

# Country WID Profile

## (Papua New Guinea)

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The information presented here was gathered from on-site sources, and therefore JICA is not responsible for its accuracy.

Abbreviations  
(Papua New Guinea)

ADB	Asian Development Bank
APEC	Asia Pacific Economic Cooperation
AusAID	Australian Agency for International Development
BCG	Bacillus Calmette-Guérin
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPR	Contraceptive Prevalence Rate
DOE	Department of Education
EDAW	Law Against Discrimination and Abolition of Women
GDI	Gender Development Index
GDP	Gross Domestic Product
GEM	Gender Empowerment Measure
GNI	Gross National Income
GNP	Gross National Product
HDI	Human Development Index
HIV/AIDS	Human-Immunodeficiency Virus/ Acquired Immuno-Deficiency Syndrome
JICA	Japan International Cooperation Agency
JOICFP	Japanese Organization for International Cooperation in Family Planning
MCH	Mother and Child Health
MOH	Ministry of Health
NCD	National Capital District
NDAL	National Department of Agricultural Livestock
NGO	Non Governmental Organization
NSO	National Statistical Office
NZODA	New Zealand Official Development Assistance
PNG	Papua New Guinea
UNDP	United Nations Development Programs
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UPNG	University of New Guinea

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# 1. Basic Profiles

## 1-1 Socio-Economic Profile

### Economic indicators source: 1)

GNI/Capita (US\$)	Growth rate of real GDP	GDP Implicit deflator	Gini index	Aid/GNI
810 ('99)	4.7% (90-99)	7.1% (90-99)	50.9 ('96)	6.3% ('99)
1,240 ('94)	1.9% (80-90)	5.3% (80-90)	NA	6.3% ('94)

Note: World Development Indicator 2001 replaced GNP with GNI in line with the 1993 SNA.

### Demographic indicators source: 1), \*2), \*\*3)

Total (millions)	% of female population	% of urban population*	Population growth rate**	Total Fertility Rate**	Life Expectancy*	
					Male	Female
5 ('99)	48.5% ('99)	17.1% ('99)	2.3% (90-99)	4.4 ('99)	55.4 ('99)	57.3 ('99)
4.2 ('94)	NA	16% ('95)	2.2% (80-95)	4.8 ('95)	56.2 ('95)	57.7 ('95)

### Public sector expenditure to sectors source: 2), \*1)

	Health	Education	Social Welfare	Defense	Others
1998	9.16%	16%	NA	10%	NA
1995*	8.3%	16.2%	0.8%	3.9%	70.8%

### Industry/GDP source: 1)

	Agriculture	Industry	Service
1999	30%	46%	24%
1995	26%	38%	34%

### Labour indicators source: 1)

total	Total No.	Unemployment Rate	Minimum wage
1999	2 mil	NA (96-98)	NA (95-99)
1995	2 mil	NA	NA

female	% of total	Unemployment Rate	Minimum wage
1999	42.1%('99)	NA(96-98)	NA
1995	42% ('95)	NA	NA

### Proportion of workers source: 1)

male	Agriculture	Industry	Service
1996-98	NA	NA	NA
1980	76%	8%	16%

female	Agriculture	Industry	Service
1996-98	NA	NA	NA
1980	92%	2%	6%

### Decision-making source: 4)

	Member of parliament	Ministries	Deputy	Managers	Technicians
1999	NA	NA	NA	NA	NA
1995	2/109	0%	3%	11.6%('90)	29.5%('90)

### Law for women

Law against discrimination and abolition of women (1993)	Law of elimination of all forms of discrimination against women
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### Ratification and signature of international law for women

Convention on the Elimination of All forms of Discrimination against Women (CEDAW)	Signed in 1995, not ratified
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### Policy of WID

The National Policy of Women (1991)	Encompassing national policies including social development, youth , education, NGO, population and health policies
The National Women's Development Plan (1992)	Upgrading female status

### Governmental organization of WID

National Council of women and Department of Welfare and Social Development, Women's Division	Government organization
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### References

- 1) World Development Report, World Bank
- 2) Human Development Report, UNDP
- 3) The State of the World's Children, UNICEF

## 1-2 Health Profile

### Expansion of health service source: 1), \*2)

No. of physicians (per 1,000 people)	No. of Hospital Beds (per 1,000 people)	Public expenditure on health* (% of GDP)
0.1 (90-98)	4.0 (90-98)	2.5 ('98)
0.1 ('80)	5.5 ('80)	3.1 ('90)

### Child health source: 3)

	Mortality Rate		% of the vaccinated (1-year-old children)				
	Infant (per1,000)	Under-5 (per1,000)	BCG	DPT	Polio	Measles	
1999	79	112	97-99	70%	56%	45%	57%
1995	67	95	92-95	78%	50%	55%	63%

### Family planning source: 3), \*1)

Contraceptive prevalence rate	Births attendance rate	Maternal mortality rate (per100,000)*	Age at first marriage (years old)	Total fertility rate
26% (95-00)	53% (95-00)	370 (90-99)	NA	4.4('99)
4% (90-96)x	20% (90-96)x	NA (89-95)	NA	4.8 ('95)

### HIV/AIDS source: 1)

% age 15-49	Women (No.of age15-49)
0.22% ('99)	2,600('99)
NA ('95)	NA ('95)

### Nutrition source: 3)

% of infants with low birth weight	Oral re-hydration therapy use rate
23% (95-99)x	35% (95-00)
23% (90-94)	NA (90-96)

### Community health service source: 3)

	Access to safe water		Access to adequate sanitation	
	urban	rural	urban	rural
1999	88%	32%	92%	80%
90-96	84%	17%	82%	11%

## 1-3 Education Profile

### Commitment to education source: 2)

Education system (years)		Public expenditure on education (as % of)	
Compulsory	Primary	GNP	gov. expenditure
NA	6	NA(95-97)	NA(95-97)
		NA(85-87)	NA(85-87)

