

OH&S and Sustainable Development in Papua New Guinea

Ian Eddington
Australian Graduate School of Business
University of Southern Queensland
Australia
eddingon@usq.edu.au

Abstract

Recently released tables are used to profile Papua New Guinea's sustainable development condition and the status of occupational health and safety within that condition. Impressions emerging from the profiling process are checked and balanced against the stated views of the government of Papua New Guinea. In general the profiling process and the government views complement each other and reveal that significant and entrenched difficulties are presently being faced by Papua New Guinea on its journey through nationhood. The complex and substantial nature of these difficulties is acknowledged and even in the face of these difficulties some qualified countervailing suggestions are made.

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1.0 Introduction

This paper briefly and superficially discusses safety, health and environment (SHE or OH&S) in Papua New Guinea in the year of her 30th birthday. 30 is quite young really in terms occupational health years. For example Australia was in its 9th decade of nationhood before it seriously reformed OH&S laws it had largely imported from England (Brooks, 1990, p. 17). Unfortunately time is not so forgiving as it once was and all nations now find themselves having to respond more quickly to keep up with the rapid pace of technological and political change. All nations appear to be finding it increasingly difficult to chart their future development.

It is hoped that these brief introductory words will catch the spirit in which this paper is offered. It is the paper of a colleague and guest in Papua New Guinea and not of one speaking in a what-should-be-done-voice: of course what should be done is a matter for the citizens of Papua New Guinea. It is however the voice of one who would have Australia and her Pacific neighbours sharing strategies and ideas towards regional health, safety and productivity. So Papua New Guinea, in the friendly words of Bogart to Bergman, "Here's looking at you, kid."

2.0 Some housekeeping matters

The paper proceeds in the following manner: Tables 1-5 in Section 3 below are used to profile Papua New Guinea's sustainable development condition, and the state of the art of OH&S within that condition. The profile tables are discussed in Section 4. The discussion itself, and the content of the tables on which the discussion is based, are then, in Section 5, checked and balanced against the views of the Government of Papua New Guinea as these are expressed in an official document. General conclusions are presented in the Conclusion.

The profile tables (Tables 1-5) were taken from a document prepared for the *Organisation for Economic Cooperation and Development* (OECD) by the *Trade Union Advisory Committee to the OECD* and they are a good example of the fruits of the cooperation that third wave environmentalism permits. They have proved to be very useful for the purpose of this paper and as a diagnostic tool.

3.0 A general profile of the Sustainable Development condition of Papua New Guinea and the status of OH&S within it

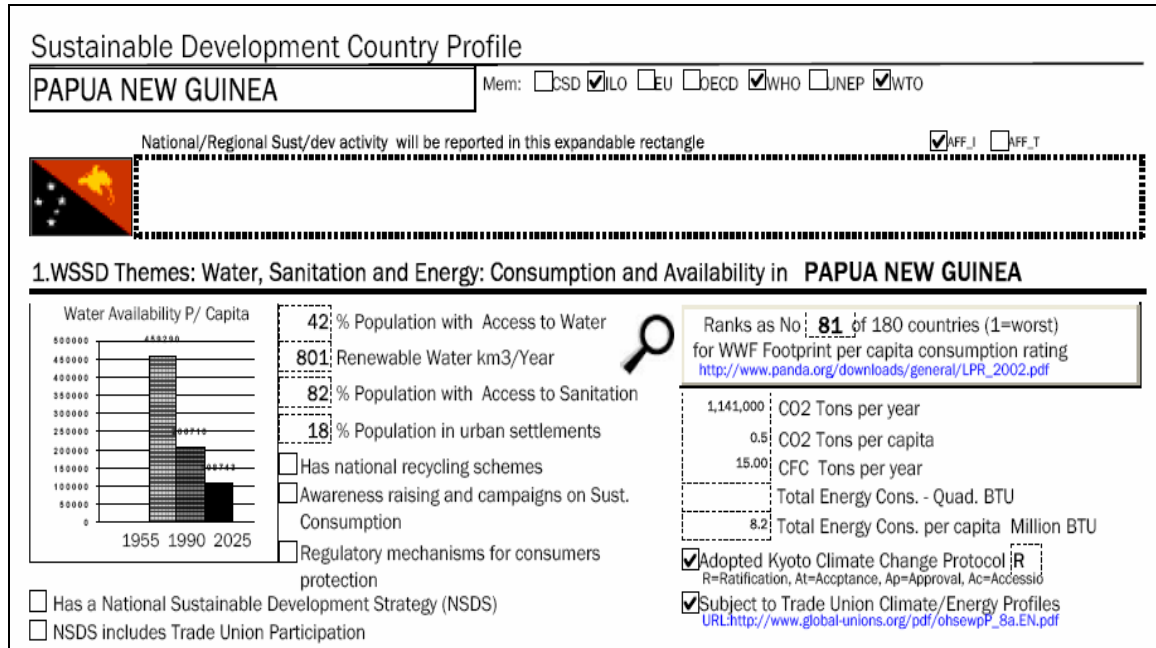
Tables 1-5 are presented below. A brief perusal of the tables reveals that they contain matters of fact (eg whether a country has ratified an intergovernmental agreement or not), matters of statistics (for example % unemployed and the like), and rank positions on indices constructed from parametric and non parametric data scales

One way to approach the tables would be to point out the subjective nature of the kind of scale rankings they contain and then argue about this instead of focussing on the message the scales are attempting to highlight. Another way would be to point out the notoriously sloppy and/or definition-dependent manner in which governments and other organisations around the world collect information for the statistics they produce, and argue about the rubbery nature of these instead again of focussing on the message the statistics are attempting to highlight. A third way would be to accept that difficulties of the kind outlined above are most likely to be reflected one way or another in the table data¹, and bearing this in mind, to proceed to use the tables as a basis for discussion about the very real and important issues the tables themselves confront.

