

## Country and Government Context

Papua New Guinea (PNG) is located between the Coral Sea and the South Pacific Ocean, north of Australia and east of Indonesia. It comprises approximately 600 islands including the eastern part of the island of New Guinea. It has a population of 7.4 million.<sup>a</sup> Nearly half of the population is under 20 years old. It is a heterogeneous, largely Melanesian society with approximately 800 known languages. English, Tok Pisin (Melanesian Pidgin), and Hiri Motu are the official languages, although Tok Pisin is the most widely spoken. Over 95% of the population is Christian, with approximately one-third Catholic and two-thirds Protestant. Port Moresby is the capital of PNG.

PNG gained independence from Australian administration in 1975 but retained membership in the Commonwealth. PNG is a constitutional parliamentary democracy with a unicameral national parliament. It has four regions (Highlands, Islands, Momase, and Southern) and 22 provinces, including the Autonomous Region of Bougainville and the National Capital District. PNG is characterized by weak governance, especially in remote areas where government service delivery and effectiveness are lacking.<sup>b</sup>

The country is rich in natural resources and the economy is heavily dependent on extractive industries. Economic growth in PNG slowed to 5.1% in 2013 from 7.7% in 2012. It is however, expected to rise to 6.0% in 2014 and a record 21.0% in 2015, led by the commencement of gas exports in late 2014. In addition, while overall gross domestic product growth has been slow over the entire postindependence period, it has been quite rapid over the last 12 years, averaging 6% per annum.<sup>c</sup> During 1975–2010, the aggregate growth in gross domestic product per capita in real terms was only about 7.5%, which compares poorly to other major economies in South East Asia and the Pacific for the same period: 32% for Fiji, 50% for the Philippines, and 286% for Indonesia.<sup>d</sup> PNG has a

<sup>a</sup> ADB Basic Statistics 2014.

<sup>b</sup> 2011. Papua New Guinea Vision 2050 National Strategic Plan Taskforce.

<sup>c</sup> ADB. 2014. Asian Development Outlook – Fiscal Policy for Inclusive Growth. Manila.

<sup>d</sup> ADB. 2012. Papua New Guinea Critical Development Constraints. Manila.

## Civil Society: An Overview

The development of civil society in Papua New Guinea (PNG) has been influenced by the roles of the churches and traditional social structure. Civil society in PNG is relatively small and heterogeneous. In recent years, some civil society organizations (CSOs), both local and international, have cooperated on environmental and political issues.

The earliest form of civil society in PNG was the clan, which is still the second most important social unit after the family. Clans organize village life around a hierarchy and a set of rules. The clan is the primary identification system for individuals in PNG.<sup>1</sup> Members of an ethnic group are descendants of a common ancestor, and the diverging lines from this ancestor represent clans and subclans. The clans are egalitarian, with no chief or single leader who can speak for all. Leadership and power are fluid,<sup>2</sup> vested in those who can obtain and share wealth. The clan provides a safety net for the community and for the welfare of its members. The *wantok* (meaning “one talk,” or those who speak the same language) system reinforces the primary allegiance to one’s clan, placing the obligation of kinship, along with the expectation of reciprocity, on its members.<sup>3</sup>

Beyond the clan, many of the earliest CSOs in the Pacific were established by missionaries, who formed youth and women’s groups.<sup>4</sup> Church missionaries first attempted to bring Catholicism to PNG in 1845. This was followed by three waves of missionaries. The first wave, which included Anglicans, Methodists, and Catholics, established permanent missions in the 1890s. The second wave, which included missionaries from evangelical and fundamentalist as well as established churches, penetrated the highlands from the 1920s to 1945. The third wave of missionaries, from Pentecostal churches, arrived after 1945.<sup>5</sup>

In PNG, the churches are the largest and most prominent components of civil society, fulfilling primary service-delivery roles, particularly in health and education. They provide about 50% of PNG’s health services,<sup>6</sup> run two of PNG’s universities, and are estimated to manage roughly 40% of the primary and secondary schools.<sup>7</sup> Under PNG’s long-term strategic plan, Papua New Guinea Vision 2050, the Government of Papua New Guinea recognizes the central role of the churches in the delivery of health and education in remote areas of the country.<sup>8</sup> It is also worth noting that the Australian Aid allocated \$8.3 million to the Church Partnership Program for 2012–2013. This program was a cooperative effort including

dual economy, with a small formalized sector and a much broader informal sector which is primarily reliant on traditional subsistence farming and cash crop exporting.<sup>e</sup> The PNG liquefied natural gas project has contributed to strengthening PNG's economic performance. PNG faces a "development paradox" in that it has not yet been able to translate revenues from extractive industries into improved standards of living for the majority of its population.<sup>f</sup>