### Adult literacy rate source: 2)

	Total	Male	Female
1999	63.9%	71.4%	56.0%
1995	72.2%	81.0%	62.7%

### Enrollment ratio source: 3), \*2)

	Primary education (Net enrollment ratio)		Secondary education (Gross enrollment ratio)		Higher education (Gross enrollment ratio)*			
	Male	Female	Male	Female	Male	Female		
95-99	79% <sub>x</sub>	67% <sub>x</sub>	95-97	17%	11%	94-97	4%	2%
90-95	79% <sub>x</sub>	67% <sub>x</sub>	90-94	15%	10%	90-95	NA	NA

### Female ratio of higher education

	Education	Humanities	Social Sciences	Natural Sciences, Engineering	Medicine
1999	NA	NA	NA	NA	NA
1995	NA	NA	NA	NA	NA

## References

- 1) World Development Report, World Bank, 1996, 1997, 2001
- 2) Human Development Report, UNDP, 1996, 1997, 2001
- 3) The State of the World's Children, UNICEF, 1996, 2001

x:indicates data that refer to years or periods other than those specified in the column heading, differ from the standard definition, or refer to only part of a country

## **2 General Situation of Women and Government Policy on WID/Gender**

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

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

- 1) The culture, life and language are quite different from regions and tribes. PNG is ranked as a middle-income country but most of the people lead a life of self-sufficient.
- 2) Women in PNG tend to be marginalized politically, economically and socially.
- 3) The blood and shared territorial bonds called “One talk system” are very tight.
- 4) Customs and traditions slow down the advancement of women’s rights and development.
- 5) Because of drinking, urbanization and western influence, women are often targets of violence and sex crime.

#### **[General situation]**

The territory of Papua New Guinea is 463,000 km<sup>2</sup>. It is 1.2 times as large as Japan but the population is a little over 5 million (5,130, 000) and population density is only 11.1 /km<sup>2</sup>. The geographical features are complicated and it is quite difficult to access to the high land area and distant islands. The culture, life and language are quite different from regions and tribes and it is estimated that there are over 500 tribes and 700 different languages in the country. Most families survive through the ‘One Talk System’ (Wantok System in Pidgin. The Wantok System refers to those who speak the same language.)

With a GNI of US\$810, Papua New Guinea is ranked 122 among 162 countries in the Human Development Index (UNDP, 2001). This classifies PNG as a middle-income country. But most of the people lead a life of self-sufficiency and only 20% of total population earns cash income. Gender related Development Index or GDI were 0.530, which ranked 110 out of 146 on GDI scale (GEM was not shown, UNDP, 2001).

#### **[Present situation related women]**

The constitution of PNG calls for equality in relation to human development. However, in reality, women in PNG tend to be marginalized politically, economically and socially. There are significant disparities in the social and economic interactions in regions of the country. For instance, in the East New Britain and the New Ireland Provinces, the land is inherited through maternal relations and some women get the cash income or get the outcome of their work. But this is extremely rare in the country. In the other regions, because of the restriction of traditional custom, females cannot enjoy these benefits and the social economic status of women is quite low.

Traditionally, PNG is the big family society and having many children is regarded as fortune. Consequently, there are many family members and the total fertility rate is high as 4.4 (UNICEF, 1999). Rural women tend to have more children compared to urban women. This is because:

- 1) Rural women do not have access to Family Planning Clinics/Facilities and Measures,
- 2) Customs and Traditions set unlimited number of children that a couple should have,
- 3) Majority of the females in the rural areas are illiterate,
- 4) To help farm the land. That is, more children would make it easier to farm and grow big

gardens for own consumption and to sell.

Infant Mortality Rate (IMR) in urban areas is 34 per 1000 live births, compared to rural areas with 87. IMR is high in provinces that have low female literacy rates. Female literacy rate is estimated to be about 63% on national average.

#### **[Relationship within family and society]**

Family bonds are tight, and kinship is consolidated by the value system of the community. These bonds are significant in the society, and are characteristics of the 'Wantok System'. This represents the spirit of helping each other. These social relationships (big family and regional community bonds society) have been changing in the process of urbanization and modernization. For example, the dispute on money occurs as the result of the infiltration of monetary economy.

#### **[Traditional custom for women]**

Customs and Traditions slow down the advancement of women's rights and development. For example, according to some customs it is compulsory for young women to marry earlier into their young adulthood. This as a result, prevents young girls to further advance in education and job opportunities. Additionally, in most cases, women are forced to marry so that the family can get some form of bride price or to strengthen relationships with other clans etc. Such situations prevent women from building career paths for themselves.

#### **[Poverty]**

Women suffer from Poverty, illiteracy and low status. About 41% of the rural population and 16% of the urban population must be considered poor (based on upper poverty line). The rural poor account for 93% of the country's poverty. The Government has introduced and it has been implemented by NGOs the Poverty Alleviation Project or the Targeted Community Development Project.

#### **[Impediments to transportation, communication and housing facility]**

Access to fast, reliable and affordable transportation is extremely difficult in the rural areas. There are a lot of difficulties especially in terms of having access to good communication systems and appropriate technologies. Women traveling along the high way are vulnerable to violence. Most women cannot travel alone for security reasons.

Access to affordable house is also difficult for women. One reason may be that customs, colonial attitudes and religion prevent women from owning their own homes. Furthermore, violence is another reason that prevents women from owning their own homes. This is especially true in the case for young women.

The 1990 census estimates that 80,455 urban dwellings were occupied by citizen households and 44% owned by the occupants. Churches, NGOs and government usually provide housing for females in urban areas.

#### **[Violence against women and human rights issue]**

It was not until the World War II that people started drinking. Colonial rule prevented alcohol consumption by the locals. Urbanization and Western influence have had a great impact on the society. Because of these influential factors, women are often targets of

violence either at homes (domestic violence) or at work, school, or on the streets.