This last of these three approaches is adopted in this paper, the choice itself being predicated on the view that to use approaches one or two as excuses for inactivity in practice, or to use them to avoid to avoid problem solving discussion, will in the end, worsen the human condition and erode community unity.

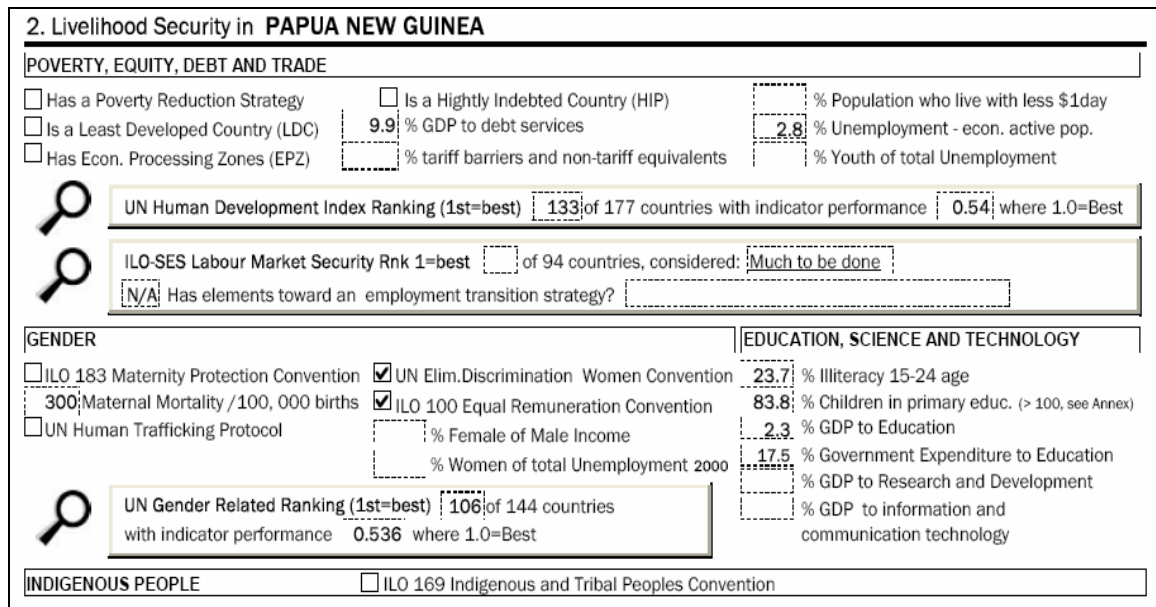
¹ Difficulties are openly flagged in the Annex to the document.

Table 1: WSSD Themes




Source: TUAC. (2005). *Sustainable Development Country Profiles*. Retrieved 6 October, 2005, from http://www.global-unions.org/pdf/ohsewpO_1b.EN.pdf, pp.283-284.

Table 2: Livelihood Security




Source: TUAC. (2005). *Sustainable Development Country Profiles*. Retrieved 6 October, 2005, from http://www.global-unions.org/pdf/ohsewpO_1b.EN.pdf, pp.283-284.

Table 3: Health and environment

3. Health and Environment for Communities and Workplaces in PAPUA NEW GUINEA		
CHEMICALS AND ASBESTOS		HIV/AIDS
<input checked="" type="checkbox"/> Persistent Org. Pollutants POPs Convention	<input type="checkbox"/> Has banned Asbestos	0.7% adults HIV infected NA=not available
<input type="checkbox"/> PIC Prior Informed Consent Convention	<input type="checkbox"/> ILO 162 Asbestos Convention	Annual Growth of GDP Lost due to HIV/AIDS
<input checked="" type="checkbox"/> BASEL Convention For Hazardous Wastes	N/A; Est. asb. fatalities/Yr.	<input type="checkbox"/> AIDS discrimination protection in labour/social law
<input type="checkbox"/> UN Chem Labels/ WkplData Sheets	<input checked="" type="checkbox"/> TU Asbestos Profile Available: http://www.global-unions.org/pdf/ohsewpl_6.EN	
<input type="checkbox"/> ILO 170 Chemicals Convention		
HEALTH AND ENVIRONMENT		
80-94% pop. with access to essential drugs	<input type="checkbox"/> ILO 148 Working Environment	<input type="checkbox"/> UNEP Protocol on Biosafety
3.9% GDP to Health, Public Expenditure	<input type="checkbox"/> ILO 184 Agricultural Worker Protection	<input type="checkbox"/> UN Aarhus Convention on Information and Participation in Environment
<input checked="" type="checkbox"/> TU OHS Country Profiles Available: http://www.global-unions.org/pdf/ohsewph_1b.EN.pdf	<input type="checkbox"/> ILO 161 Occupational Health Services	<input checked="" type="checkbox"/> UNEP Biodiversity Convention
	<input type="checkbox"/> ILO 155 Occupational Safety /Health	
	Workplace Accident Fatality Estimate: 29/100,000 workers	<input type="checkbox"/> Country/Territory has adopted 28 April as National OHS Day

Source: TUAC. (2005). *Sustainable Development Country Profiles*. Retrieved 6 October, 2005, from http://www.global-unions.org/pdf/ohsewpo_1b.EN.pdf, pp.283-284.