Approximately 85% of the population lives in rural areas and society is largely organized around clan-based structures. Given the country's challenging geography, with the central part of the main island rising into a ridge of high and heavily forested mountains, much of the rural areas are marked by poor infrastructure and poor delivery of basic services. PNG's Human Development Index was 0.491 in 2013, placing it in the Low Human Development group and ranking it 157 out of 186 countries.<sup>g</sup> Development challenges in PNG are numerous and include rural and urban poverty, poor educational attainment, low life expectancy, corruption, high maternal and infant mortality, gender inequality, high rates of HIV/AIDS, and widespread law and order problems. Communicable diseases continue to be the major cause of morbidity and mortality, with malaria, tuberculosis, diarrheal diseases, and acute respiratory infections at the top of the list.<sup>h</sup> PNG is also one of a handful of countries not on track to meet any of its Millennium Development Goal targets.

e See note 4.

f World Bank. 2012. Papua New Guinea: Country Gender Assessment 2011–2012. Washington, DC. <https://openknowledge.worldbank.org/handle/10986/16513>

g United Nations Development Programme. 2014. The 2014 Human Development Report — Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience.

h [http://www.who.int/countryfocus/cooperation\\_strategy/ccsbrief\\_png\\_en.pdf](http://www.who.int/countryfocus/cooperation_strategy/ccsbrief_png_en.pdf)

seven major PNG church denominations, their counterpart Australian faith-based nongovernment organizations (NGOs), Australian Aid, and the PNG government. It aims to help improve services to local communities, particularly in rural and remote areas.<sup>9</sup>

The church community in PNG is diverse, with four basic groupings: the "mainline" churches (including the long-established Lutheran, Catholic, United, and Anglican churches), the Evangelicals, Pentecostals, and Seventh Day Adventists.<sup>10</sup> Each plays a different role in civil society, with the mainline churches actively partnering with the government on service delivery and speaking out on issues of governance. The Catholic Church is the largest denomination in the mainline group, and operates most of the church-run health facilities. The Evangelical Alliance (including the Baptist and Nazarene churches, the Liebenzell Mission, and the Salvation Army) is less active in public affairs. The Pentecostals, functioning through the National Council of Pentecostal Churches, do not appear as a formal grouping in public life. The Seventh Day Adventists are seen as separate and distinct from the other churches, and have not joined the PNG Council of Churches; yet they are viewed as the church with the most political influence, as many politicians in PNG are members.<sup>11</sup>

Because the churches are responsible for a high proportion of social services in PNG, they are sometimes seen as quasi-state entities.<sup>12</sup> And they have a range of delivery mechanisms. For example, the Catholic Bishops Conference of Papua New Guinea and Solomon Islands works through Caritas PNG; the Seventh Day Adventists work through the Adventist Development and Relief Agency; the Anglican Church has a range of health and education divisions; and various churches provide services directly, under their own names.<sup>13</sup> The Catholic Church is present throughout the country, while other churches are present in just one region.<sup>14</sup>

Beyond the churches, many CSOs emerged during 1985–1995, but failed.<sup>15</sup> Some observers argue that the recent development of civil society in PNG has been encouraged particularly by overseas donors and foreign aid programs.<sup>16</sup>

A scoping study conducted by the Government of Australia in 2005 found that the civil society in PNG lacked diversity and density,<sup>17</sup> and that there was little cooperation among CSOs. PNG civil society has also been described as "embryonic."<sup>18</sup> Compared with the clans and the churches, which have played a strong role in civil society, there are few organizations based on voluntary membership (such as trade unions, cooperatives, and federations), and few tertiary-level organizations.<sup>19</sup>

Civil society in PNG today includes a range of church-run and secular organizations, as well as a variety of local and indigenous organizations. There are also many branches of international NGOs, such as Save the Children and Transparency International. CSOs are more vocal in urban than in rural areas. While broader coalitions and allegiances appear to be emerging, clan-based politics still dominate, focusing attention on local needs, and thereby inhibiting the development of a unified civil society voice.<sup>20</sup> Like the churches, civil society as a whole in PNG

is not homogenous. CSOs are active in a variety of areas, among them: community development, youth issues, gender equality, human rights, good governance and transparency, environmental protection, education and capacity building, health, family welfare and domestic violence, food security, and poverty alleviation.<sup>21</sup> Law- and advocacy-oriented CSOs are few, and most civil society groups are male-dominated.<sup>22</sup> Apart from the churches, very few CSOs are large-scale. Many are localized and monolingual.<sup>23</sup>

Customary landowners' groups are a presence in civil society in PNG; the Panguna Landowners Association is a notable example. PNG has the highest levels of customary land ownership in the world,<sup>24</sup> and there is contentious debate about the role of landowning groups in the country's development. Allowed by specific legislation, incorporated land groups have proliferated since 1974, with one report estimating over 10,000 incorporated land groups registered as of 2004.<sup>25</sup>

Other civil society actors have been particularly active in conservation and natural resource management, particularly in response to extractive industries and logging. A number of international and indigenous CSOs strongly advocate for local landowners' rights and for the environment with regard to mining, fishing, forestry, and the country's liquefied natural gas (LNG) project. These include Conservation International, Greenpeace Australia Pacific, the Papua New Guinea Eco-Forestry Forum, the Foundation for People and Community Development, the World Wide Fund for Nature, the Bismarck Ramu Group, and the Centre for Environmental Law and Community Rights (CELCOR), among others.