Women are also often sexually harassed at work. Because sexual harassment is new to the society, and is considered as a shameful act, most women do not report the incidents to the police in fear of losing their jobs. Sex crimes are on the rise. Violence prevents women from education, thus women are not able to pursue career paths. About 70% of married women has been beaten by their husbands. Women do not report the incidents to the police. One reason may be the fact that women are not aware of their legal rights or that they are afraid of their husbands or their relatives.

In most cases, domestic violence against women is justified if she has offended her husband. The principle of bride price further supports this. Because some form of bride price has been paid, the husband feels that he is a liberty to do anything to the wife. This view is supported greatly if the village courts hear such an act of violence. Thus, the ruling is normally in favor of the men because in most cases, customs usually prevail.

Marital problems usually result in domestic violence that in most cases women tend to be the victims. Even though the Law Reform Commission in 1991 made some recommendations to address the issue of domestic violence, this has not been systematically implemented yet.

## 2-2 Government Policy on WID/Gender

### Government Policy on WID/Gender

- 1) The National Women's Development Plan (1984) identified 4 main goals and the National Policy for Women (1991) encompass 6 policies.
- 2) The 1995 Platform for Action focuses on establishing and enhancing the status of females and 10 important issues are determined.

#### [Background]

In the 1970s, key government agencies and departments designed policies and programs, which were aimed toward integrating women into National Development Issues. The brief history of National Policy, Ratification and Signature of International Law for Women are as follows:

- The National Development Strategy (1976)
- The National Women's Development Plan (1984)
- The National Policy for Women (1991)
- The National Women's Development Plan (1992)
- Law Against Discrimination and Abolition of Women or EDAW Law (1993)
- The Convention on the Elimination of all Forms of Discrimination Against Women or CEDAW (1994). Papua New Guinea ratifies the CEDAW.
- UN's Fourth World conference on Women in Beijing (1995)

#### [National women's development plan]

The National Women's Development Plan (1984) identified 4 main goals and listed it as the 5 years of management plan. The four goals aim to:

- 1) Reinforce the institution in charge of women's development,
- 2) Send female representatives to all decision-making level and collect female's needs and concerns,
- 3) Secure that the policy and law system support females needs and concerns, and
- 4) Mediate between governmental organization and grass-rooted organization, which seek to upgrade the life of women and their family.

The National Policy for Women (1991) encompass the following policies:

- 1) Social Development Policies for Social Services,
- 2) National Youth Policy,
- 3) Special Education Policy,
- 4) National NGO Policy,
- 5) Population Policy, Educational Policy, and
- 6) National Health Policy

#### [The 1995 platform for action]

The Copenhagen Declaration and Program for Action for Social Development of 1995, was integrated into Government strategies pertaining to Health, Education, Environment and the Development of Women. The government in conjunction with non-government organization and individuals, especially women groups presented a document 'The PNG Platform for Action: A decade for Action for Women Towards National Unity and

Sustainability 1995-2000'. Almost all Government Departments, NGOs and other agencies consult each other when attempting to deal with gender and women's issues. The 1995 Platform for Action focuses on establishing and enhancing the status of females. This Platform is the foundation upon which all women's programs, issues, strategies etc based.

The document, which emphasizes the participation of women and also addresses the critical areas that concern women, determined 10 important issues listed below.

- 1) Health
- 2) Education, Training and Literacy
- 3) Promotional Function for upgrading female's status and shared Decision-Making
- 4) Economical Empowerment and job opportunities and conditions
- 5) Legal and Human Rights (peace and national unity and violence)
- 6) Culture, Family and Tribes
- 7) Transportation, Water, Shelter and Communication
- 8) Agriculture and Fisheries
- 9) Environment and Development
- 10) Sustainable Development and Poverty

## 2-3 National Machinery

### National Council of Women and Department of Welfare and Social Development, Women's Division

- 1) In 1975, the National Council of Women was established as a national institute for upgrading females' status.
- 2) The Women's Division was created as a public organization in the former Department of Home Affairs and Youth in 1983 to improve and develop the status of women and to encourage the linkage between state government officials and the women's organization including NGO's.
- 3) UNFPA has been acting in funding gender-oriented projects, and women's groups and church's are also significant in assisting aid agencies.
- 4) Socio-cultural factors prevent women's participation in national politics.

#### **[Background]**

In 1975, the National Council of Women was established and this organization was acknowledged in the Assembly in 1979. The family related law and the law on working condition for women are enacted.

In 1982, the seminar was held and the programs for female started. The Women's Division was created as a public organization in the former Department of Home Affairs and Youth (the present Department of Welfare and Social Development) in 1983.

#### **[Organization]**

The National Council of Women and the Women's Division, Department of Welfare and Social Development are the organizations tasked with the responsibility to improve and develop the status of women in PNG. These organizations are to implement the National Women's policy and address issues in the Papua New Guinea Women's Platform. Under the national organization, there are activities of provincial governments.

The National Council of Women was established with aims to: 1) Encourage and promote the participation of females' in every sector, 2) Conserve traditional values, 3) Establish systems on family and marriage, and 4) Promote development for all women.

Meanwhile, the Women's Division of the Welfare and Social Development emphasizes the linkages between state government officials and women's organization including NGO's. The division previously focused on training, finance and networking. Currently, the division is managing the Fishery Project and the National Credit Plan.

#### **[The women empowerment projects]**

Projects implemented by aid agencies are significant as they provide and promote the advancement of women in different sectors. So far, UNFPA has been instrumental in funding projects that are gender oriented. One initiative of UNFPA namely the "Family Life Education and Development", commenced in 1990 started its second phase in 1996 and will continue to train community women leaders and government officers. "Women's Role Models" is another initiative of UNFPA that will act as an initiative for high school students, especially young high school girls.