Table 4 Representation security and trade union rights

4. Representation Security and Trade Union Rights in PAPUA NEW GUINEA	
	<input checked="" type="checkbox"/> Is bound by ILO 'Fundamental Principles and Rights at Work'
	ILO-SES Repr. Security Rnk 1=best 83; of 99 countries, considered as:
PRINCIPLES FOR THE WORLD OF WORK	CHILD LABOUR
<input type="checkbox"/> Has violated T.Union Rights	<input checked="" type="checkbox"/> ILO 100 Equal Remuneration <small>See also #2 Above for Women/Gender Issues</small>
<input checked="" type="checkbox"/> ILO 98 Right To Organise and Collective Bargaining Conv.	<input checked="" type="checkbox"/> ILO 138 Minimum Age Convention
<input checked="" type="checkbox"/> ILO 105 Abolish Forced Labour	<input checked="" type="checkbox"/> ILO 182 Worst Forms of Child Labour Convention
<input checked="" type="checkbox"/> ILO 87 Freedom of Association and Right to Organize Conv.	<input checked="" type="checkbox"/> Use of child labour documented
	17.3% Child Labour (10-14 years)
	<input checked="" type="checkbox"/> TU Rights Country Profiles Available: http://www.global-unions.org/pdf/ohsewph_1b.EN.pdf

Source: TUAC. (2005). *Sustainable Development Country Profiles*. Retrieved 6 October, 2005, from http://www.global-unions.org/pdf/ohsewpo_1b.EN.pdf, pp.283-284.

Table 5 Government oversight and employer accountability

5. Governments Oversight and Employer Accountability in PAPUA NEW GUINEA	
LOCAL AUTHORITIES	
:	N/A: Allowed to borrow
:	N/A: Allowed to borrow at the domestic level
:	N/A: Allowed to borrow from foreign sources
EMPLOYER OVERSIGHT	
See ILO Tripartite Declaration of Principles for Multinational Enterprises and Social Policy.	
<input type="checkbox"/>	Country has elements for national MNE framework? _____
<input type="checkbox"/>	Has adopted OECD Guidelines for Multinational Enterprises and has national contact point: http://www.tuac.org/News/default.htm#2
:	N/A: Has engaged in dialogue on corporate governance with OECD or World Bank
SELECTED MULTINATIONAL ENTERPRISES IN PAPUA NEW GUINEA	
These MNEs have subscribed to either: the Global Compact (GC), Ethic Trade Initiative (ETI), Business for Social Responsibility (BSR), SA8000 Global Reporting Initiative (GRI), World Business Council for SD (WBCSD), TCO Labelling OR other agreements with Global Union members	
AMERICAN INTERNATIONAL GROUP	ANZ BANKING
BP	BRITISH AMERICAN TOBACCO
ERICSSON	FEDEX
FORD MOTOR	INTERNATIONAL BUSINESS MACHINES
MICROSOFT	MITSUBISHI SUMITOMO INSURANCE
NESTLE	RIO TINTO
SCHLUMBERGER	SONY
WESTPAK BANKING	

Source: TUAC. (2005). *Sustainable Development Country Profiles*. Retrieved 6 October, 2005, from http://www.global-unions.org/pdf/ohsewpO_1b.EN.pdf, pp.283-284.

4.0 Discussion of the profiles outlined in Tables 1-5

3.1 The profile tables themselves

Table 4 is a suitable place to start because it contains some good news. It reveals that the Government of Papua New Guinea has ratified important ILO Conventions. Table 2 in the Appendix provides web links to them. These Conventions “have been identified by the ILO’s Governing Body as being fundamental to the rights of human beings at work, irrespective of levels of development of individual member States. These rights are a precondition for all the others in that they provide for the necessary implements to strive freely for the improvement of individual and collective conditions of work (ILO, 2005). These conventions provide both an internationally accepted set of values on which to base legislation that enables the organisation and conduct of work, and a good foundation on which to build national institutions for the governance of work. Beyond compliance firms are also known to inform themselves through these Conventions.

It is important to note (and what follows on this point is general, not specific to the case of Papua New Guinea) that ratification alone does not necessarily ensure success. Government failure is a very real concern in the everyday business of life and governments around the world may fail to enshrine the principles of these conventions in their own legislation because of lack of will, poverty, corruption, ethnic tension and taboo, bullying on the part of the industrial and commercial sectors, lack of capacity, technology or know how, ideology, or sheer exhaustion. And even when these factors do not intervene and laws are enacted to enshrine the principles, there are always those (both individuals and corporations and governments themselves) who will not obey the law unless induced to do so.

Indeed the *Commission for Sustainable Development* (CSD), in recognition of the importance of Non Government Agencies (NGOs) and the safe and civil society network for the grass roots success of government policy, gives these bodies a voice in its deliberations and recognises nine major groups: *indigenous people, local government, women, youth, science and technology, business, farming, the NGOs, and the trade unions*. The nine groups work independently on issues specific to their interests and collectively when interests coincide. This arrangement provides opportunity and a challenge for *SEFTI* to work alone, or with other major group representatives in PNG, to have a representative present at the 14th meeting of the CSD next year in New York. It also provides an opportunity to observe the policy process, and to network, and to subsequently use the insights gained to monitor and encourage the integrity of its nation's public policy SHE arrangements and the conduct and performance of government organisations and firms within those policy arrangements. Such action would be a good and legal contribution towards the considerable work that has to be done, for much work remains as the ranking of 83 out of 99 on the ILO-SES Representation Security Ranking suggests. This index measures the extent to which workers have a voice in defending their interests. It is briefly defined in Table 1 in the Appendix and more can be learned about it at <http://www.ilo.org/public/english/protection/ses/index.htm>

In general Table 4 reveals that a good start has been made but that much more needs to be done.