Another area in which civil society has recently been active is corruption and governance. Transparency International Papua New Guinea, the Business Against Corruption Alliance, and various faith-based organizations have been promulgating transparency, good governance, and accountability.<sup>26</sup>

The media in PNG are characterized as one of the freest in the South Pacific. CSOs, including churches, utilize the media to cover development issues. A newspaper and several radio stations are church-owned.<sup>27</sup> Social media are playing an increasingly important role in PNG civil society. Though internet access is very low (less than 2% of the population), mobile networks cover 75% of the country, and about 25% of the country's population owns a mobile phone. Increasing numbers of people are reported to be using mobile phones to access internet content. And some civil society groups, most notably ACTNOW! (<http://www.actnowpng.org>), are using blogs and social media to promote their causes.<sup>28</sup> However, the importance of social media, websites, and e-mail should not be overstated. Many CSOs still rely on telephones and the postal system to communicate,

and many local CSOs do not have a functioning website, e-mail or social media accounts. Below is a list of some of the key CSOs in PNG.

### **Church-Based Organizations**

Adventist Development and Relief Agency (Seventh Day Adventist): <http://www.adra.org/site/PageServer/?jsimyunn@adra.org.pg>  
Anglicare Stop AIDS PNG: <https://www.linkedin.com/company/anglicare-stop-aids> (hmeke@anglicarepng.org.pg)  
Anglican Health Service: <http://www.ahs-png.org/indexie.html>  
Callan Services for Disabled Persons (Christian Brothers): <http://erf.org.au/projects/wewak/>  
Caritas Papua New Guinea (Catholic Church): <http://www.caritas.org/where-we-are/oceania/papua-new-guinea/>  
Catholic Bishops Conference of Papua New Guinea and the Solomon Islands: <http://www.gcatholic.org/dioceses/conference/082.htm>  
City Mission PNG: <http://www.citymission.com.pg/index.html>  
Evangelical Lutheran Church of Papua New Guinea: <http://www.elcpng.org>  
HOPE worldwide (PNG): <http://www.hopewwpng.org.pg>  
Lutheran Development Service: <http://www.elcpng.org.pg/lds.htm>  
Melanesian Institute: <http://www.mi.org.pg>  
Mercy Works (Sisters of Mercy Australia and PNG): <http://mercyworks.org.au>  
National Catholic AIDS Office of PNG  
Papua New Guinea Council of Churches: <http://www.oikoumene.org/en/member-churches/pacific/papua-new-guinea/pngcc/>  
Salvation Army Papua New Guinea: <http://www.png.salvationarmy.org>  
United Church in PNG: <http://ucpng.com>  
World Vision PNG: <http://www.wvi.org/papua-new-guinea/>  
YWCA Papua New Guinea: <https://www.facebook.com/YWCAPNG>

### **Local Civil Society Organizations**

Appropriate Technology & Community Development Institute (ATCDI), Papua New Guinea University of Technology: <http://www.unitech.ac.pg/InformationAbout/Services/ATCDI/>  
AT Projects:  
Buk bilong Pikinini: <http://www.bukbilongpikinini.org>  
Bismarck Ramu Group: <http://bismarckramugroup.org>  
Centre for Environmental Law and Community Rights (CELCOR): [infor@celcor.org.pg](mailto:infor@celcor.org.pg)  
East New Britain Sospel Eksen Komiti (ENBSEK): [enbsek@datec.com.pg](mailto:enbsek@datec.com.pg)

Eastern Highlands Family Voice: <http://familyvoicepng.wordpress.com>  
Foundation for Rural Development: [ford@online.net.pg](mailto:ford@online.net.pg)  
Individual and Community Rights and Advocacy Forum  
National Disability Resource & Advocacy Centre:  
<http://ndrac.weebly.com/index.html>  
Peace Foundation Melanesia:  
<http://www.peacefoundationmelanesia.org.pg>  
People Against Child Exploitation (PACE) PNG  
PNG Eco-Forestry Forum: [teff@global.net.pg](mailto:teff@global.net.pg)  
Media Council of Papua New Guinea  
PNG Media Workers Association  
PNG Nurses Association: [pngna@daltron.com.pg](mailto:pngna@daltron.com.pg)  
Papua New Guinea Teachers Association  
Papua New Guinea Trade Union Congress  
Research and Conservation Foundation of Papua  
New Guinea: <http://www.rcfpng.org>  
Susu Mamas: <http://www.susumamas.org.pg>  
Village Development Trust:  
<http://www.global.net.pg/vdt/>