Women's groups and church's are also significant in assisting aid agencies. The Papua New Guinea Women's Credit Project is significant as it promotes and assists the economic activities of women. It was established in 1995 and is coordinated by the Department of Welfare and Social Development, Women's Division, National Women's Council and community groups.

**[Political Environment]**

Women's participation in national politics is prevented by socio-cultural factors. Politics is usually regarded as a man's game. In the 1987 General Election, from a total of 18 women candidates, none were elected. However in the 1997 elections, from a total of 55 female candidates, 2 were elected. But this is still a small proportion of women elected compared to 107 male members.

There are still hindrances to women's participation in national politics. Violence, colonial attitudes and customs prevent women from participating effectively in politics. However, the government lacks mechanisms to effectively advocate and implement the rights of women.

### 3. Current Situation of Women by Sector

#### 3-1 Education

##### Education

- 1) The GNP per capita of PNG regarded as an intermediate income country, but the educational indicators are lower than lower income countries.
- 2) Female illiteracy is very high and the disparity between female and male is large. Hence, the Updated National Education Plan emphasizes equal participation of gender.
- 3) The National Educational Plan (1994-2010) set up two main goals; to provide high quality educational opportunity for all, to reform the educational system.
- 4) Illiteracy rate in PNG is high compared to other South Pacific countries, however the literacy rate has improved recently due to the reforms.
- 5) There are disparities of learning condition among regions and the female enrollment is lower than male in each educational level.

#### [General situation]

The GNI per capita places PNG as an intermediate income country, but the educational indicators is lower than lower income countries. Public expenditure is at 16% in terms of GNP (1996). The cost per student is K558 (UNDP, 1998)

There are more males than females in all levels of education. The Papua New Guinea government faces a real problem in the areas of education and illiteracy, especially for the women. Major problems include: 1) the high female illiteracy rates, 2) the low number of females enrolled in schools. It is important that the government implements policies that concentrate on women's illiteracy.

Due to security reasons, female enrollment numbers as well as the number of female teachers are limited in the remote areas. There are disparities of female enrollments and the number of female teachers in the different regions. For example, more females are enrolled in the New Guinea (Niugini) Islands region compared to Western and Gulf provinces in the Southern Region.

In rural areas, most parents are reluctant to send their daughters to schools. The increase of violence and alcohol consumption are reasons that prevent females from entering schools or leaving their homes. In addition, most parents prefer to send boys to school rather than the girls. This scenario is evident in towns as well as in the rural areas. Parents need their daughters to look after the family.

#### [National educational plan]

The government places its emphasizes on education as a way of providing opportunities for females. The National Education Plan for the period from 1994-2010 has two main objectives: 1) to provide high quality educational opportunity for all, 2) to reform the educational system. This Plan also has the two goals: 1) achieving primary education to grade 8 by increasing literacy rate to 80% from the present 45%, 2) increasing the transition rate from primary school to secondary school by 50%. The National Education Plan sets out the student to teacher ratios for: 1) Elementary Schools as 40:1, 2) Primary Schools as

32:1, 3) Secondary Schools as 12:1.

Under the National and Beijing Action Platform, certain areas are identified. These areas have been addressed by some projects such as 1) Elementary, Primary and Secondary Teacher Projects, 2) Basic Education, Infrastructure and Curriculum Materials Production Project, 3) Curriculum Reform and Infrastructure Project.

The Updated National Education Plan emphasizes equal participation of gender. It is hoped that the participation of females in these areas will increase by 50% as set forth in the National Education Plan of 2000–2010. This should in turn increase the enrollment status of females and female teachers. The Department of Education has made more positions available for female teachers. The greatest achievement lies in the draft, Gender Equity in Education Policy. It is now tabled with the Top Management Team of the Department.

#### **[Literacy education]**

Illiteracy rate in PNG is high compared to other South Pacific countries. Estimated that 2 million youths aged between 13 and 34 years were out of education system according to the Department of Education (Post Courier, September 27, 2001). The disparity of the literacy rates of males who can speak English is 33.6% compared to 24.1% for the females. There are disparities amongst regions, for example adult literacy rate along the Southern Region is higher compared to the Momase Region.

There are 2,500 literacy schools called “Tok Ples Schools” (pre-school 3R’s education taught in local dialect) with 90,000 pupils (UNICEF, 1996). Adult Literacy Rate at age 15 and above was 63.2% in 1998. It has now increased due to the Reforms as the Youth Literacy Rate at age 15-24 is 74.7% (PNG Human Development Report, 1998).

#### **[Primary and secondary education]**

The National Gross Enrollment Ratio for elementary is 90.5% and Primary school accounts for 80%. The National Gross Enrollment Rate for Secondary schools is extremely low with 9.2%. Combined primary, secondary and tertiary Gross Enrolment Ratio in 1997 was 33% for females and 40% for males.

National average of student to teacher ratio is: 1) 40 for elementary schools, 2) 32 for primary schools, 3) 12 for secondary schools. The National Capital District has a high ratio of student to teacher in primary schools ( 42:1 ) compared to West New Britain and Gulf Province with 25 students.

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

As higher educational institute, there are University of PNG, Institute of Technology and Teacher Education College. The remote education is spread out and there are 23,000 students as new enrollments in 1993 (UNICEF, 1996).

There are well over 100 Vocational Centers in PNG. Female Trainees account for 30% of the trainees in the vocational centers. Churches and Aid Agencies run a lot of these vocational schools.

### 3-2 Health

#### Health

- 1) Major diseases are pneumonia, malaria, epidemic enteritis. The infectious diseases dominate as the major causes of death.
- 2) The National Health Plan is aimed at improving particularly the health of women and children.
- 3) Papua New Guinea ranks at the bottom world wide for access to clean and safe water.
- 4) Out of 35% of under 5 children are regarded as the malnourished. Nutritional status for children and mothers is a big issue.
- 5) Contraceptive prevalence rate is 26%.
- 6) It is estimated that 8.2% of the population in PNG are infected with HIV/AIDS.