There is some good news and some bad news in Table 5. Under the *selected multinational enterprises in Papua New Guinea* Table 5 names ethical business experiments such as the *Global Compact* and *TCO Labelling*. The good news is that it is increasingly difficult for big companies, as members of these groups, to feign allegiance to their values and principles.² Some of the firms named in Table 5 as sympathetic to ethical business practice, are part of the business sector in Papua New Guinea. The names of the Table 5 firms are reproduced below³ for good measure, and NGOs may well be able to leverage mutually beneficial outcomes for Papua New Guinea by engaging some of these firms in community and business projects. SEFTI should not be slow out of the blocks here. No doubt there will be (or already is) competition for the limited resources available but it is largely through safe work and decent work that humans may salvage their self respect, and through the window of economic independence inherent in this, contribute in other ways to the development of their nation, and to safe and civil society within it. The firms are American International Group, ANZ Banking, BP, British American Tobacco, Ericsson, FRDEX, Ford Motor, International Business Machines, Microsoft, Mitsui, Sumitomo Insurance, Nestle, Rio Tinto, Schlumberger, Sony, Westpac Banking. Table 2 in the Appendix contains the web addresses of the social and responsible ethical business experiments (the *Global Compact* etc) and the ILO and OECD guidelines named in Table 5.

² The theft of clothing labels, watch and precious jewellery design and the like seems to be an exception which firms and consumers alike find difficult to resist. It is however comforting to know that faking a clothing label is not the same as faking a safety standard.

³ Although one has to try hard to understand how those interested in health and safety might work in strategic alliance with a tobacco company. BP is in there too. The new ownerships in which BP now finds itself bring with them a business culture different from the days of OK Tedi.

Unfortunately, there is no home-grown Papua and New Guinea firm amongst those named in Table 5. So here is a challenge for the Papua New Guinea Chambers of Commerce. Why not set 2006 as the year when a first home grown Papua and New Guinea firm appears as a member of the *Global Compact*. Membership is not expensive but it does require that a commitment be made to the principles of the compact.

Much is to be gained through the cooperation of labour and capital in Papua New Guinea. For example the World Bank provides the following OH&S profile for 2001: deaths - agriculture (615), industry (31), service (21); accidents resulting in 3 days absence from work 512,224 (immense isn't it – a loss equivalent to some 4,210 worker years); deaths caused by dangerous substances (363). Furthermore the number for age corrected work related deaths is given as 1,695 persons and that for age corrected work related disease is 1,024 persons. These accidents and deaths are tragic in themselves. They go on taking their toll from society as traumatised surviving family members struggle on in the face of adversity.

None of the profile tables address natural disaster arrangements. Table 6 provides national disaster figures for Papua New Guinea and as natural disaster losses and events worldwide reveal, much has yet to be learned about the nature of natural disaster work.

Table 6: Major recorded disasters in Papua New Guinea

Year	Disaster	Location	People affected	Deaths
2003	Flood	East Sepik		nil
2002	Volcano Eruption	Pago, WN Britain	10,500	nil
2002	Drought	Various Provinces	200,000	nil
2002	Earthquake	East Sepik		
2002	E/Quake &L/slide	Wantoat, Morobe	13,405	9
2000	Earthquake	NG Islands		nil
1999	Flood	NF,Western	10,000	
1998	Tsunami	Aitape, Sandaun	12,4270	2,227
1998	Flood	East Sepik; Ramu & Mumeng in Morobe		
1998	Cyclone Gale	Milne Bay	50,000	Nil
1998	D.Storm	Milne Bay		
1997	Drought/Frost	Nationwide	3158961	U/K
1997	Cyclone	Central; Milne Bay		
1996	Volcano Eruption	Manam, Madang	3,000	
1994	Cyclone	Milne Bay		
1994	Volcano Eruption	Rabaul, E.N.Britain	50,000	3
1993	Cyclone	N.Islands; Milne Bay	50,000	1
1993	Landslide	Kaiapit Morobe; Finisterire, Madang	7,000	14
1992	Volcano	Manam, Madang	2,000	
1972	Drought	Highlands		
1957	Volcano Eruption	Manam, Madang	3,200	
1951	Volcano Eruption	Laminton,Oro	3,000	
1937	Volcano Eruption	Rabaul, E.N.Britain	8,000	500

Sources: Rabaul Volcano Observatory & Geophysical Observatory, Port Moresby & National Weather Bureau

Source: Namaliu, R. L. (2004). Papua New Guinea's National Assessment Report on the Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States. New York: Permanent Mission of Papua New Guinea to the United Nations in New York, p. 23.

The worst of the bad news from Table 5 may well be the two vacant boxes which relate to the ILO Tripartite *Declaration of Principles for Multinational Enterprises and Social Policy* and the *OECD Guidelines for Multinational Enterprises*. Herein lies a challenge for the Government of Papua New Guinea and her Diplomats. Thereafter lies a challenge for industry, labour and the civil society movements to make ratified arrangements work. Tables 1 and 2 in the Appendix provide more information about these documents.