### **International CSOs**

Business and Professional Women's Association of PNG:  
<http://pngbpwa.wordpress.com>  
ChildFund Australia, Papua New Guinea: <https://www.childfund.org.au/countries/papua-new-guinea/>  
Conservation International: <http://www.conservation.org/where/asia-pacific/png/pages/overview.aspx>  
Mandang Country Women's Association: <http://madangcwapng.weebly.com>  
Foundation for People and Community Development:  
<http://www.fpcd.org.pg>  
Habitat for Humanity: <http://www.habitat.org/asiapacific>  
Greenpeace Australia Pacific: <http://www.greenpeace.org/australia/en/>  
Papua New Guinea Red Cross Society: <http://www.ifrc.org/en/what-we-do/where-we-work/asia-pacific/papua-new-guinea-red-cross-society/>  
Save the Children Fund: <http://www.savethechildren.org.au/our-work/where-we-work/pacific-islands/papua-new-guinea>  
VSO in PNG: <http://www.vsointernational.org/fighting-poverty/where-we-work/papua-new-guinea>  
Transparency International Papua New Guinea: <http://www.transparencypng.org.pg>  
WWF: [http://wwf.panda.org/what\\_we\\_do/where\\_we\\_work/new\\_guinea\\_forests/](http://wwf.panda.org/what_we_do/where_we_work/new_guinea_forests/)

### **Academic and Research Institutions**

Divine Word University: <http://www.dwu.ac.pg/en/>  
Pacific Adventist University: <http://www.pau.ac.pg>  
Papua New Guinea Institute of National Affairs: <http://www.inapng.com>  
National Research Institute of Papua New Guinea:  
<http://www.nri.org.pg>  
Papua New Guinea Institute of Medical Research:  
<http://www.pngimr.org.pg>

PNG National Agricultural Research Institute:  
<http://www.nari.org.pg>  
PNG University of Natural Resources and Environment  
Papua New Guinea University of Technology:  
<http://www.unitech.ac.pg>  
University of Goroka: <http://www.uog.ac.pg/>  
University of Papua New Guinea: <http://www.upng.ac.pg>

## **Government-Civil Society Relations**

Papua New Guinea has been characterized as having a weak state combined with strong social structures at the local level.<sup>29</sup> The individual's allegiance to clan (and to those with power in the clan), coupled with the country's extreme ethnolinguistic diversity, has meant that there is little sense of shared nationhood or of the importance of government. Civil society plays an important role in delivering primary services on behalf of the government throughout the country.<sup>30</sup>

Civil society's engagement with the government nevertheless remains limited, especially in remote or rural areas, where there is little government presence. But civil society and the government do interact through a number of forums. There are various government coordination mechanisms in such areas as education and health. The Partnership Policy Framework for Service Delivery was signed by the government and the Christian churches in 2010. The Consultative Implementation and Monitoring Council ([www.inapng.com/cimc/](http://www.inapng.com/cimc/)) is an independent body that brings together government, civil society, and the private sector. The Community Justice Liaison Unit, National Council of Women (along with the provincial councils of women), National Advisory Council on Disability, National Youth Commission, and the provincial AIDS councils are all government entities that coordinate engagement with civil society.<sup>31</sup> However, some of these coordinating bodies have been criticized for failing to translate policy into practice, having inadequate resources,<sup>32</sup> lacking transparency<sup>33</sup> or an effective mandate, and for availing themselves of scarce resources that might have been better utilized at the grassroots level.<sup>34</sup>

As yet, there is no single government body for coordinating the civil society sector. Papua New Guinea Vision 2050 calls for the establishment of a center for civil society and for the development of a clear NGO-Government Partnership Framework.<sup>35</sup> But when the minister of mines mooted the establishment of a center to regulate CSOs, after a recent conflict between the government and environmental CSOs over one of the country's biggest nickel mines, the proposal was not embraced by PNG's civil society.<sup>36</sup>

Three areas in which civil society and government have had constructive interaction are environmental protection, corruption, and governance. The

