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# NATIONAL STUDIES OF DEVELOPMENT PROJECTS

## NEW ZEALAND

Prepared by the Committee on Women, for the World Conference of the United Nations Decade for Women, 14 - 30 July, 1980.

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### I INTRODUCTION

1. The following projects are presented in response to the request of the Secretary-General of the 1980 World Conference of the United Nations Decade for Women, with reference to General Assembly Resolution 34/162 and ECOSOC Resolution 1978/32. This paper does not of course represent the totality of New Zealand activities to improve the status of women, but covers three selected for their currency and the significance of their impact.

### II COMMITTEE ON WOMEN PROJECT FUND

2. In 1975, International Women's Year \$123,000 was allocated to fund projects which implemented the objectives of the World Plan of Action. Since 1978, a further \$25,000 per year has been allocated by the Government to support specific projects and activities of women's organisations and individual women, which are in accordance with the objectives of the United Nations Decade for Women.

3. The Committee on Women has stated that in addition to promoting the Decade aims, the area of activities must make the whole community fully conscious of the changing options open to both men and women, and help women appreciate their own capabilities both inside and outside the home, thereby improving their confidence.

4. The criteria in general require that projects highlight areas of interest of concern to women, with special interest being on pilot schemes; new research; fair urban/rural distribution; fair geographical distribution; whether the applicant is able to get funding elsewhere; and whether the applicant can demonstrate that she has the support of her community. Applications are accepted from individuals and groups, formally constituted or informal.

5. Over the past three years the project fund has become more widely known and as a consequence the total amount requested in 1979/80 was approximately five times the amount available. Therefore it was impossible to accommodate all needs. However, as it was encouraging to see the depth

and level of women's involvement in their community and in finding solutions to their own needs, the Committee showed its support by contacting other possible sources of funding on behalf of applicants.

6. The Committee receives applications from the whole spectrum of women's activities. The following is a sample of recipients.

- Contribution of \$800 towards the costs for a woman to attend a conference on family violence in the USA;
- \$500 towards the establishment of a Women's Centre in Tauranga;
- \$1,000 to furnish the Dunedin Women's Refuge;
- \$1,000 to the Motueka Day Care Centre to subsidise casual day care fees for mothers who are sick, or under stress;
- \$240 to sponsor a meeting of rural activists (concerned to improve or preserve the quality of education, health and employment services available to those in rural or isolated communities);
- \$500 to Women's Appointment File (see below, paras. 9 - 18).

Over the past two years some 77 grants have been made from 136 applications, generally of small amounts as "seeding money" or as a supplement to their own efforts.

#### Assessment

7. The increasing number of applications to the Fund and the enthusiastic reports from recipients have demonstrated the continuing need for a flexible, accessible source of funding for women's activities, which may not meet the criteria for central or local government funding, or other sources such as charitable trusts. Often only a small amount is required as seeding money, to meet unavoidable costs of for example, setting up a base (for telephone, postage or initial rental of premises, for example) until a project can be established on a self-sustaining base.

Recognition of the worth of a project is also implicit in the awarding of a grant, and is the source of confidence-building. A considerable amount of voluntary effort is frequently a willing component of project applications (salary components, especially of professionals, are generally regarded as a low priority). Project costings also demonstrate a strong sense of economy and women's ability to manage on very little. The Committee does not wish to continue to exploit women's voluntary effort or deny them participation in the economic sector, but it must recognise the limited extent of this fund made available to it by the Government for this purpose, and so prefers to spread the fund thinly, rather than concentrate on a few areas.

8. The expectations of the Committee have been met in virtually all cases, very few projects failing to fulfill the objectives expressed by the applicants. The fund has also provided a learning experience for women in making applications to funding organisations - making a written case to the Committee on Women can be a "trial run" for preparing an application to organisations with more formal or stringent requirements.