Generally Table 5 is not all bad news. It highlights opportunities for government to progress the adoption of the ILO and OECD protocols for multinational enterprises, alerts firms to the presence of these documents and the responsibilities they spell out for business behaviour, and presents challenges for SEFTI and other NGOs.

Table 3 goes more specifically to SEFTI's domain - health for communities and workplaces. The community too is a workplace for many. The good news in the chemicals and asbestos section (subject to the efficacy with which these Conventions are managed in Papua New Guinea) can be read from the ticked boxes. Good news should however not invite complacency and ongoing vigilance is needed. The bad news for safety health and environment professionals is that important and basic OH&S conventions have not been ratified as is evidenced by the vacant boxes in the health and environment section of the table. These ratification lacunas need to be addressed and any ratifications made should be matched with complementary education and training, and public awareness programmes. NGO and civil society groups, the trade unions, and beyond compliance firms should also act to support reforms of the kind suggested. Given annual figures in the order of 363 deaths from hazardous substances, and given that through education and training and industry *Codes of Practice*, deaths of this kind are preventable, much foundational work needs to be done in respect of bringing ticks to the boxes for Chemical Labels and Workplace Data Sheets, the Chemicals Convention, the Asbestos Convention and the banning of asbestos.

HIV/AIDS is also mentioned in Table 3 and although HIV/AIDS is generally regarded as a wider social problem, it nevertheless has its workplace dimensions. As Table 4 reveals Papua New Guinea has ratified the *ILO Convention on the Worst Forms of Child Labour* so that public action against child prostitution is endorsed. *Codes of Practice* for sex workers, and effective policing and management may be helpful in the fight against HIV/AIDS. Squatter settlements are also hard to reach groups in respect of policy strategy. The World Health Organisation (WHO) (2005, pp. 1-2) reports that "the spread of HIV in Papua New Guinea is affected by a variety of factors, ranging from individual risk behaviours such as low levels of condom use in casual partnerships, to the wider socio-economic and political context that has created an environment in which high-risk behaviour is widespread. A high incidence of rape, sexual aggression and other forms of violence against women appears to be fuelling the epidemic". The WHO also reports that the affliction is most prevalent "in Port Moresby and other towns, along major transport routes, and around mines and plantations." It is predominantly "transmitted through heterosexual contact, fuelled by high risk behaviour including commercial and casual sex." Papua New Guinea is said by the WHO to be facing a generalised epidemic.

Table 3 reveals that 0.7% of adults in Papua New Guinea are HIV infected. The number of *reported* HIV cases as of September 2004 is 10,148. A national consensus workshop in November 2004 estimated the actual number (*reported plus unreported*) to lie between 25,000 and 69,000 cases. Some 93.1 % of infected cases are adults (i.e. 6.9% are children) with males and females equally affected but with more females than males found in the under 30 group and more males than females found in the over 30 group. These figures reach beyond the tragedy of the infection itself in that children will lose one or both of their parents. That part of the 6.9% of child infections possibly due to child prostitution is not stated. In 2005 infection figures from pre and post natal clinics are running at between 1% to 3%. The generalised epidemic has started and is now beginning to rob Papua New Guinea of her youth, and her mothers and is promising future gender and age imbalance, depletion of the workforce, orphaned and abandoned children, and community sadness and desperation.

Widespread community education programs have been shown to be effective in combating HIV/AIDS in some countries. Special education programs for military and emergency service personnel working away from home are also considered effective. Also the illegal immigrant sector is most difficult to manage in respect of diseases like HIV/AIDS. 2003 saw the proclamation of the *HIV Prevention and Management Act* in Papua New Guinea and there is a *National Strategic Plan on HIV/Aids 2004-2008*. These advances provide an opportunity for SEFTI to work with the Trade Union Movement, other civil society groups, and industry on a tripartite approach to the work dimensions of HIV/AIDS.

The *health and environment* heading of Table 3 reveals that to date Papua New Guinea has not expressed much interest in the relevant UN Conventions specified there. Given that most people work in agriculture in Papua New Guinea and that most accidents occur in that sector, *ILO Convention 184* might be a good starting point. It would also be relatively costless to adopt April 28 as National OH&S Day as some community awareness benefits would flow from the activities associated with this recognition. Growing areas of concern for small island developing states in the Pacific Ocean region are people trafficking, drug trafficking, arms trafficking, money laundering, and terrorist and criminal lay-low activity and all of these have significant implications for workers in the armed and emergency services, corrective services, customs, and forest and fisheries inspections sectors. Robust regional cooperation may help prevent the illegal trafficking activities.

In general Table 3 highlights the very substantial work that needs to be done. It also catches a sense of the urgency with which this work needs to be done and this paper will return to these Table 3 issues before it concludes.

Table 2 is also very relevant for understanding the status of SHE. It reveals, in respect of earlier discussions about human trafficking that Papua New Guinea is yet to ratify the UN Human Trafficking Protocol. It also reveals that much needs to be done to increase Papua New Guinea's Labour Market Security Ranking. Her position on the Human

Development (HDI) Index Scale 133/177 is also challenging for policy strategy. This scale uses life expectancy, literacy, employment ratios, and GDP per capita as surrogates and more information about the HDI can be found in Tables 1 and 2 in the Appendix.

Generally Table 2 confronts the difficult poverty and socioeconomic dimensions of Papua New Guinea. Changing the conditions which underlie the rank position on the indices contained in Table 2 is much easier to write about in papers like this one than it is to make progress in changing them. Change and progress in these areas takes time, effort, patience and dedication and Papua New Guinea should not give up.