#### **[General situation of medical health]**

Total Fertility Rate is 4.4 (UNICEF,2001). Infant mortality rate for urban areas is 34 compared to rural with 87. Under 5 mortality rates is 46 (urban) to 112 (rural), respectively. Women aged 20-25 years old often have lower weight than average because women at that age group bear more children than the other age group.

Malaria cases per 100,000 people is 847 (1997). The rate of pregnant women with anemia is estimated to be at least 40%, but actual figure could be as high as 80% (UNICEF) . Prevalence of anemia in total female population is estimated to be 90% in the low land areas. Antenatal coverage ranges from 69% in 1990 to 72% in 1995. About 49% of deliveries are medically supervised. Causes of maternal death include severe bleeding after delivery, infection of reproductive organs, prolonged labor and anemia.

The vaccination is still a big issue in PNG because the percentages of vaccinated infants are still low, and has not improved during 1990s. The percentage (average of 1997-1999) was 70% for BCG, 56% for DPT, 45% for polio and 57% for measles (UNICEF 2001).

#### **[Disease and the cause of death]**

Major diseases are pneumonia, malaria, and epidemic enteritis. These diseases dominate 40% of all diseases. Major causes of death are pneumonia, perinatal mortality, epidemic enteritis, malaria, meningitis and tuberculosis. The infectious diseases dominate more than 50% of all disorders (information data sheet, 1995). Major causes of children's death are pneumonia (the first), malaria (the second), and next meningitis and diarrhea follows (UNICEF, 1996).

#### **[Access to medical health]**

According to the geographic features in PNG, the access to the medical services is quite restricted in mountains and remote islands. For example, the location of hospitals and medical workers are very limited, these factors create the difficult situation for pregnant women to be taken care of. In the rural area, the accessibility of sanitation is only 11% and that of safe water is 17%. Restriction factors are as follows: 1) Limitation of national budget, 2) Lack of medical workers, 3) High cost of accessibility because there are so many remote areas.

In some rural and remote areas, the medical cares still depended on the churches or Western NGO's. There are some other social obstacles for women to prevent from the medical access. Those are the social structure such as traditional custom and low status of females.

#### **[The number of workers in medical health]**

There are four main types of health workers in PNG: 1) doctors, 2) nurses, 3) community health workers, 4) health extension workers. It is estimated that the number of workers in medical health is about 12,000-13,000 in PNG. Doctors and dentists: 4.8%, nurses: 26.6%, regional health workers and regional medical center nurses: 44.4%, medical assistants: 11.9%, other workers: 12.1% (UNICEF, 1996).

Health extension workers are usually found in rural areas. Although population per doctor is relatively high in rural areas. It is estimated that the medical doctors do not visit 75% of the national health facilities.

Dual Government Health Structures have posed problems for health services because they lack: 1) Management Skills, 2) Research in Priority Areas, 3) Planning, Evaluation and Monitoring of the health system.

#### **[National health plan]**

The National Health Plan of 1996-2000 focuses on five priority areas. The Health Plan aims to: 1) Increase services to the rural majority, 2) Expand health promotion and preventive health measures, 3) Reorganize and restructure the national health system, 4) Develop medical staff/personnel, and 5) Maintain investment in the infrastructures in the health sector.

The National Health Plan's focus is aimed at improving the health of Papua New Guineas, concentrating particularly on women and children. Its policy includes:

- 1) Improving accessibility and availability of resources and services for the people,
- 2) Affordability of reproductive health and services,
- 3) Controlling sexually transmitted diseases,
- 4) Improving maternal, infant and child health.

Government expenditure to health in terms of GDP (%) is 9.16% (1997). Women's reproductive health is the main issue in gender. In 1990, 50% of women were of childbearing age.

Although the Public Health Preventive Programs are in place for all provinces, they lack the necessary funding to effectively implement the programs. Health sector expenditure was approximately K160 million per annum (1990). It has declined since then due to the country's weakening economy.

#### **[Water and sanitation]**

Papua New Guinea has bountiful water resources but ranks at the bottom world wide for access to clean and safe water. About 24% of the population has access to safe water and 83% have access to sanitation and about 40% of all settlements are connected to main water. Out of total citizen household, 60% of them use electricity, whilst 30% use kerosene.

Water problems lead to diseases such as gastroenteritis, typhoid, and hepatitis especially in the urban areas. The rural population is worse off since they have little knowledge over hygiene. Water hauling is still practiced by the women in rural areas. The Water and Sanitation Committee was set up by the former Department of Finance and Planning in 1991 to address these problems.

### **[Nutrition]**

The Governments Nutrition Policy accommodates the needs and concern of women related to food production, food and nutrition. Moderate to severe protein energy malnutrition due to food taboos affects most women. Females cannot eat appropriately and frequent pregnancy is one of the causes to make the females' nutritive condition worse.

Out of 35% of under 5 children are regarded as malnourished (UNICEF, 1997). The ratio of under 5 with severe underweight (less than 60% of average weight); State figure: West Sepik State: 3.8% (highest). Western State and Central State follows after. Regional figure: Kaintiba, Western State: 69.9%, Lumi, Western State: 68.2%.

### **[Family planning]**

Contraceptive Prevalence rate is (CPR) 26%. About 214,000 of people use contraceptive methods, with 30% of men using condoms and 28% of women using the pill and Depo-Provera. Religion and customs prevent the use of contraceptives. In rural areas, women bear more children to look after the land and family.

Most of the people get the family planning information through MCH Clinic (urban: 68%, rural: 57%). Other information sources are from friends (rural: 28.5%), school (20.4% urban and secondary education) (research by the statistic bureau, 1995).

In PNG society, to have children is an important motivation of getting married. There is still a custom of polygamy remained in many regions, if a husband finds a woman he married is barren, he can get married to another woman. This custom means the conservation of species but also has an influence on mental mainstay for women. Health and giving birth for female are mixed by many factors such as tradition, custom, religion and status in each region. Therefore, special consideration is needed (UNICEF, 1996).