### III WOMEN'S APPOINTMENT FILE

9. The Women's Appointment File was established in 1978/79 as a resource of women qualified and available for appointment to official advisory and other statutory bodies. There are at present some 600 of these bodies in New Zealand, and appointments to them are made by the Government (in some cases Cabinet), for a term varying according to the nature of the body. (These are distinguished from bodies whose members are elected by public franchise e.g. local government bodies, or permanent employment e.g. in the public service). They are frequently key organisations in public and official decision making, each set up under one of the approximately 40 Government portfolios. (Examples are the Board of Directors of the Bank of N.Z., the N.Z. Planning Council, Alcoholic Liquor Advisory Council and others covering a wide range of social and economic policy development and decision-making).

10. Very few women have been appointed to these bodies, and in 1977 it was decided by the organisers of the United Women's Convention in Christchurch, in order to

encourage women to participate, to publish "A Guide to Getting On", a handbook outlining the range of statutory boards and other bodies, their responsibilities and manner of appointment to them.

It was felt that frequently decisions are made controlling the daily lives of women and their concerns, without adequate consultation of those most affected. Increasing women's participation on these bodies would increase the chances of policies meeting women's needs.

11. There are many possible reasons for women's low level of participation in this area of public life, as in employment and elected office as well. Lack of public awareness of the significance of such bodies and of the manner of appointment has certainly been a major factor in limiting appointees to those already well-known in public life or known personally to members of parliament or an "old-boy network". The range of potential appointees was seen as narrow, and dominated by white males. Such people were also seen as being appointed to a succession of bodies. The potential contribution of non-whites and women was not recognised, except for the occasional, rather "token", appointment.

12. Women have also not felt, in the past, encouraged to make themselves available or that their experience or qualifications were relevant to such bodies. Nor do women necessarily have the time or means to undertake what, in some cases, is the equivalent of full-time employment. This is because of women's unequal sharing of the care of dependents and other household responsibilities, and the lack of day care facilities. Some bodies (e.g. the Committee on Women) do not provide remuneration for members and those without considerable personal means (for example, self-employed or with business interests) may not be able to meet costs involved or employ services to deal with the paperwork involved.

#### Organisation of the File

13. The "File" has been set up to overcome these difficulties as far as possible, to create a readily accessible resource of women's names and qualifications, and be a focus for encouraging women to think of themselves as suitable for such public service.

14. It consists of four major parts:

- (a) Curriculum Vitae, in standard format, listing education, employment and community experience. This is supplied by the individual, whose responsibility it is to update this information as circumstances change. Bodies or areas of interest are also specified.
- (b) Information on the various bodies, arranged under the various portfolios of the Cabinet Minister to whom the body is responsible. This lists current membership; statutory or other basis for its responsibilities; by whom a member is nominated (if applicable, if the member is a direct representative of an interested group) and appointed (e.g. by respective Minister, or the Governor General, as applicable); date and term of appointment; and remuneration, if any.
- (c) A time file, listing the bodies according to dates by which a vacancy will occur, including a three-month "early warning system".
- (d) A list of interest areas, in which each of the women are entered according to stated interest, experience and qualifications, so that as consideration is given to vacancies for a particular body, a particular pre-selected list of appropriate names can be matched to it.

15. The "File" is housed in and some servicing provided by the Committee on Women Secretariat, but decisions on nominations and other matters are made by a Committee composed of representatives of the publishers of "Guide to Getting On", several major national women's non-governmental organisations (National Council of Women, Women's Electoral Lobby, N.Z. Federation of University Women and Society for Research on Women) and the Committee on Women. All of these bodies had previously made efforts to foster the increased participation of women (WEL and FUW had submitted lists of their members' curricula vitae to Government), but none developed a systematic approach to nomination. It is strongly felt that the cooperative effort will provide greater strength and coordination, if nominations are

submitted with the joint support of the organisations involved.

### Funding

16. The File has been funded to date from profits from the sale of "A Guide to Getting On", donations from women's organisations and a \$500 grant from the Committee on Women's project fund. Major expenses have been the payment of a Women's Work Collective of three, who were responsible for working out the mechanics of the file's operation. Servicing of the Committee is provided at no cost by the Committee on Women Secretariat, or voluntarily, by members of the cooperating organisations. This is not however entirely satisfactory, because of the time involved, and a request has been made to Government for the creation of a position to provide more extensive servicing and maintenance of the File (the material by its nature quickly becomes out of date), to monitor appointments and the effectiveness of the File, and undertake general promotion of women into public life by improving attitudes of men, women and decision-making to such involvement. Computerisation of the information is currently under consideration.