Table 1 also provides data on two very important and basic factors in occupational health and safety: water availability (it has fallen by 2/3 in the last 50 years) and sanitation. The Papua New Guinea government's assessment elsewhere (Namaliu, 2004, p. 43) is that 30% have access to safe water, and its target for 2010 is 50%. The same report (p. 9) gives a United Nations Development Program (UNDP) estimate of 76% for that section of the population not having access to safe water.

As yet there appears to be no National Sustainable Development Strategy to help protect some of Papua New Guinea's prime assets: her forests, fisheries, rivers, bio diversity, cultural artefacts and buildings – and what exotic and valuable resources they are too. However this situation may soon change: Namaliu (2004, pp. xi-xii) has argued for the establishment of a *National Sustainable Development Committee* with wide ranging powers which Committee might “ensure that the relevant Departments and Agencies take on board the implementation of different sustainable development issues as outlined in the National Sustainable Development Strategy or the National Development Plan”. Occupational health and safety is central to sustainable development and SEFTI, alone and/or and in cooperation with major groups and the wider safe and civil society networks, should be proactive in ensuring that it has a seat on the relevant committees tasked with input to official strategies and plans.

3.2 Checking and balancing the profiles against an official government view

The big picture painted in Tables 1-5 has occasionally been adjusted by reference to a document called *Papua New Guinea's National Assessment Report on the Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States* (Namaliu, 2004). This highly professional document is impressive for its direct and forthright engagement with Papua New Guinea's sustainable development issues. The report is also very helpful in that it provides an opportunity for researchers interested in sustainable development to be better informed about local conditions and to check and balance and fine tune their views. Occupational health and safety per se is not mentioned in the report, but much of the report itself contains demanding challenges for those in Papua New Guinea responsible for providing work and defining its nature and managing its performance.

The report addresses many issues but outlines three major concerns: (1) law and order (2) urbanisation, and (3) unemployment. These three problems are linked. The drift from

outlying areas to towns (urbanisation) contributes in part to unemployment which in turn contributes in part to a breakdown in law and order. The law and order problem in turn works against economic development as some kinds of foreign investment locate elsewhere and tourists chose other locations. For example it would be interesting to know what proportion of tourists choosing Fiji over Papua New Guinea (Table 6 below) did so partly because of the bad law and order press about Papua New Guinea over the past decade.

The report goes on to say that unemployment in urban areas has increased substantially from 30.1% in 1990 and that it is becoming unmanageable requiring some 20,000 jobs annually just to maintain the status quo. Some 50,000 students graduate and/or drop out from school annually.

Table 7: Tourists arrival by source markets for selected countries: 2001

Source Market	PNG	Fiji	Vanuatu	Samoa
Australia	26, 407	123, 606	29, 731	11, 538
New Zealand	2, 349	68, 293	7, 263	23, 790
USA	6, 050	58, 815		8, 720
Canada	845	9, 802		375
Germany	800	6, 104		1, 196
Japan	3, 803	26, 382	731	577
France	245	1, 901		
UK	1, 802	43, 393		1, 480
Total	53, 842	397, 859	49, 446	88, 960

Source: Papua New Guinea Tourism Promotion Authority, Destination Marketing Plan 2004

Source Namaliu, R. L. (2004). *Papua New Guinea's National Assessment Report on the Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States*. New York: Permanent Mission of Papua New Guinea to the United Nations in New York, p.59.

Systemic barriers are also said to be limiting the efficacy of public policy strategy. Amongst the more difficult are literacy, shortages in technological capacity, training and expertise, insufficient funding of government departments, a failure on the part of government to take its commitments under international conventions and treaties seriously, uncoordinated legislation and poorly integrated legislation resulting in an ad hoc approach to sustainable development issues, lack of appropriate cooperation between the different levels of government, corruption within government, and generally low levels of public awareness about sustainable development issues. The report suggest that these systemic issues themselves limit the government's ability to implement reform let alone effectively monitor compliance in the forestry, mining, and intensive land use sectors, or effectively protect fisheries.

It is obvious from this report that Papua New Guinea is at present facing serious difficulties on its journey through nationhood. When work is so difficult to find in the first place one may question talk about safe work and decent work, or point out that in such situations it makes precious little difference to note that key ILO Labour Conventions have not yet been ratified. Such questions are positive if their intention is to divert attention to fundamental needs. However such questions are negative if they divert

attention away from already existing job enclaves, or alternatively, provide a foil for inactivity and abrogation of responsibility.

To wit: SEFTI, in partnership with other NGOs, the safe and civil society movement, Government departments and interested beyond compliance firms themselves, can make a significant contribution towards the sustainable development of Papua New Guinea. Workplace health and safety is recognised in the Rio Principles and Agenda 21 and is central to sustainable development. As well the duty of care ethic on which OH&S is based is now seen as a benefit in industry rather than a cost, and it is an ethic which, from its basis in work, can make a contribution more generally to safe and civil society. This duty of care ethic needs to be kept alive and well in those places where work is available and SEFTI, in cooperation with safe and civil society networks, trade unions, industry and government agencies, and even in the face of adversity, should actively promote the “fundamental principles and rights at work” and the enabling legislation which supports them.