Community Coalition Against Corruption, involving various government agencies and civil society groups, was established by Transparency International and other organizations, and has been active on accountability issues in PNG.<sup>37</sup> A number of CSOs have launched suits and campaigns on behalf of PNG landowners arising from various mining and logging activities. When amendments to the Environment Act of 2010 removed legislation permitting law suits against foreign companies for damages, the civil society group Act Now! and others campaigned against the amendments, leading to their revocation in 2012. The same year, a coalition of trade unions, businesses, CSOs, and churches jointly organized a national day of protest against the deferral of the 2012 national elections and the passage of the Judicial Conduct Law, which aims to introduce reforms to PNG's judicial system. The Law gave Parliament the right to suspend judges (thus undermining the independence of the judiciary). Finally, coalitions of NGOs and CSOs have campaigned against the Nautilus seabed mining project<sup>38</sup> and the bank financing of the PNG LNG project.<sup>39</sup>

## The Legal Framework for Civil Society

### CSO Registration

Civil society in PNG encompasses both incorporated and unincorporated associations, as well as membership-based and nonmember-based organizations. There are a variety of structures that CSOs can adopt in order to become officially registered organizations: incorporated association, trust, company, cooperative society, and incorporated business group.<sup>40</sup> The Associations Incorporation Act 1966 is the principal legislation applying to CSOs in PNG. Under this act, a CSO can become an incorporated association if it fulfils certain criteria, such as promoting an objective that is “useful to the community” and being nonprofit (prohibiting the distribution of profits to members). The Registrar of Companies, under the Investment Promotion Authority, is responsible for registering incorporated associations. An association can be a society, club, institution, Christian mission, or other body, as long as its purpose is “providing recreation or amusement or promoting commerce, industry, art, science, religion, charity, pension or superannuation schemes or other objects useful in the community.” Organizations must go through several steps in order to register, such as holding a meeting, preparing a notice for the registrar, lodging and submitting the notice, and then lodging an application with accompanying documentation (including the rules of the proposed incorporated association).

A CSO can register as a trust under the Trustees and Executors Act 1961; as a company under the Companies Act 1997, Companies Regulation 1998, and Companies Rules; as a cooperative society under the Co-operative

Societies Act 1982 and the Co-operative Societies Regulation 2003; or as an incorporated business group under the Business Groups Incorporation Act 1974. International organizations that are 50% or more foreign owned, controlled, or managed must apply to the Investment Promotion Authority for a certificate. An exemption may be sought by organizations that are primarily established for religious, charitable, educational, or some other socially useful or desirable purpose, or any combination of the above. A foreign organization may register as a company or as an incorporated association.

### Tax Treatment of CSOs

There is a total income tax exemption for hospitals, and for religious, scientific, and public educational institutions. The exemption also applies to nonprofit organizations, including those established to encourage music, art, science, or literature; sports and athletic games; aviation; agricultural, pastoral, horticultural, and viticultural development; and manufacturing and human or industrial resources in PNG. Trusts are allowed a 5-year income tax exemption that can be extended. There is a limited exemption for nonprofit incorporated associations, comprising an exemption on annual income up to K4,000 (\$1,537) and a 50% discount on annual income between K4,000 and K6,000 (\$2,306). There are also limited exemptions from the Goods and Services Tax for some nonprofit entities and for Peace Corps volunteers, as well as other exemptions under the Rural Development Incentive.

## Umbrella and Coordinating Bodies

There is no single umbrella body coordinating CSOs in PNG. There have been attempts to unite civil society under an umbrella organization, but the National Alliance of Non-Government Organisations Papua New Guinea, established in 1998, failed to gain support across civil society, and it folded. The current interim body is the Papua New Guinea CSO Forum, which serves as the country's National Liaison Unit for the Pacific Islands Association of Non Government Organisations (PIANGO). The contact details for the Papua New Guinea CSO Forum are:

Interim President: Susan Setae  
PO Box 7973  
Boroko, National Capital District  
Papua New Guinea  
Tel 72104545  
phsaf@hotmail.com

For people with disabilities, and the associations that represent them, there is a national umbrella organization: the Papua New Guinea National Assembly of Disabled Persons.

Contact details:  
Chairperson: Ms Ipul Powaseu  
PO Box 4634  
Boroko, National Capital District  
Papua New Guinea  
Tel/Fax +675 323 9455  
Mobile +675 721 53047  
ipul\_powaseu@yahoo.com.au

In 2013, Parliament established the National Council of Women as the umbrella body responsible for all women's groups and organizations in PNG. However, the council is not universally regarded as representative of women's groups and organizations throughout the country.

Contact details:  
PO Box 154  
University, Boroko,  
National Capital District Papua New Guinea  
Tel +675 326 0375  
ncwpng@daltron.com.pg

The Papua New Guinea Eco-Forestry Forum, formed in 1999, is the umbrella NGO for the all environmental groups in PNG.