### Assessment

17. To date, the File cannot claim that any one of its nominations has in fact directly resulted in that woman being appointed. However, a number of changes can be recorded. Knowledge of the existence of the File is growing and it is consulted by organisations who wish to recommend women to their Minister for their own membership. A small number of appointments have resulted from this. The Minister of Justice has used the existence of the File Committee and its goals, to encourage Members of Parliament to seek out appropriate women to nominate as Justices of the Peace, to ensure a more representative composition of these judicial officers. As a result the percentage of women in the list of appointees most recently gazetted has increased significantly in 1979 and 1980.

18. The File is also intended as a source of persons suitable for contract appointment as experts to international agencies such as TARS, UNESCO, FAO, ILO etc. This aspect has not developed very far, because of the lack of staff available to match people to jobs, which is

unfortunate, given the strong commitment of those organisations to increase the numbers of women they appoint.

19. The organisation of the File is however considered to be very worthwhile, despite the lack of conspicuous success to date, as it is achieving one aim in making women more aware of their potential for this type of public service.

#### IV TEACHER CAREER AND PROMOTION STUDY

##### Aims

20. The purpose of this study is to investigate career patterns of men and women primary and secondary teachers with emphasis on the reasons for the under-representation of women in senior teaching positions.

21. The data base covers all primary and secondary teachers in the New Zealand state system.

i.e. Primary	17,989 teachers	64% women
Secondary	11,239 teachers	39% women

Information is largely taken from central computerized pay rolls, supplemented by personal interviews (48 case studies written up).

22. The project has advanced in stages, marked by (a) the appointment of a researcher, (b) setting up an advisory committee and (c) the formal constitution of NACWE (National Advisory Committee on Women and Education) (previously this committee existed in an adhoc form, having been responsible as an interim committee for the 1975 IWY "Education and the Equality of the Sexes" Conference, which originally recommended the current research).

23. This 1975 Conference, sponsored jointly by the Committee on Women and the Department of Education, produced a variety of recommendations for future action to improve the position of women. Two of the recommendations specifically requested research on the position of women in the teaching services. The (interim) committee on women and education gave research into career and promotion patterns in teaching high priority and pressed for its inclusion in the Department of Education research programme.



This was finally achieved when, for 1979, a woman teacher with a research background was seconded to undertake the study.

24. The project is funded from the Department of Education's Research Fund. Originally its cost was calculated at \$12,000 for 6 months salary for a primary and a secondary researcher. However, the Department agreed to extend the primary researcher's salary for two years (approximately \$21,000). Travel to carry out interviews and collect some statistics has cost approximately \$600 - 800. Other costs have been absorbed by the department and cannot be calculated (typing, office services, printing of questionnaires etc.). The cost of the final report has not yet been estimated.

25. It is too early to define yet the benefits to women, but these should include:

- (a) consciousness raising for women teachers, and increase of awareness among women of the steps involved in seeking promotion;
- (b) uncovering areas where discrimination appears to be occurring;
- (c) alerting Department of Education to areas where women are disadvantaged.

#### Assessment and Generalisations

26. Generalisations which can be made from the 48 case studies indicate that:

- (a) women had more constraints operating against them in attempting to combine home and career;
- (b) men are more career-orientated, have a greater knowledge of regulations and the promotion structure, and participate more in in-service training and teacher organisations.

27. In secondary teaching the opening up of senior positions in 1973 has proved to the detriment of women, which is the reverse of what was intended. In 1980 40 co-educational secondary schools did not have a woman in the top management group of Principal, Deputy Principal,

Senior Master/Mistress, and this had risen from 2 schools in 1978.

28. In the primary sector an analysis of the assessment or 'grading' process shows that:

- (a) women are applying for assessment and at B report level in proportions close to the proportion of women teachers in the Education Board areas;
- (b) the assessments received by women are consistently lower than those allocated to men;
- (c) the number of women applying for senior positions is lower than the number able to do so.