The general sentiment of the preceding paragraph can be expressed in practical terms and also related to the insights provided by Tables 1-5 and the document titled *Papua New Guinea's National Assessment Report on the Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States*. The dynamic works as follows: Multinational enterprises (MNEs) should behave in foreign countries as they are required to behave at home. Adoption of the ILO and OECD protocols for MNEs will serve such companies with details of how they are expected to behave. Adoption of the ILO labour conventions will reinforce the ILO-OECD principles and provide a blueprint for the operation and reform of labour laws. Reformed labour laws will help MNEs and home grown firms, (and the government itself and the citizens) to honour their social and responsible business obligations. This improved behaviour will, through the value chain process, flow down to smaller local supply firms, and through time, given sensitive government policy, will trickle down to emerging work opportunities in regional and rural communities. The duty of care benefits inherent in this process have already been mentioned. And yes the process is slow at first, but as it progresses it gathers momentum, and brings substantial health and productivity benefits with it.

3.0 Conclusion

The journey to nationhood has really never been easy and Papua New Guinea is presently negotiating a steep climb on this journey. Much needs to be done. In particular there is a considerable challenge for those responsible for SHE. Government, business, the trade unions, and the safe and civil society movements all have something to gain from a robust and legitimate OH&S system work and now is the time for cooperation, not division and bickering. No person's profits should be another person's death or sickness. No company's profits should be another person's loss of life sustaining habitat. The road is difficult but there can be no turning back.

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Appendix

Table 1: Brief definitions and related information

WWF Footprint	<p>The Ecological Footprint is a resource management tool that measures how much land and water area a human population requires to produce the resources it consumes and to absorb its wastes, taking into account prevailing technology. In order to live, we consume what nature offers. Every action impacts the planet's ecosystems. This is of little concern as long as human use of resources does not exceed what the Earth can renew. But are we taking more? Today, humanity's Ecological Footprint is over 20% larger than what the planet can regenerate. In other words, it now takes more than one year and two months for the Earth to regenerate what we use in a single year. We maintain this overdraft by liquidating the planet's natural resources. This is a vastly underestimated threat and one that is not adequately addressed.</p> <p>Source: Global Footprint Network (GFN, 2005)</p>
ILO-SES Labour Market Security Ranking	<p>ILO-SES Labour Market Security Index: The Labour Market Security Index has been developed by the ILO Social and Economic Security Programme. Labour market security arises from an environment in which there are opportunities for adequate income earning activities. It takes account of the structure, levels, and expectations related to employment, because security arises from assumptions that opportunities will improve or remain satisfactory tend to lead to labour market security.</p> <p>The index works with Input, Process and Outcome indicators. i) The input indicators verify the institutional commitment towards the provision of labour market security (e.g. ratification of the ILO convention 122 on Employment Policy), governmental commitments to full employment, existence of an unemployment social security scheme and legal banning of gender discrimination for recruitment. ii) The process indicators show the commitment of governments, in practice, i.e. the existence of public employment services, level of public consumption per head of the working age population, average annual growth rate of GDP during the 90's and variation of annual GDP growth, as well as the gross capital formation as a percentage of GDP. iii) The outcome indicators capture the results of national economic policy and performance with respect to the labour market, i.e. unemployment rate, ratio of male to female unemployment, average annual growth of employment between 1990 and 1999 and an estimation of the unpaid or partially paid jobs. In the Profiles you will see under "ILO-SES Labour Market Rnk" a number in a small dotted square, showing where a country ranks (among 94 countries that have been evaluated so far). Then, you will see the term "considered as" followed by a dotted rectangular box, which will contain one of the following key words:</p> <ul style="list-style-type: none"> • Pacesetter: These are the countries that have the highest scores in ensuring labour market security to their citizens. • Pragmatist: These countries lack policy commitment, but they have a relatively good score on the outcomes. • Conventional: These countries have policy commitment, but in practice, laws and codes are not reflected in the outcomes, which remain poor, but they have mechanisms showing government commitment. • Much to be done: These countries have the lowest levels on achievement of the goals, both in terms of policy commitment and on the outcomes scores. <p>Source: (TUAC, 2005, Appendix p.3)</p>
ILO_SES Representation Security Ranking	<p>ILO SES Representation Security Index. The Representation Security Index has been developed by the ILO Social and Economic Security Programme. Representation security is about workers having voice. This is considered essential, in that having voice is the optimal way of advancing and defending our interests. But it is also a substantive need in its own right, since having voice is intrinsic to defining one's identity as a human being. Voice is required for many purposes in the sphere of work, the most notable being to negotiate over wages and benefits and working practices (including Health & Safety), for information-gathering, and for evaluating the impact of work practices or policies at the workplace level over a broad range of issues. Voice is essential at all levels of social policy, from design to implementation to monitoring and evaluation. The index focuses on standard aspects of freedom of association. It is made by analysing a combination of: i) input indicators that verify the ratification of ILO Conventions 87 (Freedom of Association and Right to Organise) and Convention 98 (Rights to Organise and Collective Bargaining) and whether or not trade unions are allowed to organize; ii) process indicators that capture mechanisms for strengthening voice and verify if a tripartite body exists to deal with labour and social policies. They also verify whether or not a country's legislature permits organizations to promote workers' interests and assesses the percentage of workers covered by collective</p>