### **[HIV/AIDS]**

HIV/AIDS cases are about 4,581 with 3,428 cases of HIV and 1,153 cases of AIDS. It is estimated that 8.2% of the population in PNG are infected with HIV/AIDS. Among the HIV infected patients, 84% of women and 53% of men are under 34 years old.

The predominant mode of transmission is through heterosexual intercourse where it is estimated that 90.9% of the people are infected. Another common mode of transmission is per natal. Practice of polygamy also increases the spread of HIV/AIDS. Women are biologically and socially vulnerable to HIV.

The increase of alcohol consumption has led to increase in the figures of HIV/AIDS. The cash economy is not favorable to women. Most men are employed in the formal employment sector compared with women. This, as a result has at times, forced women

especially in the urban areas to lean to prostitution to feed their families. This further adds to statistics of HIV/AIDS.

### 3-3 Agriculture, Forestry and Fisheries

#### Agriculture, Forestry, Fisheries

- 1) Women play an important part in agriculture since about 80% of the women participate in food processing activities and contribute to 50-70% of agriculture labor.
- 2) Because 95% of the land in PNG is under the customary land-ownership, credit to women is limited since men mostly own land.
- 3) Some projects were initiated in 2000 to finance women's participation to promote their role in agriculture.
- 4) The Government hopes to create opportunities for both men and women for long-term development, but most women in PNG do not own land and this makes it difficult for women to participate effectively in forest development issues.
- 5) Women are responsible for 25% of annual catch weight of fish and 27.3% of females are engaged in fish farming compared to 26.2% of males.

#### **[General Situation]**

Employment in the Agriculture, Forestry and Fisheries sector accounted for over 4,000 females compared to some 30,000 males. But women spend more time in terms of labor compared to men. It is estimated that women contribute to 50-70% of agriculture labor. This means that more women are engaged in agricultural activities.

Agriculture is one of the most important sectors in PNG as employment and income. Women play an important part in agriculture since about 80% of the women participate in food processing activities. Women also dominate an important role not only as the producers of crop for self-consumption but also the worker in the cultivation of cash crop and marketing. PNG is blessed with natural environment and people still continue to cultivate in the way of traditional farming like slash-and-burn agriculture.

#### **[Land-ownership]**

Because 95% of the land in PNG is under the customary land-ownership, credit to women is limited since men mostly own land. The types of land-ownership vary. For example; 1) succession for the tribe or family line, 2) owed by the one who has been cultivating or living for a long time without registration, 3) succeeded after the marriage, inheritance and land trade.

Each region and village has its own ownership-methods. Because of this background based on the complicated society system and traditional value system, the feuds on land-ownership or the problems of payment always happen. In PNG, there are two systems for succession of the land: 1) the paternal society: females can use the land through the marriage but have no land-ownership like males have, 2) the maternal society: land-succeeded to daughter by mother.

#### **[Women's participation in agriculture]**

Certain projects were initiated in year 2000 to finance women's participation in agriculture to promote their role in PNG. Some technical support is provided by aid agencies in the country. Micro-finance and employment projects are also provided by aid agencies. For example, the micro-finance and employment projects implement by TBA for the year 2000

to enhance rural participation. It should particularly benefit the women.

The National Council of Women as well as aid agencies establish links to promote the participation of women. This includes providing credit scheme assistance to improve the system of training and promotion. Men have direct ownership of land, thus making it difficult to access credit schemes for women.

Culture, religion and past colonial attitudes have also had impact on the advancement and participation of women, for example, wives of male harvesters of oil palm in West New Britain are not directly paid since in most cases husbands and wives harvest is combined. When more women are involved in agricultural activities, there is a tendency to neglect their children and in most cases children are left to cater for their own needs whilst the women are away.

### **[Forestry]**

The 1996 National Forest Policy laid before Parliament deals with business issues. The Plan, however, does not include women's needs. Most women in PNG do not own land and this makes it difficult for women to participate effectively in forest development issues. Most women are affected by logging but the sad setting is that most of these women do not participate in discussions that relate to logging and how it affects their families.

Most logging companies employ men. This has changed their views of earning their living by making them concentrate more on their wage earning jobs rather than on their traditional family roles. This as a consequence, has resulted in cases which fathers neglect their families and their long-established daily jobs. Therefore, women are left to look after the family, and in most cases they often work long hours to raise their families

The Government strategy pertaining to the Environment and Natural Resources calls for awareness on sustainable development. National Forestry and Conservation Action Program aims to address issues concerning sustainable development and helps landowners through the Land Owners Awareness Project.

### **[Fisheries]**

Women are responsible for 25% of annual catch weight of fish. They are also responsible for small-scale fisheries processing in terms of labor. In 1990, it was estimated that 27.3% of females are engaged in fish farming compared to 26.2% of males.

The Woman in Fisheries Development Project was established in 1989. The project addressed issues relating to education and training for harvest technology skills. The Department of Welfare and Social Development works closely with the National Fisheries Authority. The South Pacific Forum also supported the Women in Fisheries Development Project, but funding was withdrawn in 1994. By then, 800 women had trained and a seeding fund was established (UNICEF, 1996). In 1996, the National Fisheries Authority developed a new management plan, called the Five-Year Plan for Women in Fisheries Development Program in PNG 1996-2000.

### 3-4 Economic Activities

#### Economic Activities

- 1) There has been a rapid increase in the number of women in monetary activities, from 6.2% in 1966 to 32.6% in 1990 (NSO, 1994).
- 2) Women take care of the vegetable gardens and produce 80% of food but female dominates only low percentage of wageworkers.
- 3) Traditionally, females are engaged mainly in education, secretary, office work and service sectors. The administration and management positions are only a few.
- 4) Women engage in the production of agricultural products, small-scale goods such as clothing, foot wear and the sale of hand crafts in the manufacturing sector.
- 5) In mining sector, women usually fill up positions that are mostly clerical, secretarial and unskilled jobs.