Contact details:  
Executive Director: Thomas Paka  
PO Box 3217  
Boroko, National Capital District  
Papua New Guinea  
Tel +675 323 9050  
Fax +675 325 4610  
teff@global.net.pg

The Papua New Guinea Council of Churches, a Christian ecumenical council established in 1965, is one of the umbrella bodies for the churches, although it does not represent all the Christian denominations.

Contact details:  
Rev. Edea Kidu, President  
Mrs Sophia W.R. Gegeyo, General Secretary  
PO Box 1015  
Boroko, National Capital District  
Papua New Guinea  
Tel +675 325 9961  
Fax +675 325 1206  
sophia@global.net.pg

For the trade union movement, the Papua New Guinea Trade Union Congress is the leading federation.

Contact details:  
PNG Trade Union Congress  
PO Box 4279

City Boroko, National Capital District  
Tel +675 325 7642  
Fax +675 325 6390

## Civil Society Capacity

Civil society capacity in PNG is strong on service delivery at the local level, but weak on research and advocacy at the national level. The proliferation of service-delivery organizations, particularly faith-based ones, compared with the small number of individual or collective rights advocacy groups, demonstrates this pattern. PNG's civil society is also characterized by weak governance, limited management capability, and minimal collaboration and networking with other sectors. Poor communications, transportation difficulties, and limited financial resources also inhibit civil society capacity in PNG.

A research report conducted by Australian Aid in 2005 found that there were several inhibiting factors in PNG civil society. The report noted that women were underrepresented, as customary social structures favored men's participation in decision making, though this was not universally the case. It also found that democratic participation in CSOs were limited, and that the clans' social capital was high, while the CSOs' social capital was low.<sup>41</sup>

Human resources is another area in which civil society's capacity is limited, as the sector has difficulty attracting and maintaining professionals.<sup>42</sup> The talent pool of qualified personnel in PNG is small, and CSOs have difficulty competing with the wages and benefits offered by other organizations. Some observers have described civil society in PNG as "personality driven,"<sup>43</sup> while others have noted a capacity gap between NGO leaders and their staff, partly due to the lack of leadership training for CSOs in PNG.<sup>44</sup> High staff turnover is also a problem.

Civil society in PNG is hindered by a lack of skills, knowledge, and expertise in governance and management (e.g., of finances, personnel, and information). Planning, monitoring and evaluation, budgeting, and report writing have also been identified as suboptimal.<sup>45</sup> Funding is an ongoing problem for civil society, especially given the high costs of travel and communications.

PNG's civil society groups have a relatively limited capacity for networking and building coalitions, demonstrated by the lack of a single umbrella organization representing the sector. CSOs tend to work in isolation from one another. Nevertheless, strong

networks do exist in some areas, particularly among conservation and environmentalist groups. The development of civil society capacity, particularly for having an impact on democratic governance, has been a major focus of the aid provided by the Government of Australia, the largest donor to PNG. This is particularly true of the Strongim Pipol Strongim Nesen (“Empower People: Strengthen the Nation”) program, which is supported by the Australian government. The program provides for training, skills-building, and professional-development activities for CSOs and the government. It also focuses on projects that “provide training experience and skills transfer, helping to build capacity among organizations and individuals across Papua New Guinea.”<sup>48</sup> Other donors are also working with civil society groups in PNG, including the European Union, New Zealand Agency for International Development, the United Nations Development Programme (UNDP), the Asian Development Bank (ADB), and the World Bank.

## ADB–Civil Society Cooperation in PNG

PNG joined ADB in 1971, and is the largest borrower in the Pacific for public sector development. PNG’s active funding portfolio totals \$1.1 billion, including 20 ongoing loans for 13 projects.<sup>49</sup>

ADB’s Pacific Department oversees operations in 14 countries, including PNG. The Papua New Guinea Resident Mission was opened in 2003, and provides the primary operational link between ADB and government, private sector, and civil society stakeholders. The resident mission engages in policy dialogue and acts as a knowledge base regarding development issues in the country.<sup>50</sup> In Port Moresby, 15 international and national employees plan and administer ADB’s financial and technical assistance to PNG.

Contact details:  
ADB Papua New Guinea Resident Mission  
Deloitte Tower, Level 13, PO Box 1992,  
Port Moresby, National Capital District,  
Papua New Guinea  
Telephone: (675) 321 0400/321 0408  
Fax: (675) 321 0407  
adbpnrm@adb.org

There is a civil society specialist based at ADB’s resident mission in PNG: Grace Korua (e-mail: gkorua@adb.org).

