management and Environment</b>			
Disaster Risk Reduction and Disaster Management: National Framework for Action	National Disaster Centre	National Disaster Centre	2005

National Disaster Centre Annual Report 2005	National Disaster Centre	National Disaster Centre	2006
National Disaster Management Plan	National Disaster Centre	National Disaster Centre	1987
New Strategic Directions	Department of Environment and Conservation	Ministry of Environment and Conservation	2007
<b>Social/Gender Analysis</b>			
Papua New Guinea Vision 2050	Government of Papua New Guinea	Public Sector Reform Management Unit, Prime Minister's Office	2009
Office for the Development of Women-ODW	Office for the Development of Women	Office for the Development of Women	2009
Country Gender Assessment: Papua New Guinea	Asian Development Bank	ADB Papua New Guinea	2006
Equal Employment Opportunity, Anti-Discrimination and Harassment Policy for the National Department of Education	Department of Education	Office for the Development of Women	2009
Equal Employment Opportunity (EEO) Policy: Promoting a Secure and Fairer Working Environment	Department of Justice and Attorney General	Office for the Development of Women	2008
EEO Policy and Management Procedures	Royal Papua New Guinea Constabulary	Office for the Development of Women	2007
Equal Employment Opportunity Policy	Papua New Guinea Correctional Service	Office for the Development of Women	2004
<b>Others</b>			
A Partnership for Nation-Building: United Nations Country Programme Papua New Guinea 2008-2012	Government of Papua New Guinea / United Nations in Papua New Guinea	UNDP Papua New Guinea	2007
Delivering as One : A Partnership for Nation Building	UN Coordination Office	UNDP Papua New Guinea	2008
Papua New Guinea Demographic and Health Survey 2006: National Report	National Statistical Office	National Statistical Office	2009
National Census 2000	National Statistical Office	National Statistical Office	2002

## 7. Definitions

### <Technical Terms>

Terms	Definition
Informal sector	Part of economy consisting of small competitive individual or family firms listed in the labor indicators. According to the definition of ILO, those engaged in this sector have simple technology, insufficient amount of capital, unidentified business location, minimum number of employees (or none of them), lack of legality and registration, and no capability of bookkeeping.
Reproductive health/rights	Part of economy consisting of small competitive individual or family firms listed in the labor indicators. According to the definition of ILO, those engaged in this sector have simple technology, insufficient amount of capital, unidentified business location, minimum number of employees (or none of them), lack of legality and registration, and no capability of bookkeeping.
National machinery	Administrative organization to promote equal participation between men and women, and to implement and strengthen policies related to women, and to supplement organization for women.
Affirmative action	Prioritized positive measure to promptly correct the difference, in the case that discriminated groups are placed in extremely unequal conditions to other groups, due to the discrimination accumulated in the past.

### <Indicators>

Indicator	Explanation
Human development Index (HDI)	The Human Development Index (HDI) is measure of a country's achievement in three basic dimensions of human development: (a) longevity, as measured by life expectancy at birth, (b) educational and combined primary, secondary and tertiary enrolment and (c) standard of living, as measured by real gross domestic product (GDP) per capita (in purchasing power parity). It is used in annual Human Development Reports, published by UNDP.
Gender-related development index (GDI)	The Gender-related Development Index (GDI) is a measure of a country's achievement in the three basic dimensions captured in the human development index, life expectancy, educational attainment and income, adjusted to account for inequalities between men and women. It is used in annual Human Development Reports, published by UNDP.
Gender empowerment measurement (GEM)	The Gender empowerment measure (GEM) is a measure of gender inequality in three basic dimensions of empowerment, (a) economic participation and decision-making, (b) political participation, and (c) decision making and power over economic resources. It is used in annual Human Development Reports, published by UNDP.
Total fertility rate	The number of children that would be born to each women if she were to live to the end of her child-bearing years and bear children at each age in accordance with prevailing age-specific fertility rates in a given year / period, for a given country, territory or geographical area.
GDP implicit deflator	It is an indicator of inflation. Ratio of current-dollar GDP to constant-dollar GDP.
Gini index	Aggregate numerical measures of income inequality ranging from 0 to 100. A Gini index of zero represents absolute equality, while an index of 100 implies absolute inequality.

Infant mortality rate	Infant mortality rate is the probability of a child born in a specific year or period dying before reaching the age of one, if subject to age-specific mortality rates of that period. It is a probability of death expressed as rate per 1000 live births.
Under-five mortality rate	Under-five mortality rate is the probability of a child born in a specific year or period dying before reaching the age of five. It is a probability of death expressed as rate per 1000 live births.
DPT1	The percentage of 1 year old children immunized against diphtheria, pertussis, and tetanus at least once.
Contraceptive prevalence rate	The percentage of women between 15-49 years who are practising, or whose sexual partners are practising, any form of contraception.
Rate of births attended by trained personnel	The percentage of births attended by skilled health personnel. A skilled birth attendant is an accredited health professional, such as a midwife, doctor or nurse, who has been educated and trained to proficiency in the skills needed to manage normal (uncomplicated) pregnancies, childbirth and the immediate postnatal period, and in the identification, management and referral of complications in women and newborns. Traditional birth attendants, trained or not, are excluded from the category of skilled attendant at delivery
Maternal mortality ratio	Number of maternal deaths per 100 000 live births in one year.
Children under weight for age	The rate of newborn children of which the birth weight is less than 2,500 grams
Oral re-hydration therapy use rate	The rate of using oral rehydrate salt or substitute solution for infants having diarrhea.
Access to improved sanitation	Access to improved sanitation is the percentage of population with access to improved sanitation in a given year. Improved sanitation includes connection to public sewers, connection to septic systems, pour-flush latrines, simple pit latrines and ventilated improved pit latrines.
Adult literacy rate	The percentage of males and females age 15 and above who can, with understanding, both read and writes a short, simple statement related to their everyday life.
Gross enrolment rate	The percentage of students enrolled in a given level of education regardless of age expressed as a percentage of the population in the theoretical age group for that level of education. Gross enrolment rate include students who are not in a scholastic year appropriate to their age due to late enrolment and/or failure to progress to the appropriate school year.
Net enrolment rate	The percentage of students in a theoretical age group who are enrolled expressed as a percentage of the same population.

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