#### [General situation]

Most of the people in PNG lead a self-sufficient life and are engaged in agriculture related jobs (79% of employees, UNDP Statistics, 1990) like the plantation of coffee or cocoa. The opportunities are quite limited to earn money except agricultural sector. Recently, the development of forestry and mining industry is prospering, these industry absorb only few employees. According to the National Statistical Office's (NSO) data of 1994, there has been a rapid increase in the number of women in monetary activities, from 6.2% in 1966 to 32.6% in 1990 (NSO, 1994).

The ratio of female wageworker is only 4% and the participation rate in the fundamental industries (mining industry, lumber industry, petroleum industry etc.) is low in particular (JICA, 1995). In the private sector, the wageworkers in urban is 20% and 16% in rural (Betty, 1997). For the rest of wageworkers, 7% is from the industry sectors and 14% from the service sectors. The participation pattern to economic activities for females are as follows: 1) 60% of female above 10 years old are doing economic activities, 2) Female dominates 50% of workers engaged in agriculture, 3) Female dominates only 18% of wageworkers.

Among females' economic activities, the most is dominated by the agricultural activities in the rural area. There are 606,958 females engaging in agriculture, and 662,786 for males according to the census in 1990. Women take care of the vegetable gardens from long time ago and produce 80% of food. Nevertheless, there are few female agricultural extension workers. Females also sell the agricultural products in the informal sector. But unemployment rate in the rural area is 49% (including invisible unemployment) (Betty, 1997).

#### [Participation in economic activities]

Traditionally, females are engaged mainly in education, secretary, office work and service sectors. The administration and management positions are only 13%. The public sector absorbs female employees the most but only few women get the positions as the higher officials. Among the ministers, only one female works as a head of ministry.

The Investment Promotion Authority (IPA) has assisted women entering business. The

IPA works closely with the Small Business Development Corporation that assists women with loans facility for starting small business. Papua New Guinean women have also participated in the APEC meetings. It has influenced the development of the Papua New Entrepreneur Women's Association. The business activities within the APEC have increased as more women participate.

### **[Manufacturing]**

Manufacturing sector saw some 15,000 males employed compared to the females who accounted for less than 4,000 (1997). A high proportion of women are concentrated in areas where labor is intensive. This in itself benefits the women. Women engage in the production of agricultural products, small-scale goods such as clothing, foot wear and the sale of hand crafts.

Manufacturing is usually in the urban areas, this explains the reason for the increase in female employment compared to mining. Most women in urban areas have formal education. This enables them to find employment in the manufacturing industries.

### **[Mining]**

Although the 1995 National Plan of Action outlined at least 10 critical areas for women's advancement, it has indirectly excluded women's participation in the mining sector. Social impact studies carried out by various groups have addressed issues concerning the impact of mining activities to the environment, but it has done little to address women's problems relating to their roles in the community.

In 1990, about 3,390 men were employed in mining and quarrying compared to 152 females. The employment rate for males has increased in the mining sector compared to the employment rate of females. Women usually fill up positions that are mostly clerical, secretarial and unskilled jobs. Few women are trained for mining activities. Customs and traditions are usually the main reasons why women do not participate in mining activities. Women usually accommodate views given by the men. This explains why more men are employed compared to women.

Government Policies are usually interpreted for expatriate employees as they are qualified. Women who work in the mine sites are vulnerable to social and biological disadvantages. Mining can decrease women's chances of having children. When women are exposed to dangerous chemicals, it becomes life threatening. Further complications can arise during childbirth. Thus local women form women's groups to address issues that concern their well being in the society.

#### 4. WID/Gender Projects

Project/Programs	Implementing Agency	Donor	Duration	Budget (1,000US\$)	Gender-related Issues/contents
<b>Women/General</b>					
Gender (Phase III)	Royal PNG Constabulary	AusAID	2000	Unknown	Women's position in the police force in relation to men
<b>Education</b>					
Gender Equity in Education	DOE	AusAID	1999-2001	1.8	To support women's access to education, skills, training and work
<b>Health</b>					
Women's and Children's Health	MOH	AusAID	1998-2002	40,000	Improve health of women and children
<b>Agriculture, Forestry and Fishery</b>					
Women in Agricultural Development	NDAL	NZODA	2000-2003	1,068	To promote role of women in agriculture
<b>Economic Activities</b>					
Micro finance and employment	TBD	ADB	2000-2004	15,000	Enhancement of rural economy and employment
Employment Oriented Skills Development	DOE/DNPN	ADB	2000-2005	39,000	To increase availability of short-term employment with skill training

## 5. WID/Gender Information Sources

### 5-1 List of International Organizations and NGOs Related to WID/Gender

	Name and Specialty	Past Records (Project, etc.)	Report and Writing	Contact Address
<b>International Organization</b>	The World Bank		Gender Analysis in Papua New Guinea (1998)	JICA Office Port Moresby
<b>Government Organization</b>	National Fisheries Authority and Marine Resources	2001~2006 Gender Development in Fisheries		PO Box 165 1 <sup>st</sup> Floor, Investment Haus Konedobu, NCD Tel: 321 2643 Fax: 321 7260/320 130
	Department of Environment and Conservation	Participated within NPP, touching issues (indirectly) regarding gender (1999)		PO Box 6601, Boroko, NCD Tel: 323 1035
	Department of National Planning and Monitoring		National Population Policy 2000-2010	Vulipindi Haus Waigani, NCD Tel: 328 8302 Fax: 328 8349
	Women's Division Department of Home Affairs	A Country Report on Implementation of National and Pacific Platform (2001		PO Box 7354 Boroko, NCD Tel: 325 4405 Fax: 325 1230
<b>Research Institute</b>	National Research Institute	Women and security in Port Moresby (1999)	Fiona Hukula (1999)	PO Box 5884 Boroko, NCD Tel: 326 0300
		Monograph No. 35 Traditions and Modernization in Gender Roles	Berit Gustafsson 1999	
<b>NGOs</b>	National Council of Women	Lily Tua		PO Box 154 University, NCD Tel: 326 1315