ADB engages with civil society in PNG through a number of activities. For research and stakeholder

engagement, ADB has consulted with a range of CSOs to produce the report *Papua New Guinea: Critical Development Constraints*, published in 2012. Inception and consultation workshops were held with the government, think tanks, development partners, and CSOs.<sup>51</sup> Further, during the preparation of *Papua New Guinea Country Gender Assessment 2011–2012*, a report published by ADB and the World Bank, numerous CSOs were consulted, including the Consultative Implementation and Monitoring Council, Papua New Guinea Institute of National Affairs, Family and Sexual Violence Action Committee, University of Papua New Guinea, Marie Stopes International, Save the Children, Médecins Sans Frontières, CARE International in Papua New Guinea, OXFAM, Family Health International, Susu Mamas, Pacific Region International Women’s Development Agency, ChildFund International, World Vision, and Population Services International.<sup>52</sup>

Additionally, under a program aimed at increasing outreach for its Accountability Mechanism, ADB engaged consultants in 2011 to conduct research for the project titled, “Outreach for Good Governance and Development Effectiveness through the Accountability Mechanism.” Field research and two workshops with civil society leaders in Port Moresby and Mount Hagen were conducted. In all, ADB engaged with about 80 representatives of civil society.<sup>53</sup>

In 2012, the resident mission participated in a meeting of the Donor Partner’s Roundtable HIV working group, hosted by Anglicare PNG, whose program supports the national response to the HIV/AIDS epidemic. The purpose of the meeting was to invite donor partners to learn from Anglicare about its everyday challenges in managing and coordinating HIV/AIDS programs.

In 2013, the resident mission also participated in a women’s forum hosted by the Embassy of the United States in PNG. The event featured talks by representatives of women’s organizations around the country about various issues affecting women and the programs that empower women in PNG.

## ADB Country Partnership Strategy 2011–2015

The PNG Country Partnership Strategy 2011–2015, agreed upon with the government in 2010, guides ADB’s operations. It is aligned with two government plans: the Papua New Guinea Development Strategic Plan, 2010–2030, and the Medium-Term Development Plan, 2011–2015. The process of developing the country

partnership strategy involved consultations with government and other stakeholders. The strategy prioritizes infrastructure (including road, seaport, and airport rehabilitation and improvement; and renewable power generation and transmission), private sector development, and regional cooperation. It also commits ADB to helping the government deliver rural primary health services and improve public sector management. The strategy was confirmed in 2012, with the Papua New Guinea Country Operations Business Plan (2013–2015).<sup>52</sup>

## ADB-Supported Activities Involving Civil Society

ADB has engaged with a variety of CSOs during the consultation and implementation stages of a range of projects in PNG. Under the Strengthening and Use of Country Safeguards Systems project, approved in 2010, Oxfam and CELCOR were involved in project consultations, particularly with regard to social issues, such as public disclosure and free, prior, and informed consent. Environmental law CSOs are also working on the implementation of this project.<sup>53</sup>

ADB contracted an NGO, Population Services International, to implement a component of a project that had been approved in 2006: HIV/AIDS Prevention and Control in Rural Development Enclaves. The project supported the nationwide distribution of condoms, and utilized community-based organizations, faith-based organizations, and other CSOs to deliver HIV-prevention campaigns, counseling, testing, and treatment, and to care for people living with HIV. By 2010, Population Services International had conducted workshops for 1,000 men under the project.

ADB actively engaged CSOs in the preparation and implementation of the Rural and Primary Health Services Delivery Project, approved in 2011. The project aims to strengthen partnerships between the government and nonstate actors in health-service delivery by establishing a partnership board. The project provides an active role for civil society, encompassing health promotion in local communities to improve public knowledge of sanitation, gender violence, and primary health care. It is also developing partnerships among the private sector, churches, NGOs, and the broader civil society at the district and provincial levels in order to improve primary health care. CSOs are implementing partners for two of the six components of this project, which aims to improve the well-being of 1.2 million women and children in PNG. Workshops involving church groups, landowner organizations, and customary landowner associations

were held at the provincial level to gather input on project interventions, environmental impacts, and mitigation measures under the Bridge Replacement for Improved Rural Access Sector Project, which had been approved in 2011.

## Japan Fund for Poverty Reduction

The Japan Fund for Poverty Reduction (JFPR) was established in 2000. It provides grants and technical assistance to projects aimed at helping the poorest and most vulnerable groups in ADB developing member countries, with a view to fostering long-term social and economic development.<sup>54</sup> The JFPR has approved a total of nine grants for the Pacific region, four of them for projects in PNG.

An early JFPR-funded project was the Low-Cost Sanitation, Community Awareness and Health Education Program. This program was approved in 2000, and financed through a \$1.74 million grant.