	<p>agreements. Employment rates are also captured; and iii) outcome indicators that include the results of policies as measured by unionization rates and verify their rate of change during the 1990s. The index also incorporates data from the Civil Liberties Index (as developed by Freedom House). In the Profiles you will see under “ILO-SES Repr.Security Rnk” a number in a small dotted square, showing where a country Ranks (among 99 countries that have been evaluated so far). Then, you will see the term “considered as” followed by a dotted rectangular box, which will contain one of the following key words:</p> <ul style="list-style-type: none"> • Pacesetter: These are the countries that have the highest scores in ensuring Voice and representation to their citizens. • Pragmatist: These countries lack policy commitment, but they have a relatively good score on the outcomes. • Conventional: These countries have policy commitment, but in practice, laws and codes are not reflected in the outcomes, which remain poor, but they have mechanisms showing government commitment. • Much to be done: These countries have the lowest levels on achievement of the goals, both in terms of policy commitment and on the outcomes scores.
Kyoto Protocol	<p>The <i>Kyoto Protocol</i> (the full name is <i>Kyoto Protocol to the United Nations Framework Convention on Climate Change</i>) is an international treaty on concerned with climate change. Countries which ratify this protocol pledge either to reduce their emissions of six greenhouse gasses, including carbon dioxide, or participate in emissions trading should they maintain or increase emissions of these gases. The protocol aims to stabilise greenhouse gas concentrations in the atmosphere so as to prevent dangerous anthropogenic interference with the climate system.</p>
UN Gender Related Development Index	<p>Gender-related Development Index (GDI): GDI is a composite index using the same variables as the human development index (HDI). The difference is that the GDI adjusts the average achievement of each country in life expectancy, educational attainment and income to account for inequalities between men and women. Data Source: UNDP Human Development Report (UNDP, 2005)</p> <p>Human Development Index (HDI): The human development index (HDI) is a composite index based on the weighted average of three indices: educational attainment index measuring a combination of the adult literacy rate (two-thirds weight) and the combined gross primary, secondary and tertiary enrolment ratio (one-third weight); life expectancy index measuring life expectancy at birth; and adjusted GDP per capita (PPP \$) index measuring the standard of living. Ratings for the HDI are the following: Values between 0.1 – 0.499 imply low human development Values between 0.5 – 0.799 imply medium human development Values between 0.8 – 0.999 imply high human development Data Source: UNDP Human Development Report (UNDP, 2005)</p>
UN Human Development Index	<p>UN Human Development Index. The HDI measures the average achievements in a country in three basic dimensions of human development: 1) A long and healthy life, as measured by life expectancy at birth; 2) Knowledge, as measured by the adult literacy rate (with two-thirds weight); 3) the combined primary, secondary and tertiary gross enrolment ratio (with one-third weight); and 4) A decent standard of living, as measured by GDP per capita (PPP USD). Source: (TUAC, 2005, Annex p. 2)</p>

Table 2: Web addresses

#	Convention	Convention Address
1	ILO 98 Right to Organise and Collective Bargaining Convention	http://www.ilo.org/public/english/standards/norm/whatare/fundam/index.htm
2	ILO 105 Abolish Forced labour	
3	ILO 87 Freedom of Association and Right to Organise Convention	
4	ILO 100 Equal Remuneration	
5	ILO 111 Discrimination in Employment	
6	ILO 29 Forced Labour Convention	
7	ILO 138 Minimum Age Convention	
8	ILO 182 Worst Forms of Child Labour Convention	
9	ILO Fundamental Principles and Rights at Work	http://www.ilo.org/dyn/declaris/DECLARATIONWEB.ABOUTDECLARATIONHOME?var_language=EN
10	Global Compact	http://www.unglobalcompact.org/Portal/Default.asp?
11	Ethical Trade Initiative	http://www.google.com.au/search?hl=en&q=ethic+trade+initiative&meta=
12	Business for Social Responsibility	http://www.bsr.org/
13	Global Reporting Initiative	http://www.globalreporting.org/
	World Business Council for Sustainable Development	http://www.wbcsd.ch/templates/TemplateWBCSD5/layout.asp?MenuID=1
14	TCO Labelling	http://www.cleanproduction.org/Labeling/TCO.htm
15	Declaration of Principles for Multinational Enterprises and Social Policy.	http://www.ilo.org/public/english/standards/norm/sources/mne.htm
	WWF Footprint	http://www.footprintnetwork.org/ http://www.panda.org/news_facts/publications/general/livingplanet/index.cfm
	ILO-SES Labour Market Security Ranking	http://www.ilo.org/public/english/protection/ses/index.htm
	ILO-SES Representation Security Ranking	http://www.ilo.org/public/english/protection/ses/index.htm
	Kyoto Protocol	http://unfccc.int/resource/docs/convkp/kpeng.html
	UN Gender Related Ranking	http://hdr.undp.org/statistics/indices/
	UN Human Development Index	http://www.undp.org/hdr2003/indicator/indic_196_1_1.html
	ILO-SES Gender Related Development Index	http://www.undp.org/hdr2003/indicator/indic_196_1_1.html
	ILO 148 Working Environment	http://www.ilo.org/public/english/protection/safework/cis/oshworld/ilstd/c148.htm
	ILO 184 Agricultural Worker Protection	http://www.ilo.org/public/english/protection/safework/standard.htm
	ILO 161 Occupational Health Services	http://www.ilo.org/public/english/protection/safework/health/
	UNEP Protocol on Biodiversity	http://www.biodiv.org/
	UN Aarhus Convention on Information and Participation in Environment	http://www.unece.org/env/pp/documents/cep43e.pdf
	UNEP Biodiversity Convention	http://www.biodiv.org/

Table 2 (Continued)

	ILO Tripartite Declaration of Principles for Multinational Enterprises and Social Policy	http://www.ilo.org/public/english/standards/norm/sources/mne.htm
	OECD Guidelines for Multinational Enterprises	http://www.oecd.org/dataoecd/56/36/1922428.pdf