## 5-2 List of Reports and References Related to WID/Gender

Title	Publisher	Year	Where to get
<b>General</b>			
Changing gender roles in PNG	Orovu Sepoe	2000	UPNG (Politics Department)
Report on the international seminar on women in development	Institute for International Cooperation	1991	JICA Office (Port Moresby)
<b>Education and Training</b>			
An Overview of Education Development in PNG	JICA	2001	JICA Office (Port Moresby)
<b>Health and Medicine</b>			
New challenges in women's health and employment	JOICFP	2001	JICA Office (Port Moresby)
Micronesia: Step in the right direction	Pacific Aids Bulletin	2001	JICA Office (Port Moresby)
<b>Agriculture, Forestry and Fisheries</b>			
An Overview of Agriculture and Livestock in PNG	JICA	2001	JICA Office (Port Moresby)
<b>Economic Activities</b>			
Bougainville Restoration Program Update	AusAID	1999	JICA Office Port Moresby
<b>Social/ Gender Analysis</b>			
Final Report on Gender	UNFPA	2001	UNDP
Framework for the integration of women in APEC: APEC GUIDES	APEC	2000	Department of Foreign Affairs, Waigani
<b>Social Development</b>			
Promotion of Women in Vocational Training	Ute Schaffer	2001	Germen Development Service Pacific View Building, 8 <sup>th</sup> floor
<b>Others</b>			
Report on the Commission on Status of Women	Prime Ministers Department	2000	Prime Ministers Department Morauta Haus, 3 <sup>rd</sup> floor

## 6. References

JICA, 1998, Papua New Guinea: Country WID Profile, JICA

UNDP, 2001, Human Development Report 2001, Oxford University Press

UNICEF, 2000, The State of the World Children 2001, UNICEF

World Bank, 2001, World Development Indicators2001, World Bank

### ◆ Contracted consultants & interviewed people

#### Contracted consultants

Name	Position/Address
Betty Lovai	(Gender Advisor for AusAID) C/ Sociology and Anthropology Department, UPNG

#### Interviewed people

##### Government

Name	Position/Address
Vele Pat	National Fisheries Authority and Marine Resources, PO Box 165, 1 <sup>st</sup> Floor, Investment Haus, Konedobu, NCD
Jacklyn Thomas Thomas Takahu	National Research Institute, PO Box 5884 Boroko
Merilyn Kajoi	(Gender Program Advisor) Women's Division, Department of Home Affairs. PO Box 7354 Boroko, NCD, Tel: 325 4405 Fax: 325 1230

##### NGO

Name	Position/address
Mrs Livinai	(Vice President) Milne Bay Women's Council, Alotau, Milne Bay Province Tel: 641 1516
Priscilla Kare	Young Women's Christian Association of PNG, PO Box 5884 Boroko, NCD Tel: 325 2181, Fax: 325 6158

##### International Organization

Name	Position/Address
Michelle Popple	UNDP, PO Box 1041, Port Moresby Tel: 321 2877
Miriam Midiri	UNFPA, ADF House, Musgrave street, Port Moresby Tel: 321 2877, Fax: 321 3218

## **7. Definitions**

### **<Technical Terms>**

#### **Gender**

Analytical concept to clarify the social role of men and women and interrelation between them. Sex (biological) is basically impossible to change, while gender implying the role of men and women and their interrelationship is likely to change according to social notion and sense of values.

#### **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.

#### **WID (Women in Development)**

Concept of development incorporating women's participation into development processes, taking it into account that women are active agents and beneficiaries of development.

#### **Reproductive health/rights**

Health/Rights concerning sex and reproduction. To be able to live safe and satisfied sex life, and to have freedom to decide whether, when and how many children to deliver.

#### **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.

#### **Empowerment**

To empower individuals or groups in political, economical and social sense

#### **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

#### **Access and control**

Access is to be able to use resources and services for the economic activity, or to have a right to exercise them. Control is a right to decide how to manage resources and services or to own them.

#### **Reproductive activity**

Activity to "reproduce for the next generation" including to give a birth and raise the children, and to sustain the daily life, for instance, washing and cooking

### **<Indicators>**

#### **Inflation rate**

Instead, GDP deflator is used.

**Gini index**

Aggregate numerical measures of income inequality ranging from 0 to 100. A Gini index of zero represents perfect equality, while an index of 100 implies perfect inequality.

**Percentage of Women's Income**

There are no appropriate data comparable to each country. UNDP works out that the women's income is 75% of men's in non-agricultural sector.

**Total fertility rate**

Average number of children whom a woman delivers in all her life

**Under-one mortality rate**

Annual number of infants who die among 1,000 newborn babies within 1 year after the birth

**Under-five mortality rate**

Annual number of infants who die 1,000 newborn babies within 5 years after the birth

**Maternal mortality rate**

Annual number of mothers who die among 100,000 cases of delivery because of pregnancy

**Percentage of births attended by trained health personnel**

The rate of births with the help of doctors, nurses, midwives, trained health personnel, or trained traditional midwives

**Percentage of infants with low birth weight**

The rate of newborn children of which the birth weight is less than 2,500 grams

**Oral Rehydration Therapy (ORT) use rate**

The rate of using oral rehydrate salt or substitute solution for under- infants having diarrhea

**Enrolment ratio of primary and secondary school**

Total enrolment ratio (or gross enrolment ratio) is the rate of pupils going to school with no respect to school age against population at the school age. Net enrolment ratio is the rate of pupils going to school at the school age against the people at the school age.