The Lae Port Livelihood and Social Improvement Project was approved in 2007. This project engaged eleven CSOs in PNG, including the Lae Chamber of Commerce, Save the Children, PNG Family Health Care, BAHA International, and Soroptimist International, among others. These CSOs were contracted to implement various aspects of the project, such as community campaigns on HIV/AIDS, violence against women, and human and children's rights. They were also engaged to train residents of local communities in small business management; sustainable farming; fishing; and other social, economic, and livelihood-development activities. An example is Bris Kanda, a local NGO that provided income-improvement programs offering guidance in agriculture, community-based fish farming, and microcredit, as well as vocational training for men and women. The Adventist Development and Relief Agency became involved in livelihood activities under the project in 2013. Soroptimist International undertook public campaigns on violence against women, and worked with Save the Children to promote children's rights. The Lae Chamber of Commerce, a community-based organization, implemented the gender and HIV/AIDS components of the project. CSOs were also involved in monitoring the project.

The Extending the Socioeconomic Benefits of an Improved Road Network to Roadside Communities Project was approved in 2009, with a budget of \$2 million financed through a grant from the JFPR. Under this project, the Japanese NGO Community



Road Empowerment (CORE) was engaged as the implementing agency. CORE has experience in *do-nou*, a traditional method of road building using soil-packed bags and other local materials. Under the project, local communities used this method to rehabilitate 80 kilometers of rural feeder roads in the Highlands region.<sup>45</sup> CORE's other activities under this project included: (i) training of trainers, so that local community members could become focal points for various community-driven training initiatives; (ii) rehabilitating eight infrastructure facilities; and (iii) training at least 400 residents of local villages in skills relating to community awareness, peace building, and addressing the problem of HIV/AIDS.

The Highlands Region Road Improvement Investment Program, which operated in conjunction with the Extending the Socioeconomic Benefits of an Improved Road Network to Roadside Communities Project, is continuing to improve 2,500 kilometers of the Highlands region's core road network. Under this program, CORE is supervising the road construction work and helping villagers build community centers, minimarkets, pedestrian paths, water-supply and sanitation systems, health centers and medical aid posts, and rural-electrification and renewable-energy systems. In addition, over 2,000 local community members are receiving instruction in alternative livelihoods and skills, social and health issues, and road safety.

The JFPR-funded Improved Energy Access for Rural Communities project, valued at \$2.5 million, was approved in 2012. The project is extending and improving energy supplies for communities in the Northern and West New Britain provinces of PNG.<sup>47</sup>

The JFPR has financed technical assistance projects in PNG. Two of them, Facilitating Public-Private Partnerships and the Maritime and Waterways Safety Project, were approved in 2011. Another project, Strengthening Disaster and Climate Risk Resilience in Urban Development in the Pacific, was approved in 2012. Using available data and risk models, this project is helping six developing member countries in the Pacific region (including PNG) build their capacity to mainstream climate change and natural-disaster risk management into urban planning.<sup>48</sup> NGOs and other civil society actors are involved as beneficiaries and as partners (in training and awareness sessions). PNG is also benefitting from JFPR-financed regional projects. The Implementing the Pacific Regional Audit Initiative, a \$1.3 million project approved by ADB in 2011, works with government auditing bodies to improve their capacity. Building Capacity for Statistics in the Pacific is a \$1 million regional project, approved in 2011, that aims to build the capacity of national statistics offices,

thereby promoting evidence-based policy making on development.

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For more information about ADB's work in Papua New Guinea, visit <http://www.adb.org/countries/papua-new-guinea/main>

## Definition and Objectives of Civil Society Collaboration

Civil society is an important stakeholder in the operations of the Asian Development Bank (ADB) and its borrowers and clients. It is distinct from the government and the private sector and consists of a diverse range of individuals, groups, and nonprofit organizations. They operate around shared interests, purposes, and values with a varying degree of formality and encompass a diverse range—from informal unorganized community groups to large international labor union organizations. Of particular relevance to ADB are nongovernment organizations, community-based organizations and people's organizations, foundations, professional associations, research institutes and universities, labor unions, mass organizations, social movements, and coalitions and networks of civil society organizations (CSOs) and umbrella organizations.<sup>a</sup>

ADB recognizes CSOs as development actors in their own right whose efforts complement those of governments and the private sector, and who play a significant role in development in Asia and the Pacific. ADB has a long tradition of interacting with CSOs in different contexts, through policy- and country strategy-level consultation, and in designing, implementing, and monitoring projects.

In 2008, ADB launched Strategy 2020, which articulates the organization's future direction and vision until 2020.<sup>b</sup> Above all, Strategy 2020 presents three complementary strategic agendas to guide ADB operations: inclusive economic growth, environmentally sustainable growth, and regional integration. These agendas reflect the recognition that it is not only the pace of growth but also the pattern of growth matters in reducing poverty in the region. In this new strategic context, partnerships with a range of organizations, including CSOs, will become central to planning, financing, implementing, and evaluating ADB projects.

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In this publication, “\$” refers to US dollars.



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Publication Stock No. ARM157433-2

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